

*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)*

Prepared for: UNDP Guyana

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Acknowledgements

The evaluator is thankful to the many people within UNDP and the Government of Guyana as well as civil society actors who made themselves available to meet with the evaluator within a tight time frame and provided valuable information. The mission is particularly indebted to Ronald Cumberbatch and Andrea Heath-London for their patience in responding to many requests for information and facilitating the field mission.

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Table of Contents

Acronyms:	4
Executive Summary:.....	5
Project Background:.....	8
Evaluation Scope and Objectives:	11
Evaluation Approach and Methods:	14
Main Findings and Conclusions:.....	17
Relevance of the project to national development priorities:	17
Achievements with respect to each project objective:	19
Effective progress towards intended outputs:	19
Capacity building:.....	20
Fund disbursement mechanism:.....	21
Development of the ADF2 project document:.....	23
Community engagement strategy:	24
Efficiency of project implementation practices:.....	25
Sustainability:.....	26
Likely Impact:	28
Recommendations and Lessons Learnt:	30
Annexes:.....	37
Annex 1: TOR of the evaluation	37
Annex 2: Evaluation matrix.....	47
Annex 3: Data collection instruments.....	52
Annex 4: List of individuals/groups interviewed/consulted	53
Annex 5: List of villages and types of CDPs visited	54
Annex 6: List of supporting documents reviewed	55
Annex 7: Summary table of findings	56
Annex 8: Short biography of the evaluator.....	57
Annex 9: Evaluation consultant agreement form	58

Acronyms:

ADF	Amerindian Development Fund
APA	Amerindian People's Association
CDO	Community Development Officer
CDP	Community Development Plan
CSO	Community Support Officer
GD	Guyanese Dollar
GGMC	Guyana Geology and Mines Commission
GLDA	Guyana Livestock Development Authority
GOIP	Guyanese Organization of Indigenous Peoples
GRIF	Guyana REDD plus Investment Fund
HEYS	Hinterland Employment Youth Services
LCDS	Low Carbon Development Strategy
MoAA	Ministry of Amerindian Affairs
MoIPA	Ministry of Indigenous People's Affairs
MSSC	Multi Stakeholder Steering Committee of GRIF
REDD+	Reducing Emissions from Deforestation and forest Degradation plus conservation, sustainable forest management and enhancement of forest carbon stocks
TAAMOG	The Amerindian Action Movement of Guyana
UNDP	United Nations Development Programme

Executive Summary:

This report presents the findings of the final evaluation of the Low Carbon Development Strategy (LCDS) Amerindian Development Fund (ADF) Village Economy Development Project under the Guyana REDD-plus Investment Fund (GRIF) (Phase 1). The evaluation is concerned with reviewing outcomes and outputs delivered by the project from its approval in August 2012 until end of field activities in December 2014. As the evaluation takes place one year after the end of project activities, it has also been able to evaluate the sustainability of project outputs through assessing the current status of assets created by the project at the community level.

The ADF1 project had three goals. First, it aimed to test a workable mechanism for disbursing funds to isolated Amerindian communities, as part of Guyana's national low carbon development strategy, making use of funds put at the disposal of the Government of Guyana by the Government of Norway. Second, it envisaged elaborating a full-scale project document to expand the coverage of activities initially targeting 15% of Amerindian communities to all of them. Third, the project intended to strengthen the capacity of the Ministry of Amerindian Affairs (MoAA) in transparently managing the main phase of the project, with minimal support from UNDP.

The purpose of the evaluation is to assess a) project performance in terms of relevance, effectiveness and efficiency; b) sustainability of results and c) implications for the follow up ADF2 project. The evaluation is mostly focused on providing lessons for improvements in the way the ADF2 project is implemented.

The primary audiences for the evaluation are the Government of the Cooperative Republic of Guyana, UNDP, Amerindian communities, implementing partners and civil society actors.

The methodology followed by the evaluation was to review all documents provided by the project team, while supplementing and verifying this information. Due to paucity of reports on the current status of individual community development plans (CDPs), the evaluation draws heavily on information collected in the course of field visits to CDPs undertaken over a one week period. The evaluation also draws upon information provided by key informants, interviewed in groups or individually as feasible.

The field mission to Guyana was carried out from 5 to 17 December 2015. It provided an opportunity for the evaluator to interact with key stakeholders and gain a first-hand understanding of the complexity of the environment in which the project was operating. The main beneficiaries of the project were Amerindian communities who live in isolated villages, scattered over vast areas in the country's interior with a minimal transport network.

The ADF1 project had been designed following a participatory process, which included the project document being put on the GRIF website with an open invitation extended to anyone who wanted to comment to provide their inputs. The evaluator, however, was not able to obtain any of the written comments that may have been provided by various stakeholders.

The evaluation findings with respect to project outputs, relevance, efficiency, effectiveness and sustainability as well as implications for the follow up ADF2 project are summarized below:

The project has managed to produce and shepherd the ADF2 project to approval. That project is now operational and has benefited from lessons learnt under ADF1 with respect to sequencing of activities.

The ADF1 project has produced a mechanism for disbursing funds to CDPs. The mechanism, however, needs substantial strengthening, as it is not sufficiently robust to ensure full accountability and prevent misuse of resources. Of a sample of 8 CDPs visited by the evaluation half fail to demonstrate efficient and effective use of resources and would not be sustainable without injection of substantial additional resources. In one particular case, the investment undertaken with CDP funds in the construction of a guesthouse has been completely dismantled, indicating a substantial loss of resources.

The ADF1 project has carried out a professional capacity assessment of the Ministry of Amerindian Affairs (MoAA) and produced an initial capacity development plan, which unfortunately was not implemented due to lack of buy in from the MoAA at the time.

The ADF1 project has been relevant to the national objective of promoting development of Amerindian communities as an integral component of the national low carbon development strategy. However, it has been overly preoccupied with dealing with financial constraints faced by these communities in implementing their plans for local economic development. It has thus failed to allocate an optimal amount of resources to capacity building support to local communities. However, it should be noted that the limited efforts undertaken to strengthen the capacity of Amerindian communities in developing and implementing local economic development projects have produced valuable results that can be built on.

The ADF1 project has been less than fully successful in efficiently supporting local economic development of Amerindian communities. This has largely been the result of a mismatch between resources allocated to physical investments and those allocated for developing the human and social capacity to efficiently manage these investments. The effectiveness of the project has been compromised by insufficient attention to removing constraints to the full use of physical assets created notably in the area of marketing support and assured access to inputs.

The CDPs initiated under ADF1 face some challenges with respect to sustainability of their operations. Of the 8 CDPs visited only two were able to demonstrate ability to maintain their operations at or above the initial level one year after the ending of field activities by ADF1. All the cassava-processing projects faced challenges with respect to maintaining the original area cultivated. Some were experiencing declining yields per acre, while one had continued challenges in terms of selling its products.

Insufficient community ownership and weak monitoring systems are largely responsible for the shortfalls observed with respect to the effectiveness, efficiency and sustainability of CDPs. The GRIF ADF has the potential to meaningfully impact socio-economic development of Amerindian communities. However, the realization of this potential is contingent upon linking up with additional sources of funding to build on capacities created through GRIF ADF. Furthermore, the balance between resources allocated to capital grants under CDPs and those allocated to strengthening the human capacity of Amerindian communities in various fields has to shift in favour of more attention to the latter.

The renamed Ministry of Indigenous People's Affairs (MoIPA) is cognizant of the need for substantial strengthening of the Ministry, particularly in various aspects of project management, including monitoring and reporting. The UNDP should thus reopen discussions with the Ministry on how to proceed to agree on and implement a capacity development plan for the Ministry.

The following lessons can be drawn from the experience of ADF1 to further strengthen the relevance, effectiveness, efficiency and sustainability of ADF2.

The design of ADF2 can be further improved by taking steps to ensure greater community ownership of CDPs and more robust monitoring and reporting at community and MoIPA levels.

The ADF2 should correct for some of the failings of ADF1 through adopting the following steps:

- Agree on and proceed with implementation of a capacity development plan for the Ministry of Indigenous People's Affairs;
- Put in place stringent criteria to ensure greater community ownership of CDPs through having them defined following clarification of amount of funding available, stipulating a quorum for consultation meetings that review them, ensuring continuity of CDP management teams and having reservations for female participation in the management teams;
- Strengthen the monitoring of and reporting on CDPs, by increasing the technical competence and mobility of Community Development Officers and having them aided in the discharge of their duties by a revamped Community Support Officer scheme;
- Put in place systems to deal with common constraints faced by many CDPs with respect to marketing of their products and access to quality inputs at reasonable cost;
- Establish linkages between activities initiated under ADF GRIF with those funded by other sources such as the mining revenue linked ADF; and
- Link up communities engaged in CDPs with sustainable sources of future financing whether as grants or loans.

Project Background:

The ADF1 project was developed to provide a framework for joint action between the donor community and the Government of Guyana in underpinning environmental conservation efforts through promoting socio-economic development of communities that have traditionally acted as guardians of valuable environmental assets.

Guyana has the lowest level of deforestation in the World, maintaining 99.5% of her forests. The country has committed itself to preserving that distinction by adopting a Low Carbon Development Strategy (LCDS). The Government of Guyana wants to transform Guyana's economy while combating climate change. The LCDS has two key goals, namely to:

- Transform Guyana's economy to deliver greater economic and social development for the people of Guyana by following a low carbon development path; and
- Provide a model for the world of how climate change can be addressed through low carbon development in developing countries, if the international community takes the necessary collective actions, especially relating to REDD+.

The ADF1 project was designed with the above two goals in mind, to test a mechanism for using funds provided by Norway to Guyana under REDD+ arrangements. ADF1 aimed to develop a mechanism to finance socio-economic development of Amerindian communities who live in the hinterland of the country and in close proximity to pristine Amazon forests, in a transparent and accountable manner. It was conceived as one instrument for rendering operational the LCDS element related to socio-economic development of Amerindian communities. It specifically supported the creation of the GRIF Amerindian Development Fund, capitalized through Norwegian contributions, to fund the socio-economic development of Amerindian communities through implementation of CDPs, which identify the communities' own priorities to meet social and economic development objectives. This fund is distinct from and does not have an operational system for linking up with another Amerindian Development Fund, which is funded by the national budget and appears to have an overlapping mandate with the GRIF ADF.

The GRIF ADF, as part and parcel of the LCDS, is subject to the overall oversight of the Multi Stakeholder Steering Committee (MSSC) made up of the Government, civil society actors (including representatives of Amerindian communities) and some international development partners. However, it should be noted that one of the more vocal indigenous organizations, namely the Amerindian Peoples' Association (APA) has refused to participate in the MSSC despite invitations extended to it. Some observers have questioned the transparency and inclusiveness of the MSSC.

