



GUYANA

REPLICABLE LOCAL POVERTY LINKAGES PROJECT

(2007 - 2010)



MID-TERM REVIEW:

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Author's Note

This Mid-Term Review was conducted to assess the efficacy of the intervention strategy and whether the project was effectively designed to address the unique challenges of development and poverty in Guyana; and to assess the achievement of project outputs and contribution of the project to the overall UNDP Country programme outcomes; its impact on the lives of targeted beneficiaries; as well as efficiency and effectiveness of processes and project management. Consequently, the emphasis throughout the review is on identifying areas in which UNDP can improve and provide more effective project support to achieve intended results.

The project is run at a very limited scale, with average grant of G\$ 1 million, which is equivalent to about US\$ 5,000 awarded to a community. This size of grant is too small to effectively impact the lives of significant numbers of beneficiaries in a material way. However, even though the project has had very limited impact in material wellbeing, it has contributed to changing the outlook and attitudes of the poor; to bring them to a realization that they have the power to do something, and through their own efforts, individually or collectively in their communities, they can move out of poverty. In many of the communities visited, there was a lot of enthusiasm for the project, and much optimism about its potential. This represents project success and constitutes the first critical steps towards the overall goal of poverty reduction.

This achievement is more significant particularly given the context that a majority of project beneficiaries are from marginalized communities with no economic assets of their own, limited access to basic social services and infrastructure, and some of them with very limited or no education.

I would like to thank all the individuals in UNDP, Ministry of Local Government and Regional Development, the Regional Democratic Councils and local communities who provided invaluable information and perspectives on the progress and challenges of the project. I however take full responsibility for any errors of fact or analysis that may be made in this report.

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A. EXECUTIVE SUMMARY

Following the flooding of 2005 that caused economic damage estimated at over 57 percent of Gross Domestic product (GDP), the United Nations Development Programme (UNDP) and the Government of Guyana launched the Replicable Local Poverty Linkages Project (RLPLP). The project would be implemented over a four-year period from 2007 to 2010, and was designed to contribute to Outcome 3 of the Country Programme Action Plan (CPAP), and its intended results were to support the implementation of projects at the local level that would create employment for local community members.

The project strategy was to launch the project initially in regions 3, 4 and 5, and expand it to other regions as more resources became available, while at the same time applying the lessons and experiences gained in the initial regions. In addition, the project was also intended to support the creation of Regional Development Strategies (RDS) in Regions 4 and 6; to create the necessary enabling environment for implementation of localized poverty reduction initiatives. Community members were also going to be engaged through broad-based consultations as well as engaging the participation of Civil Society Organizations (CSO) in the Project Advisory Committee (PAC).

This report is a Mid-Term Review, which was undertaken to assess whether or not the UNDP intervention was effective in creating employment and jobs; and whether it was contributing to the enhancement of the livelihood of beneficiaries and reduction of poverty in target communities. The review would also assess whether the RDS for regions 4 and 6 were developed, and if so, the extent to which the strategies provide an enabling environment for effective implementation of the UNDP intervention. The review was undertaken using participatory approaches, including interviews with key stakeholders and focus group discussions with project and community members during an intensive 15-day data collection period in Guyana, which included visits to 16 communities in 5 regions.

The review culminated in seven key findings as follows: (1) The project concept was based on appropriate UNDP principles for engaging community and civil society participation as well as localization of poverty reduction activities through empowering of local government authorities in pro-poor policy making and planning; (2) The project document did not include a Project Results Framework (PRF) and there were no outputs and output indicators articulated, thus making evaluation of results very difficult; (3) Some of the community projects did not have the necessary critical mass to ensure their sustainability after the funding phase. (4) There were no activities undertaken in pursuit of the intended results to support creation of RDS in targeted regions; (5) Community consultations were not broad based and civil society organizations were not engaged to participate in the PAC; (6) The project did not specifically address Gender issues; and (7) Training was not done consistently for all community projects.