As a fund under the Guyana REDD-plus Investment Fund (GRIF), ADF abides by set rules on transparency of operations and stakeholder participation. As such, it was developed in a participatory manner involving UNDP, the Government of Guyana and Amerindian communities. The ADF was expected to contribute to the removal of the challenge of access to

development finance by providing villagers with a transparent and accountable mechanism to fund community development projects.

These community development plans (CDPs) had been developed earlier by Amerindian communities with support from Community Development Officers (CDOs) and other Ministry of Amerindian Affairs (MoAA) staff. The CDPs listed community priorities for dealing with their most pressing socio-economic development issues. During the development of CDPs, communities were supposed to articulate a vision for the long-term development of their villages. The village councils submitted the CDPs that had been approved by village general meetings to the MoAA.

The project document does not explicitly mention that each community participating in ADF will be provided with 5 million Guyanese Dollars (GD) to fund its CDP. However, the budget foreseen for implementing the 27 CDPs does give an average grant of 5 million GDs. In actual fact all communities received a grant not exceeding 5 million for CDPs, irrespective of the original foreseen budget of the CDPs that were supposed to be funded with this grant.

The project was formally signed between the Government of Guyana and UNDP on 9 August 2012, following a participatory preparation process that lasted more than one year. In the course of interactions with major stakeholders in Georgetown, covering both the Government and civil society actors, all concerned parties confirmed their knowledge of the project, as it was being designed. Although no stakeholder raised any issue regarding their major comments on the document not being taken into account, many indicated that they had not received information about progress on project implementation and that their inputs on project implementation were not sought.

The project was implemented directly by UNDP under DIM arrangements. However, it should be noted that the MoAA provided overall direction to the project and their staff were involved in project implementation as part of the capacity building effort for the Ministry. In addition protocol required that all Guyanese entities address any concerns they had with project implementation to the Government, who would share with them any reports or information it deemed appropriate.

In the course of the preparation process, all Amerindian villages had already engaged in the production of Community Development Plans (CDP) for undertaking economic empowerment projects. There had been no UNDP involvement in the initial preparation of CDPs and the evaluation was not able to establish whether the communities had been given any specific advice as to the budget to keep in mind when preparing their CDPs. In addition, the time lag experienced between the initial preparation of CDPs and when funds were actually disbursed impacted both the cost and viability of many projects.

The CDPs had been subject to internal discussion/consultations within the village and at the National Tashaos' Conference, as well as with the Ministry of Amerindian Affairs. In some cases the Tashaos had gone back to their villages following interaction at the national level to review

their CDPs and submit revised ones, to take into account changes caused by the delay in the release of funds. The CDPs once submitted to the Ministry were transformed into a standard project format that incorporates most features of standard development projects, including foreseeing risks and challenges. The elaboration of CDPs had preceded the approval of ADF1, with CDP documents prepared in 2011 and 2012, following consultations with communities dating back to 2010.

The Village Council and the Toshao in particular had a major role in designing and implementing the CDPs. These being elected offices, some had already changed during the 2012 elections, before the projects were able to receive funding from the ADF1.

The implementation of CDPs had benefited from the services of Community Support Officers (CSOs), who were youth from the village provided with a stipend of 30,000 GDs per month for a number of years. The scheme has since ended.

The project was foreseen to be implemented over a nine-month period, with the following expected outputs:

- A functional, scalable and transparent disbursement mechanism created;
- The capacity of the Ministry of Amerindian Affairs (MoAA) to plan, manage and support community development strengthened;
- 15% of the Community Development Plans (CDPs) received funding to test the disbursement mechanism;
- Selected indigenous communities have improved the planning, management, and support mechanisms in place for the implementation of the CDPs;
- The full Project Document prepared and submitted for approval.

The approval and funding of CDPs started with an inception workshop held on 22-23 March 2013, following full staffing of the project in early 2013. The ADF1 had already started carrying out activities such as capacity assessment of the Ministry of Amerindian Affairs in 2012. The project received no cost time extensions and remained in operation through end 2014, at which time the project final report was issued.

The project came up with disbursement mechanisms for funding CDPs, as well as improving the capacity of 26 communities in project planning and management. A full project document for a follow up project was prepared and received approval in the course of 2014. The capacity development needs of the MoAA were identified. The suggested activities, however, were not implemented as foreseen due to lack of interest by the MoAA to focus on this component. However, the involvement of MoAA staff in the implementation of ADF1 did provide them with on the job training in project management. The unspent funds under ADF1 that were meant to cover specific capacity development needs of the Ministry should in principle be available to fund a revised capacity development plan to be agreed with the Ministry of Indigenous People's Affairs (MoIPA).

Evaluation Scope and Objectives:

The scope of the evaluation is the GRIF funded Amerindian Development Fund 1 project, which has since been succeeded by the ADF2 project.

The purpose of this evaluation is to assess the effectiveness and contribution of this GRIF funded project to the economic empowerment of indigenous communities and overcoming acute poverty through implementation of community development plans. Further, it will explore the extent to which this project has contributed to the achievement of the UNDP Country Programme 2012 – 2016 Outcome 1, namely “strengthened 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.”

This evaluation specifically focuses on:

- Providing evidence to support accountability of the project;
- Assessing the relevance, effectiveness, efficiency and sustainability of project results;
- Identifying areas of strengths, weaknesses and gaps in project implementation;
- Assessing impediments to achieving results; and
- Lessons learnt that apply to more effective implementation of the ADF2 project

The TOR for the evaluation contained a list of evaluation questions, which were addressed to the extent possible given the time and logistic limitations within which the exercise was carried out.

With respect to relevance, the evaluation attempts to assess:

- The extent to which the GRIF Amerindian Development Fund is relevant to national development priorities; and
- How relevant the project design is to producing the desired outputs?

The evaluation assesses the effectiveness of the project in moving towards its stated outputs by reviewing:

- The progress made towards the achievement of the intended outputs;
- The effectiveness of UNDP’s community engagement strategy;
- The extent to which UNDP’s project implementation practices affected the achievement of the outputs; and
- The appropriateness of UNDP’s partnership strategy for the achievement of the outputs.

The efficiency and cost-effectiveness of UNDP’s strategy in producing the project outputs are assessed through evaluating:

- The capacity and institutional arrangements for the implementation of the project.

The evaluation reviews the sustainability of project benefits through reviewing:

- The underlying factors beyond UNDP's control that influence the outputs, such as isolation and limited capacities of indigenous communities; and
- The extent to which UNDP established mechanisms ensure sustainability of the outputs.

The evaluation, being forward-looking, has a particular focus on:

- Identifying lessons learnt from implementation of ADF1 that are most pertinent for the success of ADF2; and
- Providing specific recommendations for improvements to ADF2.

The evaluator prepared his inception report based on the limited information that had been provided to him prior to his country visit. The final report of ADF1 prepared in December 2014 was a major source of information. It implied that the CDPs implemented during the life of ADF1 had variable achievements, without giving any clues as to the factors that would explain this differential outcome.

The country visit that took place from 5-17 December 2015 provided an opportunity for gaining a first-hand understanding of the dynamics that governed the selection and implementation of CDPs. The evaluator met with a range of stakeholders in Georgetown and visited 8 villages spread out across 5 regions. The CDPs reviewed covered activities in cassava production and processing, cattle raising, fish culture, tourism and a village shop. A planned visit to a CDP involved with bee keeping could not take place due to logistical problems.

The evaluation mission took place fully one year after end of project activities, even though implementation of CDPs continued during this period based on funding already released under the leadership of the concerned village councils. It was thus able to assess the extent to which project initiated activities were sustainable, in addition to looking at issues of project relevance, effectiveness and efficiency.

The evaluation mission was mostly concerned with understanding the dynamics that underpinned the design and implementation of CDPs. It had to obtain first-hand information about the way the CDPs had progressed and their current status, as no such detailed information was available from secondary sources.

The evaluation has adopted a forward looking approach, attempting to draw lessons from what worked and what needs improvement from the pilot phase for greater effectiveness and impact of the follow up project.

The evaluation assesses project performance in terms of relevance, effectiveness and efficiency. It also assesses the sustainability of CDPs in particular. It further provides suggestions for the follow up ADF2 project to take into account for increasing its relevance, efficiency and effectiveness and the sustainability of CDPs it funds.

The evaluation has as its primary audience the Government of Guyana (with an emphasis on the Ministry of Indigenous People’s Affairs), UNDP and Amerindian communities. Its findings are also relevant to implementing partners of ADF2 and the wider development community in the country.

Evaluation Approach and Methods:

The evaluation framework adopted covers the following five thematic areas:

- Relevance: The extent to which the project and its intended outputs are consistent with national and indigenous community priorities and the needs of indigenous communities.
- Effectiveness: The extent to which the project has managed to achieve its intended outputs.
- Efficiency: The cost effectiveness of the process for converting financial and human resources of the project into indicated outcomes and outputs.
- Sustainability: The likelihood that activities initiated under the CDPs can be continued beyond the life of the project.
- Replicability: The extent to which the approach adopted in the ADF1 can be replicated in ADF2 and the nature of any needed amendments to increase the relevance, effectiveness, efficiency and sustainability of such activities in ADF2.

The evaluation consisted of three phases. The inception phase produced the inception report, which detailed the approach that would be adopted in carrying out the evaluation and relevant contextual issues that might impact the evaluation. The second phase was the evaluation mission phase that lasted from December 5 to December 17. The final phase that starts with the ending of the mission on 17th December and continues until finalization of the evaluation report in January 2016.

Data sources consulted by the evaluation included the capacity assessment report of the Ministry of Amerindian Affairs (Oct 2012), final report of ADF1 project produced in December 2014 and reports on scoping and other missions carried out to a sample of villages. The information contained in these sources did not provide detailed information about the outputs of CDPs and had to be supplemented by field visits to a selected sample of CDPs.

The sampling method used to agree on the CDPs to be visited was pragmatic and aimed to cover a reasonable number of CDPs in terms of the range of activities initiated and regions where they were located. Ideally the sample would have been selected to include CDPs that were considered successful, problematic and average. It is thus possible that the evaluation might have visited a disproportionate share of problematic CDPs and therefore the conclusions drawn are worded in a tentative manner.

The data collected during the field visits were triangulated against information available in written reports on earlier missions to the same villages as well as through discussions with some key informants in Georgetown.

The main limitation of the methodology relates to the inability to collect first-hand information about all CDPs and lack of alternative sources of at least some similar information about the current status of CDPs that were not visited by the mission.