The review also generated four key lessons: (i) The project design can affect the evaluability of a project if the intended results and outputs are not clearly defined and articulated; (ii) Individual ownership of assets may generate incentive for higher performance, but it is not enough motivation for success if there is no risk of personal loss associated with the ownership of those assets. This is what drove the global success of micro-finance as a vehicle poverty reduction; (iii) Opportunities for replicating successful strategies are created through empowering local authorities and their communities to develop local strategies and implement home-grown initiatives; and (iv) When UNDP does not engage civil society and its organizations, it loses its relevance and comparative advantage in bringing global experience and best practices to country programmes.

The review made two recommendations – the first on immediate action needed to align the community projects and activities with project outputs by adjusting the project results framework; and the second, on developing an appropriate strategy to ensure that the overall goal of employment-driven localized poverty reduction is achieved in Guyana.

Under the first recommendation, UNDP should adjust the project outputs in the Project Results Framework (PRF) to match the project and community activities that are focused on providing subsistence level assets to selected individuals in order to stimulate economic activities in depressed communities. To this effect, UNDP should also address the following specific issues:

- Strengthen the training component for all community projects and ensure that project members have the basic skills to manage and run their economic activities.
- Identify and engage relevant civil society, private sector and other community-based organizations that are able to provide appropriate and complementary services in the targeted communities.
- Provide more inputs and resources to ongoing community projects to enable them to diversify their activities and increase opportunities for generating income.
- Provide specific budget support to appropriate Government institutions so that they can provide technical support on a regular basis.

Under the second recommendation, UNDP should focus on its key comparative advantage and leverage its global outreach to bring international best practices on localized poverty reduction by combining support to localized pro-poor policy development and planning with localized initiatives driven by private sector and civil society participation. To achieve this, UNDP should undertake these specific steps:

- Organize a broad-based consultative process with relevant stakeholders, including government, private sector, civil society and other donors to plan and develop a comprehensive programme for employment driven localized poverty reduction.

- Based on the agreed programme and strategy, undertake a detailed risk assessment to identify areas of potential risk and develop appropriate mitigation measures.
- Develop a comprehensive implementation and partnership strategy that clearly articulates the respective roles for UNDP, and for Government, both at central and regional levels, as well as for other partners such as civil society and private sector.
- Identify potential donors and mobilize the required resources to ensure effective delivery of results that can have an impact on the livelihood of people and contribute to poverty reduction in targeted communities.

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C. ACRONYMS

AWP	Annual Work Plan
CCA	Common Country Assessment
CPAP	Country Programme Action Plan
CSO	Civil Society Organisation(s)
IP	Implementing Partner
MDG	Millennium Development Goal(s)
MTR	Mid-Term Review
MLG&RD	Ministry of Local Government and Regional Development
NDC	Neighbourhood Democratic Council
NGO	Non-Governmental Organisation(s)
PAC	Project Advisory Committee
PMT	Programme Management Team
PRF	Project Results Framework
RDC	Regional Democratic Council
RDO	Regional Development Officer(s)
RDS	Regional Development Strategy
TOR	Terms of Reference
UNDP	United Nations Development Programme
WIPE	Working to Eliminate Poverty Economically (project, Region 5).

I. INTRODUCTION

1.1. Background

1. In January 2005, Guyana had unprecedented rains and flooding that resulted in the displacement of 70,000 households, and caused economic damage in excess of over 57 percent of Gross Domestic Product (GDP). In response to the catastrophe, and within the overall context of the UNDP Country Programme Action Plan (CPAP) that had been agreed upon between the Government of Guyana and the UNDP, the Replicable Local Poverty Linkages Project (RLPLP) was launched to be implemented over a four year period 2007 to 2010.

2. The Poverty Outcome Assessment conducted in 2005 on the programme of cooperation between the Government of Guyana and the United Nations Development Programme (UNDP) noted that due to limited resources, there was need to focus on results. The assessment also recommended that UNDP needed to focus much more on making its interventions more strategic, and on actions which used its comparative and unique advantages, rather than on actions that could be undertaken by other development partners.¹

3. The project was designed to contribute to Outcome 3 of the CPAP, which called for: “the undertaking of replicable local poverty initiatives linked to policy changes”. The overall aim of the project was to support the implementation of projects at the local level that would create employment for local communities. UNDP would work to produce the following four Outputs that would contribute to this Outcome: (1) Capacity built to develop decentralized poverty reduction strategies, incorporating disaster management strategies; (2) Capacity built for increased job creation at the community, regional and local levels; (3) Institutional capacity built to market local products internationally; and (4) Capacity of private sector built to improve business processes toward the achievement of the Millennium Development Goals (MDGs), including engaging in partnerships for development.² In December 2006, an Annual Work Plan (AWP) was signed between UNDP and the Ministry of Local Government and Regional Development (MLG&RD), outlining the specific activities and targets to be undertaken and achieved in the first year of the project. 4. The project would initially be undertaken in Regions 3, 4 and 5, building on the work that was already underway through the Youth Focused Community Based Initiative under the UNDP Social Cohesion Project. The project was also envisaged to support the creation of Regional Development Strategies (RDS) for Regions 4 and 6; following on the successful completion of the Region 10 RDS. Through the RDS, respective Regional Democratic Councils (RDCs) were expected to make more informed decisions in designing and implementing projects geared towards poverty reduction.

¹ UNDP Country Programme Action Plan; paragraph 3.5.

² Ibid.; paragraph 4.13.

5. The primary objective of the project was to strengthen the capacity of depressed communities to create jobs. The specific objectives were:

- To strengthen the ability of local leaders to identify and promote good business practices.
- To ensure synergies between the Ministry, RDC and the local communities, by working closely with the RDC towards creating an enabling environment in which to optimize opportunities created through the project.

1.2. Programme Strategy and Logic Theory

6. The project strategy and logic theory was based on two overarching principles that underpin UNDPs approaches to development programming. First, UNDP recognizes that a country's capacity resides at three levels (a) the enabling environment; (b) organizational and institutional level; and (c) individual level. To be effective, programme and implementation support should address the capacity assets at all three levels, including by paying attention to the correlation between incentive systems, leadership and management. Secondly, UNDP recognizes that poverty reduction strategies are generally more effective and sustainable when those strategies are informed by rights-based principles such as accountability, equality, participation, non-discrimination and empowerment.

7. In this regard, the UNDP strategy for the project would seek first to support the creation of Regional Development Strategies (RDS) to create the enabling environment and pro-poor policy framework that is necessary for the implementation of local poverty initiatives. The strategy would then build the organizational and institutional capacities of the MLG&RD, Regional Democratic Councils (RDC), Neighbourhood Democratic Councils (NDC), and other local community institutions. Local leaders and selected project management teams would also be trained, to equip them with the requisite skills for successful management of the projects. Once this capacity is developed, local communities would be consulted to decide on the projects that they would wish to undertake, as well as select by consensus the project groups that would spearhead the interventions in their communities. When the projects achieve successful results, the community would use the resources generated and the experience gained to expand and replicate the project to benefit more individuals in the community.

8. Consultations at the community level would be wide, and include local businesses, religious leaders, political leaders, civil society groups and other relevant stakeholders. In line with this approach, the MLG&RD as the Implementing Partner (IP), would establish a Project Advisory Committee (PAC) comprising representatives of the targeted RDCs, a Civil Society representative nominated by the body of existing Non-Governmental Organisations (NGO) and Civil Society Organisations (CSO), and a representative of UNDP. Figure 1 below is an illustration of the project logic theory.

Figure 1: Replicable Local Poverty Linkages Logic Theory



9. As illustrated in Figure 1 above, project success would be determined by the efficacy of skills training given to project groups, and support provided by RDC and local leadership. This success would be defined by the project's ability to create employment opportunities, either directly for community members working in the project or indirectly through project members generating income through their self-employment activities.