The evaluation mission was focused on gathering first-hand information about the manner in which the CDPs had been implemented and the economic viability and sustainability of activities undertaken. The evaluation inception report had suggested that the CDPs to be visited be selected based on a prior classification of all completed CDPs into successful, somehow problematic and problematic projects. The absence of updated information on the current status of all projects made this impossible, and hence a decision on which CDPs to visit had to be based on logistical considerations. However, based on discussions held with a range of key informants, there is no reason to assume that the sample visited was unrepresentative of the range of CDPs implemented.

The original plan was for the evaluation mission to visit 10 CDPs. In actual fact only 8 CDPs were visited. Please refer to annex 5 for the list of CDPs visited.

In each village visited, the evaluator had the possibility of interacting with a small number of villagers, mostly drawn from the current village councils and including members of the CDP management teams. Despite expectations to the contrary, language did not prove to be a constraint in reaching out to communities. In all communities visited the village council members and CDP management teams were conversant in English. Only in one village (Rupertee) did some of the participants in the community general meeting require translation.

The prominence of logistic considerations in the choice of the CDPs visited might well have produced a non-representative sample. Thus any conclusions drawn from the field visits would remain somehow tentative.

These interactions and visits to project sites, as well as review of accounts maintained by the CDP management teams, allowed the evaluator to assess the current status of the CDP and become aware of project implementation challenges faced by the concerned teams.

Though two UNDP staff accompanied the evaluator they did not interfere with the freedom of the evaluator to interact with villagers. In most cases, the relevant community development officer (CDO) who had supported the CDP implementation process was present and provided additional insights about the manner in which the projects were implemented and monitored.

The small size of participants in most meetings did not necessitate or allow for focus group discussions with particular subsets of the population, such as women or youth.

The recent change in composition of village councils and Toshaos, as a result of the village elections held in mid-2015, meant that in some cases the elected officials who had been involved with CDP implementation were not present to provide intimate details about challenges faced.

While some Toshaos and village councils complained about receiving late notice of the visit, it was possible for the evaluator to meet with people who had knowledge of and involvement in the CDP in all cases.

Information obtained from some counterparts of UNDP in project implementation following the field visits shed additional light on what had been obtained from the fieldwork.

While due to time constraints it was not possible for the evaluator to double check field findings with the MoAA staff in Georgetown, the fact that CDOs who are staff of the Ministry were present in most field visits means that most concerns of the Ministry with the specific CDPs visited can be considered as covered.

The evaluator started his in country mission with a series of meetings with a range of stakeholders from within the Government and civil society, in the course of which their concerns and expectations of the ADF were obtained.

While the same general line of questioning was followed in most villages, the design of the interaction was flexible, thus allowing more emphasis on different issues depending on the particular context found in each case.

Due to logistical constraints, the evaluator was not able to visit any of the cassava farms set up under CDPs, but information provided by villagers about the current status of these farms and evolution of farm size over time appears credible and was corroborated by the concerned CDO in all cases.

The review of accounts kept by CDP management teams/village councils provided some information about revenues generated by the concerned projects over time. These accounts further provided a reasonably detailed account of expenditures out of the initial tranche of funds received in all cases. However, in most villages visited there were no prepared accounts relating to the use made of the second tranche of grants received.

Main Findings and Conclusions:

Relevance of the project to national development priorities:

In this section, the report assesses the extent to which the GRIF Amerindian Development Fund is relevant to national development priorities and implications of project design for the success of the project in producing the desired outputs.

The project was expected to contribute to the twin national objectives of reducing poverty and conserving the pristine environment of the country. The successful implementation of the project was expected to reduce poverty by increasing opportunities for income earning activities. It should also have reduced pressure on the environment by providing communities with income earning opportunities that do not degrade or abuse natural resources.

The link between the project and national poverty reduction and low carbon development strategies is, however, tenuous, given the long-term nature of the former and the limited duration and funding of the project.

Having said that, the development of a model for funding local economic development in Amerindian communities, which was developed under ADF1, has the potential to contribute to sustainable development of Amerindian communities, if supplemented by additional funding and technical support. To that extent the project remains relevant to national development priorities.

The project design puts emphasis on provision of financial resources, implicitly considering the main constraint on income earning opportunities as lack of funds. Discussions with a range of stakeholders, both in the selected villages and in the capital, however, indicated that a more binding constraint is limited human resources and skills.

The implementation of CDPs was entrusted to the existing local governance structure in indigenous communities, with the village councils given pre-eminence as a body corporate. The elaboration of CDPs even preceded the approval of ADF1. It had been carried out with technical support from the Ministry of Amerindian Affairs. The arrangement implicitly assumes that elected bodies, which by necessity change with elections held every three years, are an appropriate forum for managing what were supposed to be commercially viable projects on a continuous basis.

The creation of a dedicated CDP management team to be chosen by a general community meeting was expected to provide a professional structure to manage these commercial projects. The procedures did not, however, foresee specific measures to ensure community ownership and participation, and safeguard against capture of CDP benefits by powerful individuals or groups. In actual fact, at least in the case of the CDPs visited by the evaluation mission, the CDP management teams were dominated by village council members and the

Toshao in particular. With the benefit of hindsight, this approach appears problematic, as CDP management teams risk falling into disrepair with a change in village leadership.

Some key informants indicated that during the project elaboration process the idea of registering the CDPs as village cooperatives had been discussed. One advantage of this structure would have been its ability to attract additional funding. The suggestion, however, was not adopted as the Government was concerned about creating parallel structures to the fledgling indigenous administrative system set up by the 2006 Amerindian Act.

The project had correctly realized the importance of promoting socio-economic development of Amerindian communities, in order to achieve the twin national objectives of poverty reduction and environmental conservation. It makes a contribution to the socio-economic development of the Guyanese hinterland, by offering a mechanism for disbursing part of the funds promised by Norway in exchange for Guyana preserving its forest cover to Amerindian communities.

The project uses existing village governance structures as a conduit for driving development of indigenous communities. It, however, fails to propose measures to mitigate against the impact of divisive politics on the developmental efficiency of these governance structures.

The design does not explicitly link the successful implementation of CDPs to expanded access to public financing for future CDPs. It thus ends up creating undue expectations in terms of results to be achieved by the project, in terms of improved livelihoods of the concerned communities.

The suggested size of the CDP, at a uniform value of 5 million GDs, might well be an appropriate level for testing a disbursement mechanism. However, as it was not accompanied by substantial allocation of resources for improving the technical and managerial expertise of the concerned communities, it could not have been expected to produce a noticeable increase in incomes of participating communities.

The lack of interest by many community members in how CDPs operate has led to insufficient public scrutiny of how the projects operated. This lack of interest largely results from the context within which the project was launched. Guyana has a history of public funds being used to dispense political favours, which overtime have eroded social capital and created a situation of dependency. This has undermined the willingness and ability of indigenous communities to deal with their development challenges as active agents. As a result, problems encountered by CDPs went unresolved, thus leading to a suboptimal contribution to socio-economic development of the beneficiary communities. Having some level of community counterpart funding for these projects could have generated more interest and ownership and moved them away from dependency.

The project, as an integral component of the national low carbon development strategy, had created expectations of a significant improvement in the socio-economic condition of communities that were provided with CDPs. While the relative size of CDP grants compared to

amounts previously provided to communities was sizeable, the amounts concerned were not sufficiently large to meet expectations for substantial improvement.

The ADF inception workshop report includes an appendix 2 in which the first question relates to relevance of the CDP. The report, however, does not reflect any discussion regarding the continued relevance of CDPs that had been identified years prior to the start of project activities. In addition, anecdotal evidence provided by some key informants seems to indicate an unwillingness on the part of the Government of the day to reopen the choice of CDPs.

The assessment of the contribution of ADF1 to socio-economic development of Amerindian communities has to await the implementation of ADF2, as the major objective of ADF1 as a preparatory assistance project was the development of a model to be followed by ADF2. The ADF2 project, can make a significant contribution to the national goal of promoting sustainable development and reducing poverty, with some modification of the way it approaches the design and implementation of CDPs.

The insistence that the ADF1 deliver on a Government promise to provide every Amerindian community with a grant of 5 million GDs created conditions that increased risks of inefficient and wasteful use of resources.

The CDPs, which had been prepared by communities prior to the initiation of ADF1, required budgets that only in rare cases were close to 5 million. The communities insisted on receiving the full 5 million promised, even if their original CDP had been costed for less. At the same time, in cases where the budget required was more than 5 million there was no flexibility to increase the allocation. Hence the concerned communities felt obliged to meet the shortfall. However, there was no mechanism put in place to ensure the promised community participation was forthcoming before a CDP received funding from ADF1.

Achievements with respect to each project objective:

This section assesses the effectiveness of the project in moving towards its stated outputs by reviewing:

- The progress made towards the achievement of the intended outputs;
- The effectiveness of UNDP's community engagement strategy; and
- The efficiency of UNDP's project implementation and partnership strategy for the achievement of the outputs.

Effective progress towards intended outputs:

ADF1 was designed as a preparatory assistance project with a nine-month time horizon. During these months the project carried out a capacity assessment of the MoAA, developed and agreed on a funding mechanism for CDPs and held the project inception workshop. The actual funding of CDPs only started following the inception workshop. Given the objectives the

project had set itself, it is not surprising that no cost time extensions were required with the project only ending operational activities in December 2014.

The project was overloaded and expected to meet multiple objectives with few instruments. Thus what happened was that the urgent took away attention from the important. The negative impact of lack of movement on the capacity development of the MoAA on the quality of CDPs cannot be emphasized enough. The rush to spend to meet popular expectations meant that CDPs were implemented without revising them to take into account critical constraints or changing circumstances. The full potential of CDPs for initiating a process of cumulative developmental changes in participating communities was thus not realized.

The time needed to agree with the communities on how to proceed with implementation of their CDPs and the complex and time consuming nature of follow up and reporting requirements largely explains the delay experienced in project implementation. The expectations that had been built up in the lengthy preparatory process created immense pressure on the project team to deliver, which led to many of the shortcomings found. As a preparatory project it is only natural that the activities started under ADF1 would not reach their maturity during the short duration of the project. However, ADF2 has not been charged with the responsibility of following up on CDPs initiated under ADF1. ADF1 had identified the training need by the communities. However, it did not have sufficient time and resources to meet these needs fully.

The three objectives of the project, namely testing of a disbursement mechanism, developing the ADF2 project document and strengthening the capacity of the MoAA were interlinked. The unwillingness of the Government to proceed with capacity development of the MoAA as a top priority compromised the quality of support and monitoring received by CDPs.

Capacity building:

The project design had anticipated the need for strengthening the capacity of the MoAA to provide the intensive monitoring foreseen in the individual CDP documents. It had thus even correctly sequenced ADF1 activities, by carrying out a capacity assessment of the MoAA within a few months of project approval.

The ADF1 duly completed a capacity assessment of the Ministry of Amerindian Affairs in September-October 2012. That assessment proposed a capacity development plan in the areas of:

- More sophisticated monitoring and evaluation capacity to develop appropriate indicators to assess progress of the ADF and individual CDPs
- Targeted training in all aspects of project management for Amerindian communities, in order to enhance their capacity to design and implement effective development projects.

There was, however, no agreement by the Ministry to proceed with implementation of the suggested capacity development plan. Hence this objective was not met.

The lack of progress on this component of the project, beyond the initial capacity assessment exercise, meant that the CDPs did not receive the foreseen level of regular monitoring. The CDOs who were tasked with monitoring the CDPs are responsible for all manner of development activities in all Amerindian villages. They thus were not able to monitor the CDPs on a monthly basis as stipulated in most CDP documents. Based on the CDPs visited by the evaluation mission, the CDOs were only able to visit the CDPs on average four times a year. This shortfall could have been partly offset by more creative use of CSOs, who were recruited from amongst village youth and paid by the MoAA. However no mechanisms were foreseen for ensuring that the CSOs received the required training and authority to at least report on progress of CDPs. Some CSOs received basic training in project management and reporting and were assigned to work as frontline staff for CDPs. In actual fact they did not produce any systematic CDP progress reports, even though they might have had some limited capacity to perform this task.

The capacities of concerned communities to plan, implement and monitor development projects have improved, though admittedly from a low base. The training provided to the CDP management teams has allowed them to better plan project activities and the exposure they have gained to modern financial reporting systems has enabled them to better account for funds spent. The CDP management teams have also gained technical knowledge in the respective area of their selected activity. They have also gained skills of working as a team and jointly identifying problems and offering solutions to them. There is thus a base on which to build for resolving the viability problems of some of the existing CDPs.

It is regrettable that the suggested measures to strengthen the capacity of the Ministry in the areas of monitoring and evaluation and reporting were not agreed to by the authorities at the time. The current management of the Ministry, which has been renamed the Ministry of Indigenous People's Affairs, is fully cognizant of the urgency of carrying out the suggested capacity development activities to benefit the Ministry.

Fund disbursement mechanism:

The project has managed to provide a mechanism through which funds can be disbursed to isolated communities. Though the officials of the Ministry of Indigenous People's Affairs, had expressed some concern regarding the high cost of accessing funds from banks, given the distance and costly transportation, the transaction costs for receiving funds were not found to be excessive. In most cases the cost of collecting the money from the bank and transporting it back to the community did not exceed 0.5% of the amount collected. However, the cost did lead communities to withdrawing substantial amounts in each trip to the bank. This does create a potential financial risk, as the safe keeping of these amounts can pose challenges for the

concerned CDP treasuries. The field visit, however, did not produce any evidence of funds going missing simply because of the need for substantial withdrawals in each trip.

In the majority of cases, funds were transferred to communities in two instalments, with the first payment being around 60% of the agreed grant, with the balance released upon satisfactory accounting of expenditures out of the first instalment. There was no evidence of any system for obtaining a final account for all CDPs and no mechanism for holding to account the village councils for any unaccounted for funds. No correlation was, however, found between the number of instalments into which CDP funds were divided and the quality of accounting and use of the resources provided. As an example, in the village of Rupunau, there was no evidence of any unaccounted for funds, even though the entire grant had been disbursed to the village in one payment.

The difficulty in daily contact with banks, however, has meant that most CDP management teams were forced to operate on a cash basis. All the CDPs visited did follow some systematic approach for making payments out of CDP funds and produced accounts on the use of initial funds received. UNDP released the second tranche of funds only upon receiving a satisfactory account for the first tranche. The concerns raised by some of the newly elected Toshias about the use of CDP funds, however, indicated that the accounting systems used need strengthening to protect against possible misuse of funds.

The Ministry of Indigenous People's Affairs preferred to have a system of direct disbursement of cash by UNDP to the concerned village councils. However, the system implemented by UNDP for disbursement of funds through banks does not appear to unduly burden the partner communities. At the same time the system of disbursing funds through banks, substantially reduces the risk of funds being lost in transit and allows UNDP to effectively discharge its responsibility to safeguard the funds it has been entrusted with.

The Ministry of Amerindian Affairs in particular appears to have been pushing for the fastest possible pace of disbursement for CDPs. This pressure to spend might well be the reason why the scoping missions, which were meant to thoroughly evaluate the viability and feasibility of suggested CDPs before releasing payments, had only suggested a major change to the CDP in 4 out of the 27 CDPs that were to receive funding. The documents produced by many scoping missions, who were charged with scrutinizing the viability and feasibility of suggested CDPs, highlighted important risks, such as uncertainty about existence of a market for products of a CDP. The scoping missions, however, in all but four cases agreed to implement the CDPs as already designed. This led to problems with the eventual sustainability of some of the CDPs, as ADF1 did not budget time and resources to remove what appeared to be critical risks.

The ADF disbursed funds to 26 out of the 27 communities that were selected to receive funding of 5 million Guyanese Dollars per CDP. The village of Karisparu had the only mining project and did not receive any disbursements due to problems encountered in obtaining the required permits for starting mining activities.

The disbursement mechanism appears to strike a reasonable balance between the need for accountability and difficulty of accessing banking services in its areas of operation. In the majority of cases, funds were disbursed in two tranches, with the release of the second tranche being conditional on receiving an acceptable accounting for expenditures incurred with the initial disbursement. While second tranche disbursements were made following submission of financial and narrative reports and spot check missions, it is not clear how thoroughly the accounts presented were scrutinized. In particular there is no evidence of any attempt to assess the quality of goods and services procured. The project, further, did not institute any measures to mitigate the inherent risks of large amounts of cash being held by CDP management teams at any time, given the large amounts withdrawn from the bank on the few occasions the teams would visit the bank. All the same, the limited number of withdrawals is understandable, given the high cost involved in getting to and from the bank.

The main problem on the accountability front, however, is with there being no system to enforce the submission of a final financial report. In addition, there are no provisions for dealing with any financial irregularities. The inability of CDP management teams to use the banking system for making payments, means that there are few points for cross checking of information. Thus, while the occasional withdrawal of a large advance from the bank can be verified against the withdrawal slip issued by the bank, the daily expenditure out of funds kept in some safe place within the village is only backed by one receipt.

In the absence of an audit report it is difficult for the evaluation to assess whether there has been any misuse of funds. However, concerns about such misuse were aired in some of the communities visited by the evaluation mission.

In conclusion it can be said that the ADF1 project did manage to test a workable fund disbursement mechanism. Moving forward, however, the system for accounting on how funds are actually spent and a systematic approach for dealing with possible misuse of funds should be instituted in the follow up ADF2 project.

Development of the ADF2 project document:

The project document for the main phase has been prepared and shepherded through to approval. The ADF2 is already operational, with some lessons learnt from ADF1 taken into account to improve operations. The improvements introduced include better sequencing of training and fund disbursement in particular.

The urgency given in practice to the development of the ADF2 project was due to mounting public pressure for implementation of CDPs across the board in all Amerindian communities. As a result the foreseen process for documenting lessons learnt from the pilot project was put on the back burner. Thus the design of ADF2 did not fully benefit from all the lessons that could have been drawn from a careful study of the pilot project.

There is a need for reviewing the way ADF2 operates with a view to more fully reflecting the lessons that can be learnt from a careful and critical assessment of the shortcomings of ADF1. This might necessitate a revision of the project document.

Community engagement strategy:

The field study confirmed the view of many scholars about the increasing prevalence of divisive politics in Amerindian villages. In some villages where the membership of the village council had changed in the course of the 2015 elections, the new councils and the Toshias in particular indicated that they had not been involved in the CDP and did not receive acceptable accounts on what had been done with CDP funds by the outgoing village administration (Manawarin and St Cuthbert's Mission). This is not surprising given the division of these communities into competing, or at least non-cooperating sub-groups, whether divided by differences along national party politics, local petty politics or religious denominations. In one particular case (Manawarin) the physical dispersion of the village into three distinct settlements was mentioned as an additional factor that decreased community ownership of the CDP. It can thus be said that more attention is needed to stipulating particular provisions for ensuring community involvement in CDPs.

The effectiveness of CDPs was contingent on a high degree of community ownership. The compressed timeframe within which ADF1 activities were carried out, however, did not provide an opportunity for the project team to actively encourage community participation. The lack of any evidence that any groups or individuals were prevented from participating in meetings that agreed on CDPs to be submitted to the MoAA, was accepted as confirmation that the CDPs had been identified in participatory processes open to all villagers.

However the records of meetings held to agree on CDPs indicate that in most cases participation in such meetings was well below 50% of the adult members, on the assumption that all participants were adults. In the course of interactions with villagers, it became clear that in many cases the CDPs were pushed by a few individuals, normally the Toshias and one or two other people, with other villagers being passive in the process.

The design and implementation of CDPs thus could not benefit from all the accumulated wisdom of the community. In addition the lack of interest by many community members in the CDP, reduced the scope for communal oversight, which has been found to be key to effective implementation of community based projects.

The urgency of making sure communities received the promised funding lead to a compressed time table for approval and initiation of CDPs. Given that reaching consensus in indigenous communities is a time consuming process, this compromised the extent of community ownership of CDPs. The short time spent on devising project management structures combined with the limited community ownership of projects created conditions that were not conducive to optimal effectiveness of CDPs. It seems that the short time frame adopted in the original project design might partly account for the less than stellar performance on account of

community ownership. The ADF project team was under pressure to approve CDPs at a fast rate, hence they were not able to devote time and effort to correcting for any shortcomings in the process that had been followed by a Government driven process earlier, to identify CDPs.

Insufficient community ownership of CDPs also partly explains the shortfall in terms of value for money against incurred expenditures. While many communities had agreed to provide different amounts of own contribution to CDP expenses, it was difficult to establish the extent to which such promises had been kept. Further, the fact that many CDP management teams had become dysfunctional following the ending of project funding, indicated that at least some members of these teams were only motivated by prospects of gaining access to some monetary benefit. Some villagers also mentioned that wages offered by CDPs were at times higher than the market rate, indicating suboptimal value for money for ADF1 project funds.