1.3. Objectives and Scope of the Mid-Term Review

10. The overall purpose of the Mid-term Review (MTR) was (a) to assess whether or not the UNDP intervention is effective in creating employment and jobs for the unemployed; (b) whether it is contributing to the enhancement of the livelihood of beneficiaries and reduction of poverty in target communities; and (c) whether the RDS strategies were developed in the two targeted regions, and if so, the extent to which the strategies provide an enabling environment for effective implementation of the UNDP intervention. The MTR also assessed the efficacy of the project interventions, mechanisms to date, with a view to identify opportunities for adjustment where necessary.

11. The scope of the MTR included the following four areas of assessment:

- a. **Contextual assessment.** To assess the role, relevance and effectiveness of the project in addressing the specific issues and challenges in Guyana in general, and the targeted communities in particular.

- b. **Programmatic effectiveness.** To assess the effectiveness of the project design, its focus and progress made towards achievement of project outputs; as well as their contribution to the relevant CP Outcomes, and contribution to the enhancement of lives of beneficiaries and reduction of poverty in target communities.
- c. **Organisational effectiveness.** To assess the effectiveness of the project coordination, management and partnership arrangements, including to the extent possible, the efficiency and cost effectiveness of the delivery of project outputs.
- d. **Lessons learned.** To identify good practices and lessons that can be applied and replicated in future programming, as well as other regions.

II. METHODOLOGY

2.1. Overall Approach.

12. The overall evaluation approach was based on participatory methods, including interviews with key partners and stakeholders, as well as focus group discussions with project beneficiaries.

13. An initial review of background documents and project reports was done prior to the primary data collection. The list of documents reviewed is shown at Annex A to this report.

2.2. Data Collection.

14. Intensive primary data collection was conducted in-country over a period of 15 days. Sixteen project sites were visited in 16 communities in 5 regions of Guyana as shown in the table. The total community projects visited constituted 64 percent of well-established ongoing projects started in 2007 and 2008. Personal interviews were conducted in the regions with the RDC Chairperson or Deputy Chairperson; while in the communities, focus group discussions were held with project beneficiaries and other members of the community. The list of individuals interviewed is shown at Annex B.

Region 3	Leguan, and Stanley town.
Region 4	Cane Grove, Ann's Grove, Mocha and Diamond Grove.
Region 5	No. 7, Tempie, Recess/Abary and Washclothes.
Region 6	Moleson Creek, Port Mourant, and New Forest
Region 9	Kumu, St. Ignatius and Parishara.

15. The interviews and focus group discussions were conducted using a semi-structured interview guide shown at Annex C. Information obtained was analyzed by comparing pre- and post intervention scenarios, triangulation and anecdotal evidence from different sources. A detailed inception report showing the evaluation methodology, data collection and analysis tools used throughout the evaluation is shown at Annex D to this report.

III. FINDINGS

3.1. Project Concept

16. The project was launched to help reverse the economic damage caused by the floods, within the context of the CPAP agreed between the Government of Guyana and UNDP. It specifically addressed Outcome 3 of the CPAP on: “Replicable local poverty initiatives *linked to policy change*”. The project would initially be undertaken in Regions 3, 4 and 5, and also support the creation of Regional Development Strategies in Regions 4 and 6, the most populous regions with 41 percent and 17 percent of the population respectively. The RDS would provide the basis for actions and decisions to both protect and improve the quality of the regions’ physical infrastructure and the quality of life of their people; while also providing tools to respective RDCs to make more informed decisions in designing and implementing policies and strategies geared towards poverty reduction.

17. The evaluation found the project concept to be well aligned with the UNDP role and mandate “to provide policy and technical support by working on and advocating for the multisectoral challenges of poverty reduction, democratic governance, environment and sustainable development.”³ UNDP’s work in these areas supports programme countries in strengthening their own capacities to design and implement development strategies that reflect specific national circumstances and national objectives, within the overall framework of the internationally agreed development goals. This work is strategic, integrative, focused on inter-sectoral linkages, and always aimed at strengthening national institutions, governance capabilities and citizen participation. It is undertaken jointly with governments, in partnership with civil society and the private sector.

18. In this regard therefore, the inclusion of the component to support Regional Development Strategies, and to engage civil society in the broader context of citizen participation were the fundamental components of the project that informed the project logic theory to address capacity at the three levels of (1) enabling environment (regional development strategies); (2) institutional capacity (RDCs and civil society); and (3) individual capacity (community leaders and project members). In addition, the project would also contribute to the overall CP Outcomes in the context of the Poverty Reduction Framework 2007 – 2009.⁴ This framework identified three areas where opportunities existed to further mainstream poverty reduction activities: (1) support to initiatives for promoting and nurturing an environment that is responsive to the needs of small-scale farmers and entrepreneurs; (2) strengthening the capacity of the local authorities and regional development partners for pro-poor development planning; and (3) strengthening national and local government capacity for statistical literacy and policy analysis.

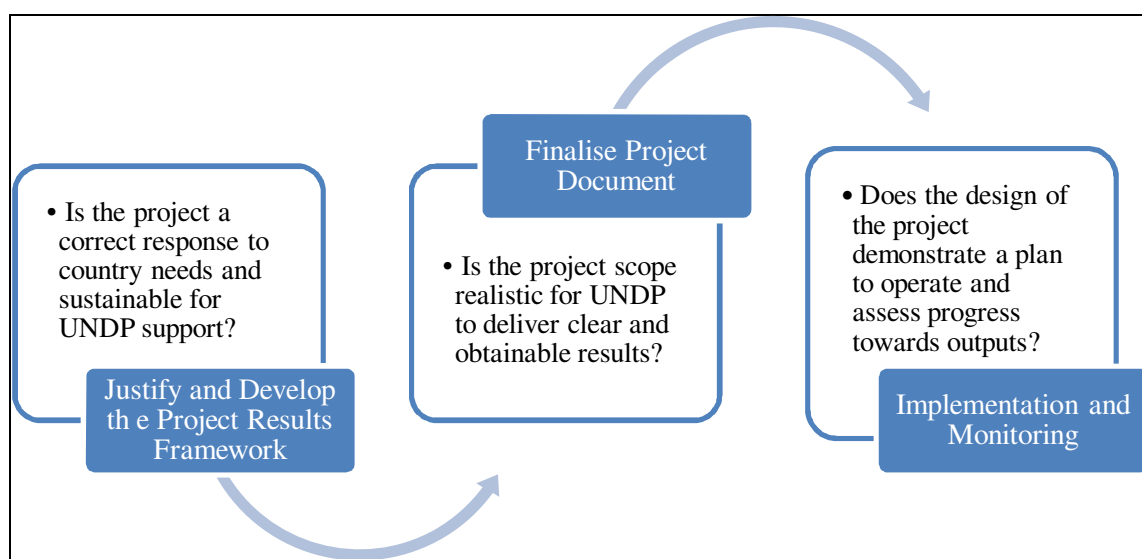
³ UNDP strategic plan 2008 -2011: Accelerating global progress on human development (DP/2007/43).

⁴ UNDP Poverty Reduction Framework 2007 -2009.

3.2. Project Design

19. The project does not have a Project Results Framework (PRF), thus making it very difficult to evaluate because there are no clear outputs and indicators for measuring those outputs. According to UNDP programming guidelines, a project should have a PRF which clearly outlines the intended outputs and includes a plan for assessing progress towards the outputs. When a project does not have a proper PRF, its evaluation becomes difficult and tends to focus on project activities and processes instead of focusing on results. Figure 2 below illustrates some of the critical steps in a project life cycle, and the key questions that should be addressed at each step.