Efficiency of project implementation practices:

Some key informants indicated that cost increases and other changes in the operating environment from the time a CDP was conceived and its implementation reduced the likelihood of effective project implementation. Given the volatile nature of some commodity prices and the impact of climatic changes on the timing and extent of rainfall in project areas, such comments are not unreasonable. The urgency attached to meeting demands for release of funds provided limited practical scope for revising CDPs that had already been cleared by the MoAA. Given that these projects had been proposed a few years earlier, this rigidity further undermined chances of CDPs in meeting their set targets.

The ADF1 scores high on having achieved economies with respect to project management expenses. As is stated in the project final report, it opted for a slimmed down management structure, thus keeping overhead costs low. This might well have been motivated by a desire to respond to Government requests that bulk of project resources be spent on direct support to communities. However, given the pilot nature of the project and the correctly stipulated intense level of monitoring, more funds and human resources should have been spent on project management.

Serious concerns regarding the viability and feasibility of many CDPs, reflected in the scoping mission reports that accompanied their approval, were not effectively met through specific activities budgeted for and implemented under ADF1. The CDP documents consulted by the evaluation mentioned serious doubts for example with respect to the market for cassava products in the case of Manawarin. Yet, the project team decided to move ahead with the project without budgeting money and resources for dealing with this concern.

Given the high cost and time consuming nature of monitoring activities, the amount of resources allocated to project monitoring were not sufficient to allow for rigorous monitoring of project activities. The lack of movement on strengthening the capacity of the MoAA in project monitoring and reporting further weakened oversight arrangements of CDPs.

The allocation of funds for project management has been too low for a pilot project, especially in view of the limited capacity of the MoAA, the wide dispersion of target communities and the high cost and time consuming nature of field visits. The limited number of full time project staff and the short duration of the project did not allow for sufficiently robust monitoring of project activities and production of substantive reports provided for in the project document. The light structure of the project within UNDP further undermined the ability to keep the project relevant, by ensuring timely identification of critical problems in the design and implementation of CDPs and taking corrective action.

The communities implementing the CDPs had repeatedly asked for intensive technical support from concerned line ministries, which lacked the required resources to provide the needed intensive support in the interior. While all communities were thankful about the quality of technical and managerial advice and trainings provided by UNDP, the Ministry of Amerindian Affairs and concerned technical entities, they at times complained about the timing of such activities not preceding the implementation of their CDPs. In the majority of cases the communities visited by the evaluation mission felt that the required handholding technical support had not been forthcoming. Rupunau village was an exception in this regard, expressing their gratitude to the Guyana Livestock Development Agency for timely and effective support.

One unfortunate impact of limited attention to monitoring activities was lack of timely action in dealing with problems encountered in implementation of CDPs. One notable case where this could be observed relates to the fishpond project in Annai, which remains unfinished. The Annai CDP has funds available that can cover at least some of the costs for completing the project and there is interest by FAO in supporting the completion of the project. However, the lack of action on completing the project seriously undermines the efficiency of the investment made so far.

While the project document and documents detailing individual CDPs all mention monthly monitoring visits by CDOs, based on their own admission, CDOs were only able to monitor the CDPs on a quarterly basis due to their heavy workload and budget limitations. Monitoring visits by the UNDP team managing the project were even less frequent than those of CDOs and understandably so as the concerned staff were placed further away in the capital city and had responsibility for all the 27 CDPs in the country.

Ideally the CDOs should have received robust training in monitoring income-generating projects implemented by communities. The CSOs could potentially have filled some of the gap in monitoring, had they been properly trained and empowered to do so.

Sustainability:

The fact that this evaluation is taking place one year after the completion of delivery of funding to communities under ADF1 allows us to evaluate the sustainability of gains made by CDPs. At

the same time, the time that has lapsed since the last time the ADF1 project team visited the CDPs and lack of clarity on post ADF1 follow up arrangements for the CDPs might negatively impact the evaluation of the sustainability of benefits generated by CDPs.

The evaluation mission noticed many cases of assets created by CDPs not being fully utilized. In two of the cassava projects the processing facilities were not in use and in the third one it was operating at a level well below its capacity due to difficulties experienced in selling the products. In the first two cases, the constraint appeared to be limited supply of cassava for processing, while in the last one the issue related more to marketing. A guesthouse set up in Santa Aratak was also not in use on the day of our visit and had only been occupied on an occasional basis since completion more than one year back. The fishpond project in Annai remains incomplete. The only two projects that appear to be making good use of the facilities created through their CDPs are the animal herd in Rupunau and the village shop in Paruima.

The best indicator for sustainability would be the ability of village councils to continue to operate the facilities created through the ADF1 at or close to its planned capacity without the need for additional injection of funds or expertise.

Two requirements have to be met for an operation to be considered sustainable. It needs to have an operational management structure, with the requisite authority and expertise to efficiently manage the CDP. In addition, it needs to generate sufficient revenue to cover operating costs as well as set aside a depreciation fund to replace assets as they reach the limit of their useful life.

The two Savannah based cassava projects do not face a marketing constraint due to their access to an abundant market in nearby population centres. The one in Manawarin, however, faces high transport costs for accessing markets. In all cases the acreage allocated to growing cassava to be processed in the communal processing plants needs regular replacement given the slash and burn nature of cultivation practiced. With respect to the cassava projects in the Savannah there is additional attention needed to ensuring that the farms created can survive periodic droughts that are becoming more common given climate change.

The guesthouse at Santa Aratak appears reasonably well maintained and the village council has demonstrated its interest in seeing it become a money making exercise, by investing additional amounts in expanding its capacity from 10 to 13 beds. However, the use made so far of the facility does not inspire confidence. Despite its proximity to the International Airport in Georgetown, the high cost of getting to and from the village means it is unlikely to generate sufficient tourist demand without substantial expenditures for marketing. However, the facility might be able to generate at least sufficient income to cover its operating expenses and allow for replacement of fixed assets over time, if it can garner more of the market for one or two day retreats organized by various Georgetown based Governmental and donor funded agencies.

The village shop in Paruima, despite having had a problematic start, with funds provided for purchase of supplies prior to training on how to plan for such purchases, appears on track to

achieve sustainability. It has been able to finance monthly replenishments of its stock and the book value of the enterprise shows steady increase over time. The project, however, has been easy to implement as it has only involved one-time procurement of hardware goods by the CDP management team and procurement of one solar refrigerator by UNDP. It has been housed within an existing village shop, implemented with funds from the Presidential grants. However, what is interesting is that the mother village shop, established through use of 3 million in Presidential grants over a couple of years has been more profitable than the hardware wing set up with funding from ADF1.

The livestock project in Rupunau can be considered as sustainable, so long as the herd is not infected by a deadly disease, as the current value of the herd already exceeds the 5 million GD grant provided by ADF1. The sustainability of the project is partly due to the timely and continuous technical support provided by the Guyana Livestock Development Agency (GLDA). It is also due to the relatively simple nature of the activity undertaken and the familiarity of the project with similar activities at an individual level. The abundance of pasture areas in the village means the herd can feed on its own and there is no need for expensive hand feeding. The animals procured for the CDP are similar to the mixed breed ones already known to villagers and no attempt has been made to introduce improved breeds, which might have required more intense care.

The fact that this particular CDP was designed after ADF1 became operational might partly account for its greater efficiency. The CDP design benefited from the close support of GLDA, as a technical partner of the project. It was also implemented following completion of management and technical training of the CDP management team. It was designed over a relatively long period and with prior knowledge of the amount of resources available, plus knowledge of other CDPs in the area, some of which were known to be problematic.

Likely Impact:

The project, as designed and implemented, lacks sufficient depth in terms of allocated financial and human resources and time horizon to make much impact on socio-economic development in the communities where it has operated. However, given the amount of resources spent, one can discern positive likely impact for the training and capacity development interventions.

The funds provided to finance specific investments appear to have less potential impact, due to insufficient rigour in appraising and monitoring the selected CDPs. Many CDP documents clearly identify high risks to sustainability of project activities on such accounts as limited community ownership or marketing constraints. They, however, fail to put in place appropriate safeguards against such occurrences.

The CDPs as the core of the project could potentially have more impact had they been conceived of and implemented as the first step in a continuous process for promoting 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.

Given the high cost of operations in most Amerindian villages, due to high costs of transport and limited markets and/or production potential of these communities, the value of the grant may have been too low to be able to significantly impact local economic development. The likely impact of CDPs was further negatively influenced by the insufficient attention paid to supportive capacity building efforts.

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. 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.

The likely impact could be increased substantially if the funds available had targeted capacity building on a larger scale, supplemented by linking up the communities that receive this capacity support to sustainable sources of funding for productive investments. Such investments, if well-conceived and based on a thorough vetting process, can be made bankable. Attracting commercial funding and having the rigour that repayment of a loan creates, as well as the potential for ever greater loans, makes it possible for one to plan for substantial impact on economic activities. This would also have required some flexibility in implementing the CDPs outside the scope of local governance structures, and/or providing the CDPs with independent legal character so that they can attract loan funding in particular.

Recommendations and Lessons Learnt:

ADF1 was preoccupied with testing a fund disbursement mechanism for channeling financial resources to indigenous communities. The project team spent much effort on disbursing of funds and reporting on their use and relied on promised assistance from various technical entities to the actual implementation of CDPs. The development of a sustainable model for local economic development thus remains a task to be completed by ADF2.

The efficient use of resources observed in the livestock project in Rupunau, where there are currently 85 cows and heifers in the community herd against an initial purchase of 51 heifers, bulls and steers, is an interesting case to be investigated further. This is one of the four CDPs that were revised following interactions with the ADF1 scoping mission. In addition, this village stands out in the manner in which it had managed to ensure continuity of CDP operations following a change in village leadership following the 2015 elections.

In the case of the cassava processing plant in Manawarin where marketing appears to be the constraining factor at present, it might well be that the plant size was initially suboptimal. This observation is based on assertions made by some key informants that the CDP could not produce a profit by selling its products at the going market price in nearby Charity. The per unit cost of transport is understandably high, due to the low volume of production supported by a farm of only two acres operational during the field visit. A higher level of output, however, would have required greater community investment in maintaining the ten-acre cassava cultivation originally established with external funding support.

The mission confirmed weak ownership in many communities as the root cause of problems with effectiveness, efficiency and sustainability of activities started under CDPs. It is thus imperative that the ongoing ADF2 project increase community ownership of the projects it finances.