Figure 2: The critical steps of project life cycle



20. The project document does not clearly articulate the intended results and outputs. The section on Expected Outcomes in the project document does not meet the criteria and standards for project outputs. By definition, outputs are the results that are expected to occur

Expected Outcomes:

By the end of this initiative approximately 135 people from these regions would have been trained.

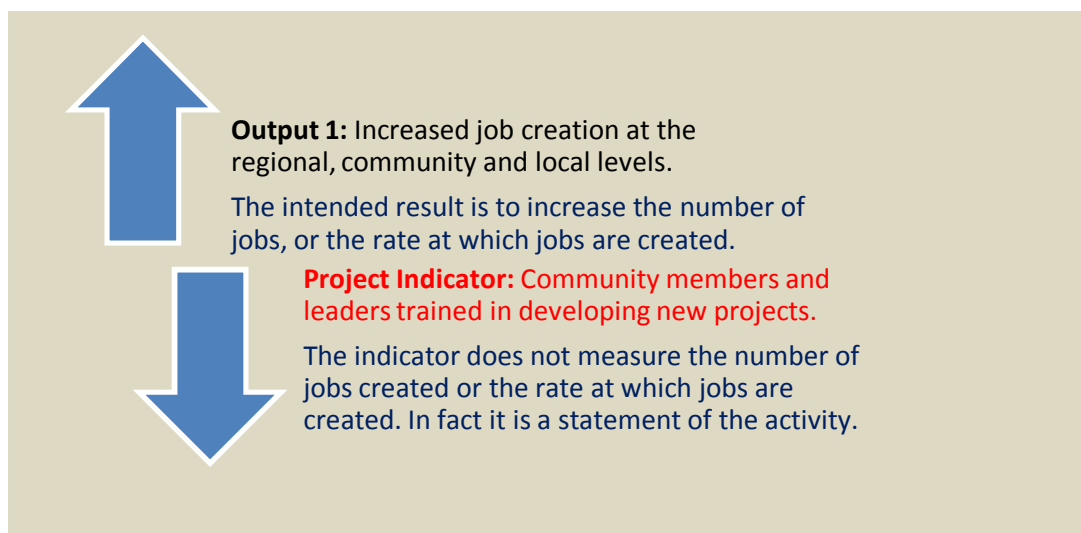
from using resources and inputs in undertaking specific activities. As shown in the opposite box, the expected outcome as stated in the project document: *"approximately 135 people would have been trained"* in actual fact defines the activity and target.

The output should be stated in terms of the skills that the trained people are expected to have acquired (**e.g. participants are able to produce a project proposal**), or the product that they will produce using those skills, such as for example **"12 project proposals developed"**.

21. The Annual Work Plans (AWP) that were subsequently developed had two specific outputs defined: (1) increased job creation at the regional, community and local levels; and

(2) increased capacity of RDC to plan and effectively manage its work programme. These are clear and good project outputs. However, they were not accompanied by relevant and appropriate indicators that would adequately signal the achievement of the outputs. Figure 3 below illustrates the disconnect between output 1 and its indicator.

Figure 3: Unconnected Output and Output Indicator



22. The evaluation also noted that the stated baselines and targets in the AWP were not sufficient measures or milestones for assessing annual progress towards the outputs. An effective baseline should always be accompanied by a specific target in order to provide a yardstick for measuring progress. No specific targets are shown in the AWP for 2007, 2008 and 2009.

3.3. Progress Towards Outputs

23. As noted in paragraph, 20 above, the project document did not clearly articulate the intended results and outputs, although two outputs were subsequently stated in the AWP for 2007. However, the outputs in the AWP were not accompanied by relevant and appropriate indicators. In order to enable objective evaluation therefore, it is necessary to reconstruct the indicators and where necessary substitute them with proxy indicators. Table 2 below shows the two project outputs and the objectively verifiable indicators that were used to assess progress towards their achievement.