Many CDP management teams were found to fall into disrepair with changes in village council composition. This could well be a reflection of divisive politics. The lack of continuity in CDP management teams has undermined the sustainability of CDP achievements. An extreme case witnessed by the evaluation relates to the guesthouse project in St. Cuthbert's Mission. Following the election of a new village council, the guesthouse was dismantled because the new council did not agree with its location and considered that it had been set up using inferior materials and workmanship. This case illustrates the need for stipulating procedures to be followed for any eventual dismantling of assets created through a CDP grant under ADF2.

The mission observed many cases where a new village council did not receive proper handover of a CDP and did not feel any commitment to making the CDP sustainable. They viewed it as a relic of the past and were not willing to throw what they considered good money after bad, by removing constraints faced by the project such as limited demand for products and/or limited supply of inputs.

Recommendations

1) Community ownership

1a. Community consensus

To ensure continuity of CDPs beyond the three year life of a village council, it is important that there be community consensus on the priority assigned to it. To achieve that community consensus sufficient time and energy has to be devoted to the elaboration and adoption of CDPs. One cannot equate the approval of such projects in an open meeting by the majority of those present, as evidence that the project responds to community aspirations. There should be some kind of quorum arrangement as well as allocation of sufficient time to respond to all the concerns that might be raised by community members about a particular activity before adopting it as the priority CDP. Such a broad community ownership and understanding of the CDP would help ensure popular oversight and substantially reduce the risk that resources might be wasted.

The rules governing participatory decision making processes should be tightened to require a certain quorum in public meetings that approve CDPs. In cases where at the time of scoping missions a quorum is not met, the visiting missions should have sufficient flexibility in timing to extend their stay until such time as a quorum is reached. Insisting on a quorum is not a magic bullet in itself and has to be complemented by measures that create continuity between incoming and outgoing village councils with respect to development projects.

1b. Separation of CDP management from village councils

The CDP management teams should ideally be given some distance from village councils, by insisting that in addition to a few councilors who are on the team in their capacity as ex-officio members, there be at least an equal number of members selected in their individual capacity by the community. In cases where following elections some individual members of management teams, might turn into ex-officio members, then new individual members would need to be selected by the community. This way, at least one gets some way towards decision making by consensus and at best there will be some element of continuity in management of CDPs as the individual members carry with them the institutional memory of the project.

2) A developmental compact between the State and Amerindian communities

2a. Community counterpart contributions to CDPs

There can be a stipulation that before any grants are released under ADF2, the concerned community should deposit a certain amount as counterpart contributions in a dedicated CDP account. Introducing this stipulation also provides an opportunity for the Government to revisit

the notion of a fixed amount of the grant per village, irrespective of village size or cost of priority CDP.

2b. Rule based allocation of additional funds to CDPs

In order to achieve the desired impact in terms of setting in motion a process of sustained economic development in indigenous communities the current 5 million GD value of the typical CDP grant can be considered as a base. A mixture of criteria relating to relative deprivation, population size and development potential of the concerned community can be used to allocate additional resources to more deprived, larger and better organized communities. This proposal should be politically more palatable than a complete break with the 5 million GD grant concept, which has gained some currency through passage of time.

2c. A sustainable funding mechanism for economic empowerment of Amerindian communities

Taking a cue from successful micro-credit schemes, where peer pressure ensures high repayment rates, it is recommended that when extending an ADF grant to a village, there be a stipulation that after a grace period of 1-2 years, the CDP management team make a contribution to the village council equal to a certain percentage of the 5 million GD value of the grant. The Government would in return commit to make a matching grant of an equal, lesser or higher amount as an incentive. There should also be some provision in terms of a penalty, in cases where the CDP management team fails to make this contribution. This penalty could relate to withholding some of the annual Presidential grant allocated to the village.

In order to ensure access to expanded funding once a CDP is completed, the initial CDP can be seen as a step in a block grant system, where the successful use of one tranche releases a future tranche, when the interventions operates through local governance structures. Alternatively, CDPs could be conceived as some form of a cooperative with a legal identity that allows them to access funds from donors and financial intermediaries.

The above arrangement would incentivize the entire village to become more meaningfully involved in the CDP, as it would clearly be seen as part of a longer-term developmental compact between the village and the national Government. The current arrangements make the grant appear as a one off payment that the village council of the day can choose to use as they see fit, whether it be for the common good of the village or personal benefit of office holders and their supporters.

3) Economic empowerment of women

In most villages women appeared to have a limited role in village affairs and the management of CDPs, while there would be some women employed in most CDPs. To remedy this shortfall, in addition to stipulating a provision that there be quotas for women representation on CDP management teams, there has to be provision for strengthening the managerial and technical

capacities of such women. Otherwise there will be no economic empowerment of women, as it is possible that such quotas only lead to formalistic as opposed to real participation of women in CDP management.

4) Advisory support to CDPs

4a. Marketing and economies of scale

Marketing has proven to be a major hurdle for a number of CDPs. It thus makes sense for the ADF2 project to deal with this issue at the central level, especially given the similarity of the type of projects chosen by different communities. Many of them are focused on cassava production and processing. It thus makes sense for the ADF2 project management unit to look into the feasibility of linking the many CDPs interested in similar projects to a central marketing outlet. It also makes sense for more engagement with communities and encouraging nearby villages that are interested in similar projects to pool their resources together. As an example the Rupertee and Massara communities are only some half an hour apart by car. They had both engaged in similar cassava production and processing projects. Some joint activities could well have been beneficial for both communities, if not outright merger of the two grants into one bigger grant that can go for economies of scale at both the farming and processing levels.

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.

4b. Continued support to CDPs initiated through ADF1

The suboptimal use of the three cassava processing CDPs visited relate more to lack of clarity on responsibility for continued operation of CDPs beyond the life of ADF1 and can be addressed by requesting that the ADF2 project take on the responsibility of overseeing the CDPs established through funding from ADF1. This makes imminent sense, given that ADF2 is in a sense an extension of ADF1.

4c. Increased allocation of resources to training

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 ADF2 project to commission a detailed study of the return to grants and training in order to arrive at a formula that would maximize the total return to funds spent.

The balance between grants and capacity building support was understandably skewed towards capital grants under ADF1. The experience gained in ADF1 confirms the high returns to capacity building efforts. In addition, discussions with a range of stakeholders confirm limited human

capacity and knowledge as a more binding constraint to local economic development of indigenous communities than finance.

5) Strengthening institutional structures and capacities

5a. Strengthening capacity of the Ministry of Indigenous People's Affairs

The new management of the Ministry of Indigenous People's Affairs is aware of the urgent need of the Ministry to build up its capacity in project management and monitoring, as well as financial management. It is thus an opportune moment for the ADF2 project unit to dust off the existing capacity needs assessment report of the Ministry produced in 2012 and proceed to make operational a suitably revised capacity development work plan for the Ministry and the communities they serve.

The capacity building effort for the Ministry of Indigenous People's Affairs in general and the ADF2 implementation team in particular should also cover participatory and community development. The greater capacity of ADF2 project staff in assessing community dynamics and promoting meaningful participation by all villagers in deciding upon and implementing development interventions should enable them to assist the communities to better respond to their most pressing development challenges.

5b. Technical support to communities

There should also be more funding made available for providing technical support to communities engaged in various income generating activities, whether through governmental bodies, civil society organizations or the private sector. The experience of ADF1 demonstrates the critical role that timely and continuous technical support plays in ensuring successful completion and operation of CDPs.

The ADF2 is already adopting a good practice of sequencing the training activities to precede CDP implementation, but it also has to make provisions for supply of technical support to CDP management teams on a continuous basis. To that end, ADF2 should respond to the need of beneficiary communities for intensive handholding by technical experts and more effective support in accessing needed inputs and markets for their CDP products. Given that governmental technical agencies have a major role to play in the provision of the required technical support to communities, it is imperative that the Government take appropriate steps to provide them with the required additional human and financial resources to meet this demand.

5c. Strengthening capacity of local governance structures

Given the role that local governance structures have in the identification and implementation of CDPs, it is imperative that they have increased project management expertise. The fact that village councils are organized along thematic lines with each counselor responsible for a given thematic area provides a good basis on which to build. Training all the councilors responsible for the likely thematic areas of CDPs in project identification, implementation and monitoring would allow the village councils to approach their developmental responsibilities in a more professional manner. It would also help create a network amongst communities and facilitate exchange of experiences. This can facilitate joint action for dealing with common problems and allow the communities who have not yet embarked on their CDPs to learn from the mistakes and good practices of their peers, thus increasing the likelihood of success.

5d. Linking Hinterland Employment Youth Service to CDPs

Some of the youth involved in the Hinterland Employment Youth Service, which has replaced the Community Support Officer programme, can be trained in project management skills and serve as programme officers for the village councils. As such, they should be able to partially offset the inability of CDOs in their present numbers, responsibilities and funds for travel to provide intensive monitoring of CDPs.

5e. Strengthening capacity of CDOs

The CDOs would also require further training in monitoring and reporting, as well as in communal socio-economic dynamics to be able to identify potential problems in the way CDPs are managed and suggest remedial action in a timely manner. Budgetary constraints permitting, an increase in their numbers and funds allocated to them for transport services can further strengthen their role in monitoring CDPs.

5f. International support to economic empowerment of indigenous communities

There are good practices available globally in this area that the Government of Guyana can learn from, as it proceeds to refine its approach to economic empowerment of indigenous communities, with a focus on appropriate institutional structures and capacities. The newness of such approaches in the country and the critical role that indigenous communities play in safeguarding a global public good, namely pristine environmental assets of Guyana, makes it imperative that the international community redouble its support to the economic empowerment component of the national local carbon development strategy.

Summary of Recommendations and Associated Action Points

Recommendation	Action Points
Strengthen Community Ownership	<ul style="list-style-type: none"> • Introduce quorum arrangements in addition to allocating sufficient time to respond to all the concerns that might be raised by community members in the process of approving CDPs • The CDP management teams should ideally be given some distance from village councils by ensuring an equal number of members selected in their individual capacity by the community
Create a developmental compact between the State and Amerindian communities	<ul style="list-style-type: none"> • Introduce a stipulation that before any grants are released under ADF2, the concerned community should deposit a certain amount as counterpart contributions in a dedicated CDP account • Use a base of 5 million GD and supplement that with extra funds based on a mixture of criteria relating to relative deprivation, population size and development potential of the concerned community • Introduce a stipulation that after a grace period of 1-2 years, the CDP management make a contribution to the village council. The Government would in return commit to make a matching grant of an equal, lesser or higher amount as an incentive.
Empower women economically	<ul style="list-style-type: none"> • Introduce quotas for women representation on CDP management teams • Introduce a provision to strengthen the managerial and technical capacities of such women
Offer advisory services to CDPs	<ul style="list-style-type: none"> • Look into the feasibility of linking the many CDPs interested in similar projects to a central marketing outlet • Engage with communities and encourage nearby villages that are interested in similar projects to pool their resources together • Allocate more resources to removing production and marketing constraints • The ADF2 project should take on the responsibility of overseeing the CDPs established through funding from ADF1 • Increase the allocation of resources to training
Strengthen institutional structures and capacities	<ul style="list-style-type: none"> • Build up the capacity of the Ministry of Indigenous People’s Affairs, in particular regarding participatory and community development • Advocate for increased funding to entities capable of providing technical support to communities engaged in various income generating activities • Strengthen the capacity of local governance structures (including village councils) and create a network amongst communities to facilitate exchange of experiences • Train the youth involved in the Hinterland Employment Youth Service in project management skills and allow them to serve as programme officers for the village councils • Train CDOs in monitoring and reporting as well as in communal socio-economic dynamics • Promote exchange of experience with other countries on economic empowerment of indigenous communities

Annexes:

Annex 1: TOR of the evaluation

TERMS OF REFERENCE
Final Evaluation
Low Carbon Development Strategy (LCDS) Amerindian Development Fund:
Village Economy Development under GRIF (Phase 1)
September – October 2015

BACKGROUND AND CONTEXT

The Low Carbon Development Strategy (LCDS) of Guyana sets 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 eco-system services. The Guyana REDD+ Investment Fund (GRIF) has been 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 9.2 percent of Guyana's population or 68, 675 people, at the last population census in 2002. There are nine groups of Amerindian Peoples in Guyana namely the Warrau, Carib, 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 Amerindian Development Fund (ADF), established to support the Low Carbon Development Strategy (LCDS), seeks to provide funding to support the socio-economic development of Amerindian communities and villages, through the implementation of their Community Development Plans (CDPs). The rationale behind the ADF is the implementation of business ventures in communities by utilizing their CDPs. These CDPs represent and reflect the diversity of community development priorities and

niche opportunities, identified through their priority ventures. With this understanding, the ADF Initiation Plan focused on implementing a representative sample of the diversity of community led ventures across the ten administrative regions. The sample was chosen to understand what works in effective community entrepreneurship so that the lessons learned could be transferred to the implementation of the ADF II, which would target CDPs in over 160 communities.

Using the Direct Implementation Modality (DIM) as the modality for implementation Phase I of the ADF was implemented using an initially selected group of 27 communities' CDPs. These CDPs constituted a representative sample of the administrative regions and the diversity of ventures (Agriculture, Forestry, Mining, Infrastructure, Services, Manufacturing & Tourism). The objectives of Phase 1 were to:

Develop and test a financial disbursement mechanism with an accompanying operational manual

Produce the full project document

Strengthen the capacity of the MOAA to directly manage and support the implementation of the project.

Phase 1 was implemented from January 2013 – December 2014. All but one of the 3 major outputs were completed, and handed over to our long-term sustainability partner Ministry of Amerindian Affairs (now Ministry of Indigenous People's Affairs).

EVALUATION PURPOSE

The purpose of this evaluation is to assess the effectiveness and contribution of this GRIF funded project to “supporting sustainable livelihoods for the economic empowerment of indigenous communities, to arrest challenges to poverty reduction in its widest definition via community development plans”. This evaluation is expected to pronounce on the extent to which the main institutional actors involved in the project, that is the UNDP and Ministry of Amerindian Affairs (now Ministry of Indigenous People's Affairs) are now better able to plan, coordinate and respond to economic needs of Indigenous communities as a result of the UNDP support.

Further, it will explore the extent to which this project has contributed to the achievement of Country Programme 2012 – 2016 Outcome 1, that is, “strengthened 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.”

Considering that this evaluation comes at the beginning of the implementation of Phase II of the Amerindian Development Fund (ADF), this evaluation is intended to substantively contribute both retrospective and prospective analysis that can inform the programmatic choices the UNDP Guyana Country Office can make in deciding on its future involvement and support for this area of supporting village economy development for Indigenous communities. In this context, it is expected that practical options will be presented based on this assessment of current national capacity and what future investments are needed to sustain and solidify investments made by UNDP and the Government of Guyana.

EVALUATION SCOPE AND OBJECTIVES

The Evaluation will consider the project, inputs, activities, outputs and the project's contribution to CPAP outcome 1.

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 strategy

Impediments to achieving the outputs

Adjustments to be made

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

Geographic coverage of Community Development Plans;

Timeframe of the Community Development Plans;

The relevance, performance and success of the Community Development Plans.

The evaluation should provide insights on the successes and weaknesses of the project, identify important lessons that UNDP and the Government of Guyana can use to inform future interventions in the area of Supporting Village Economy 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 Community Development Plans and regional/national plans to address poverty and/or sustainable development.

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 Community Development Plans will be provided to the Consultant to aid in carrying out the consultancy.

EVALUATION CRITERIA AND QUESTIONS

The evaluation should generate information on:

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:

Has there been progress made towards the achievement of the intended outputs?

How effective has been UNDP's community engagement strategy?

How have UNDP's practices, policies, decisions, constraints and capabilities affected the achievement of the outputs?

To what extent have project outputs contributed to achieving UNDP Country Programme (2012-2016) Outcome 1

Is UNDP's 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 UNDP's strategy in producing the outputs been efficient and cost-effective?

How efficient has been the roles, engagement and coordination among various stakeholders in implementing the project?

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 UNDP's control that influence the outputs (including the opportunities and threats affecting the achievement of the outputs)?

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

The evaluation will also:

Isolate and elaborate lessons emerging from the programme of work implemented for application to ADF Phase II;

Provide recommendations for improvement of the project in terms of partners, programming, operations for ADF Phase II;

Provide recommendations on how UNDP can better fulfill 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).

5. METHODOLOGY

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.

6. EVALUATION PRODUCTS (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
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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:

Strategies for continuing or concluding UNDP assistance towards the outputs;

Recommendations for formulating future assistance in the outputs if warranted;

Lessons learned concerning best and worst practices in producing outputs, linking them to the outcomes and using partnerships strategically;

A rating on progress towards outputs;

A rating on the relevance of the outcome;

Recommendations for implementation ADF Phase II.

7. EVALUATOR QUALIFICATIONS AND EXPERIENCE

The evaluation will be conducted by a Consultant working under the guidance of the Deputy Resident Representative, UNDP Guyana. Consideration of the local context would be critical to the execution of this assignment.

Consultant

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

TECHNICAL EXPERTISE: At least 5 years' experience in conducting project level evaluations as sole evaluator or team leader. 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:

Know UNDP, its programmes, operations and evaluation procedures, including the UNDP Strategic Plan 2014-2017;

Be available for full participation and intensive work within required timeframes;

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.

LANGUAGE: Proficiency in English Language is required.

8. EVALUATION ETHICS

This evaluation should 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.

9. 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;

Provide logistical and documentary support to evaluator in the implementation of the Evaluation;

Organize and facilitate debriefing with relevant stakeholders on findings of the Evaluation.

Role of Ministry of Indigenous People’s Affairs

Provide documentary support to evaluator in the implementation of the evaluation;

Identify and ensure the participation of relevant national stakeholders in the evaluation;

Review inception, draft and final reports and provide feedback on areas for strengthening;

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 w/days	Tentative dates	Expected result
Desk review of project document, reports and other background documents	2	September 14 - 16	Inception report containing work plan, key findings of desk review and evaluation methodology
Development of evaluation methodology/inception report			
Comments to the Inception Report	5	September 17 - 23	
Site Visits, Meetings and interviews with stakeholders, beneficiaries and Partners; Debriefing (last day of the mission)	8	September 28 – October 7	Data from major stakeholders collected
Data analysis and preparation	3	October 8 - 12	Draft evaluation report with

of the draft report			findings, lessons learned and results submitted to UNDP for review
Collecting comments on draft report from UNDP	5	October 13 - 19	
Finalization of the report on the basis of comments received	3	October 20 - 22	Evaluation report
Total working days	26		

10. ANNEXES – List of key documents and databases to consult

Evaluation Matrix

UNDP 2014-2017 Strategic Plan

UNDP Country Programme Document (2006 - 2011 and 2012 - 2016)

Country Programme Action Plan (2006 – 2011 and 2012 - 2016)

Low Carbon Development Strategy

Project Document – Low Carbon Development Strategy (LCDS) Amerindian Development Fund:

Village Economy Development under GRIF (Phase 1)

Annual Work Plans (AWPs)

Quarterly Progress Reports

Field Mission Reports

Final Project Report

List of Target Villages and Community Development Plans

The format required for the evaluation report

Code of Conduct for UNEG evaluators

Annex 2: Evaluation matrix

Criteria/Key Question	Second Level Question	What to look for	Data sources	Data collection methods	Data analysis method
Relevance	What is the extent to which the Amerindian Development Fund is relevant to national development priorities?	Contribution of ADF to LCDS Links between ADF and National Poverty Reduction Strategy	ADF reports LCDS reports PRSP reports Key informants	Secondary reports Key informant interviews	Triangulate statements made in reports against results of key informant interviews
	How relevant is the project design in addressing the outputs?	Project management structure Project time frame and budget	ADF reports Key informants	Secondary reports. Key informant interviews	Triangulate statements made in reports against results of key informant interviews
Criteria/Key	Second Level Question	What to look for	Data sources	Data collection	Data analysis

Question				methods	method
Effectiveness	Has there been progress towards achievement of the intended outputs?	Outputs achieved versus items listed in project inception report	ADF reports Key informants	Secondary reports Key informant interviews	Compare plans against progress Contrast expectations with perceptions
	How effective has UNDP's community engagement strategy been?	Who benefits from the project & do they feel ownership of it? Extent of community ownership of CDPs	Key informants Selected community members Onsite observations	Key informant interviews Focus group discussions, field visits	Stakeholders analysis tools Importance & influence matrix
	How have UNDP's constraints and capabilities affected the achievement of outputs?	Time taken to recruit project staff and release funds for activities	Project reports Key informants	Secondary reports key informant interviews	Compare delays experienced with best practice in the country
	To what extent has the project contributed to UNDP country program outcome 1?	Extent of Government capacity building to support access of indigenous communities to economic opportunities Increase in incomes of communities benefiting from CDPs	Project reports, key informants, selected community members, On site observations	Secondary reports, key informant interviews, focus group discussions, Field visits	Compare post and pre-project status of selected variables
	Is UNDP's partnership strategy effective and viable for the achievement of outputs?	Extent to which key partners were involved in project development and implementation	ADF reports, Key informants	Secondary reports, key informant interviews	Stakeholder analysis Importance & influence matrix
Criteria/Key	Second Level Question	What to look for	Data sources	Data collection	Data analysis

Question				methods	method
Efficiency	Has UNDP's strategy in producing the outputs been efficient and cost-effective?	Ratio of overhead expenditures in total expenditures Quality of project monitoring activities	ADF reports, Key informants	Secondary reports, Key informant interviews	Identify key implementation bottlenecks resolved, and recurring problems
	How efficient has been the roles, engagement, and coordination amongst various stakeholders in implementing the project?	Roles of UNDP and MoIPA as specified in the PD versus in practice Regularity and quality of project board meetings Time taken to overcome implementation problems	ADF reports, Key informants,	Secondary reports, Key informant interviews	Stakeholder analysis Importance & influence matrix
	Has there been any duplication of efforts with other organizations in contributing to the outputs?	Non project support to socio-economic development projects in included villages Non project capacity building support to the MoIPA	Key informants, Donor and Government reports	Secondary reports, Key informant interviews	Stakeholder importance and relevance matrix
	What is the assessment of the quality and institutional arrangements for the implementation of the project?	Project delivery versus budget Quality of project monitoring reports	ADF reports, key informants	Secondary reports, Key informant interviews	Triangulation compare project reports against key informant views
Criteria/Key	Second Level Question	What to look for	Data sources	Data collection	Data analysis

Question				methods	method
Sustainability	What are the underlying factors beyond the UNDP's control that influence the outputs?	Ease of market access for selected villages Budget allocation and release for MoIPA Access to inputs needed for CDPs Negative or positive externalities from other socio-economic activities in participating villages	Government budget documents Reports on indigenous socio-economic development, Key informants	Secondary reports, Key informant interviews	Actual versus projected cost of CDP inputs, Actual versus projected prices for CDP outputs
	What is the extent to which UNDP established mechanisms ensure sustainability of the outputs?	Quality of cost benefit analysis of CDPs done Links between local councils and CDPs Changes in dependence of affected communities on mining	Investment viability analysis, Household income analysis Key informants	Field visits, Key informant interviews, Focus group discussions	Cost benefit analysis, Household income assessment tools
Criteria/Key	Second Level Question	What to look for	Data sources	Data collection	Data analysis

Question				methods	method
Lessons Learned and Recommendations	Isolate and elaborate lessons emerging from this evaluation for application to ADF phase 2	Needed capacity building measures for Ministry of Indigenous People's Affairs in particular supplemental action by Government to secure needed budget and personnel Needed measures to improve community ownership of CDP	Institutional capacity assessments, Selected community members, Key informants	Secondary reports, Focus group discussions, Key informant interviews	Capacity assessment, Participatory rural appraisal
	Provide recommendations for improvement of ADF phase 2 in terms of partners, programming, and operations	Review linkages between ADF and key Government technical ministries as well as chamber of commerce Review adequacy of funding for project monitoring activities Look into modalities for release of funds for CDPs	ADF II project document ADF II reports Key informants	Secondary reports, Key informant interviews	Stakeholder analysis, Fund flow analysis, Cost benefit analysis of monitoring activities
	Recommend how UNDP can better fulfill its commitment to key programming principles and cross-cutting issues (gender mainstreaming, knowledge management, results based management, capacity building, human rights based approach, and environmental sustainability)	Review need for training on gender sensitive and human rights based programming to all project counterparts Review arrangements for screening of CDPs for gender sensitivity, respect for indigenous populations and environmental sustainability	ADF operational procedures, Key informants	Secondary reports, Key informant interviews	Capacity needs assessment tools

Annex 3: Data collection instruments

The evaluation took place in a context where there was limited secondary information about the current status of community development plans. At the same time there was a discrepancy between statements made in the project final report and a number of recent press reports regarding the effectiveness and sustainability of CDPs.

The professionally written CDPs were consulted for detailed information about the initial cost benefit analysis of projects identified at the community level for communal income generating activities. These documents follow a well-structured format and deal with issues such as likelihood of various risks and suggest measures to mitigate for them. However, they fail to cost such measures and indicate how they will be undertaken.

The evaluator thus had to make extensive use of field visits to selected villages to collect information about current status of CDPs. To this end, the actual project sites were visited and accounts kept by CDP management teams in the field were reviewed. There were discussions about the way the accounts were maintained and the manner in which funds were received and spent. In at least two villages the current village council did not have access to the final account of CDP expenditures and the whereabouts of any remaining funds.

The extent of community participation in joint projects in general and CDPs in particular was examined, through a public discussion about normal attendance in village level meetings and review of records maintained regarding the CDP scoping mission meetings. These discussions confirmed low overall level of participation in such meetings in the majority of villages visited. The records did not indicate the extent of discussions or the number of active participants, but based on the interactions the evaluation mission itself had, it is clear that the community structure is hierarchical with most villagers deferring to the Toshao in particular. Women were found to be passive in most cases.

The limited number of participants in most village level interactions did not allow for focus group discussions with women and youth.

Community discussions also covered challenges faced by CDPs and ADF1 contributions to village life.

The mission undertook a number of interviews with key informants in Georgetown and gained access to a host of documents maintained by the ADF project team.

Annex 4: List of individuals/groups interviewed/consulted

H.E. The Minister of Indigenous People's Affairs and third Vice President, Mr. Sydney Allicock

H.E. The Junior Minister of Indigenous People's Affairs, Mrs. Valerie Garrido-Lowe

The Permanent Secretary of the Ministry of Indigenous People's Affairs, Mr. Vibert Welch

Ms. Khadija Musa, UNDP Resident Representative

Ms. Shabnam Mallick, UNDP Deputy Resident Representative

Mr. Patrick Chesney, ARR Environment, UNDP

Mr. Trevor Benn, head of the Governance and Poverty Team in UNDP

Mr. Aubrey Samuels, Vice Chairman of the National Toshias' Council

Mr. Eyom Boyal, Secretary, National Toshias' Council

Mr. Colin Klautky from the Guyanese Organization of Indigenous Peoples

Ms. Audrey Nedd-Johnson of the Ministry of Finance

Mr. Peter Persaud of The Amerindian Action Movement of Guyana (TAAMOG)

Mr. Ashton Simon, National Amerindian Development Foundation (NADF)

Ms. Jean La Rose of the Amerindian People's Association (APA)

Mr. Komalchand Dhiram, of the Ministry of Agriculture

Mr. Eishwar Susenavine, Project Management Office, Ministry of the Presidency

Mr. Nikolaus Oudkerk, Project Management Office, Ministry of the Presidency

Mr. Quacy Bremner of the National Forestry Training Centre.

Mr. Quincy Thon, Senior Environmental Officer, Guyana Geology and Mines Commission

Ms. Karen Raphael of EMPRETEC, currently with EDC

Mr. Aubrey Roberts, Kingdom Apiary Products and Supplies

Ms. Andrea Heath-London, Monitoring and Evaluation Analyst, UNDP

Mr. Ronald Cumberbatch, Programme Analyst, UNDP

Annex 5: List of villages and types of CDPs visited

Village	CDP type
Manawarin	Cassava Cultivation and Processing
Santa Aratak	Guest house
St. Cuthbert's Mission	Guest house
Annai Central	Fish culture
Rupertee	Cassava Cultivation and Processing
Massara	Cassava Cultivation and Processing
Rupunau	Livestock
Paruima	Village shop

Annex 6: List of supporting documents reviewed

- UNDP 2014-2017 Strategic Plan
- UNDAF 2012-2016
- UNDP Country Programme Document (2012 - 2016)
- 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)
- ADF 1 Project Inception Report
- Ministry of Amerindian Affairs Capacity Development Report
- Field Mission Reports – ADF 1
- Final ADF1 Project Report
- ADF II Project Document
- Actual Community Development Plan documents
- Mining and Amerindians in Guyana: Final report of the APA/NSI project on 'Exploring Indigenous Perspective on Consultation and Engagement within the Mining Sector in Latin America and the Caribbean' by Marcus Colchester, Jean La Rose and Kid James (2002)
- Bulkan, Janette. "The struggle for recognition of the indigenous voice: Amerindians in Guyanese politics." *The Round Table* 102, no. 4 (2013): 367-380.
- Chung Tiam Fook, Tanya. "A 'Win-Win' Strategy for All? Guyana's Climate Change Strategies and Implications for Indigenous Communities." *Caribbean Journal of International Relations and Diplomacy* 1, no. 1 (2013).
- Ifill, Mellissa. "The Indigenous Struggle: Challenging and Undermining Capitalism and Liberal Democracy." PhD diss., Ph. D. dissertation, Department of Sociology, University of Guyana, 2009.

Annex 7: Summary table of findings

Item	Progress Achieved	Needed Improvements
CDP disbursement mechanism	Formats to be used and trigger for release of funds specified	Procedures should provide for an assessment of value for money
CDPs funded	26 out of 27 receive funding	Accounting on funds spent
ADF II project document	Document prepared and approved	Strengthen arrangements for ensuring community ownership and monitoring mechanisms
Capacity building of the MoAA	Capacity assessment and initial capacity development plan prepared	Agree and implement needed capacity development initiatives for the Ministry
Sustainability of CDPs	Absolute majority of CDPs have produced some income	Remove obstacles to full utilization of capital assets created through CDPs

Annex 8: Short biography of the evaluator

Mohammad Pournik has over thirty years of international development experience, most of it with UNDP. He studied development economics in both the UK and the USA.

He started his career with UNDP as a programme officer and his last posting was as the poverty practice leader for Arab states. He managed a multi-million dollar, multi-country community development project operating in South Asia, the South Asia Poverty Alleviation Programme, for three years.

He has written extensively on challenges facing socio-economic development, with a focus on the Arab region.

He undertook an in house assessment of a major area based development programme in the Sudan, which assisted a number of isolated communities in different parts of the country to implement substantial local economic development projects.

He has been involved in all aspects of planning and implementing development projects, from project conception to final evaluation. He has been responsible for monitoring and reporting on project portfolios in diverse fields, including agriculture, industry and community development.

He retired from UNDP in early 2013.

He is fluent in English and French and his mother tongue is Persian.

Annex 9: Evaluation consultant agreement form

Evaluation Consultant Agreement Form

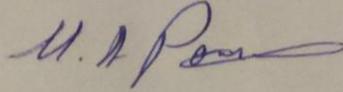
Agreement to abide by the Code of Conduct for Evaluation in the UN system

Name of Consultant: Mohammad Pournik

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation

Signed at Washington DC on 17 November 2015

Signature:

A handwritten signature in blue ink, appearing to read "M. A. Pournik", written over a light-colored background.