Table 2: Reconstructed project output indicators

Output	Indicators
Output 1: Increased job creation at the regional, community and local levels	1.1. Number of paid workers hired per project. 1.2. Number of skilled individuals who start own self-employed or income generating project using skills acquired through the project.
Output 2: Increased capacity of RDCs to plan and effectively manage its work programme.	2.1. Regional development strategies for regions 4 and 6 approved by cabinet by (date?) 2.2. RDCs in regions 4 and 6 address strategies for providing basic public services to enhance livelihood of people in depressed communities.

Output 1: Increased job creation at the regional, community and local levels

24. Using the above output indicators for Output 1, the evaluation found that the project was not on track to achieve its intended results of creating employment in depressed communities. Table 3 below shows the number of jobs that were created in each community/project.

Table 3: Number of jobs created by community

Region	Community	Project Type	# of paid jobs	# of self employed individuals getting income	Cash in hand at Mid term
3	Leguan	Information Technology	3	0	G\$170,000
	Stanley town	Piggery	0	0	Stock feed
4	Cane Grove	Skills training (sewing, baking)	0	1	Materials
	Ann's Grove	Skills training (wood work)	2	0	G\$14,000
	Mocha	Goat rearing	0	0	0
	Diamond Grove	Sheep and goats	0	0	0
5	No. 7	Skills training (sewing, baking)	0	0	G\$20,000
	Tempie	Sheep rearing	0	0	0
	Recess/Abary	Block making	2	0	Yes (no records)
	Washclothes	IT Skills	0	0	0
6	Moleson Creek	Sheep and goats	0	0	0
	Port Maurant	Sheep and goats	0	0	0
	New Forest	Sheep rearing	0	0	0
9	Kumu	Piggery	0	0	0
	St. Ignatius	Village garden	0	0	0
	Parishara	Piggery	0	0	0

25. Table 3 shows that a total of eight jobs were created over the entire project period from January 2007 to August 2009, seven of which were directly employed in the projects, while one was an individual who had left the project but continued to use the skills acquired in the project in a self-employed income generating venture. Project members, particularly young women, often relocated to other communities when they married; however, the project had no capacity or mechanisms to track and monitor whether they continued to use their skills. Table 3 also shows that the eight jobs were all created in skills-based and technology related projects; while there were no jobs created in the livestock projects. It was noted however, that the piggery projects were being run on a collective basis, and had one or two individuals working on a voluntary basis. It is also noteworthy that only the skills-based and technology related projects demonstrate a capacity and potential to generate income, at least in the short-term. The piggery project in Stanley town for example, had sold its entire stock of the initial 10 pigs to purchase stock feeds, but had 35 pigs in various ages at the time of the review.

26. As the project had an annual budget of US\$ 100,000 over 2 and half years; it follows that the cost of creating one job was between US\$30,000 and US\$35,000 per job. This is a very high cost for a developing country, and particularly since most of the projects are in rural communities. According to the Grameen Bank (see box), by using the micro-credit approach, a single job requires investment of US\$100. If the investment is increased to US\$500, an additional two full time paid jobs can be created in the micro-enterprise. In its report, "Breaking the cycle of poverty",

"The assumption is that if individual borrowers are given access to credit, they will be able to identify and engage in viable income-generating activities. Women have proved to be not only reliable but also astute entrepreneurs. As a result, they have raised their status, lessened their dependency on their husbands and improved their homes and the nutritional standards of their children"

Grameen Bank: www.grameen-info.org

Grameen bank reports: *"...this has resulted in a sharp reduction in the number of people living below the poverty line (in Bangladesh). There has also been a shift from agricultural wage labour to self employment in informal trading; which in turn has an indirect positive effect on the employment and wages of other agricultural wage labourers"*

27. It is widely accepted in development theory that poverty reduction outcomes are much harder and slower to achieve if they are not linked to the transfer of labour from traditional to modern sectors. Sustainable development and poverty reduction require the development of productive sectors in order to create jobs, generate income and thereby reduce poverty.

Several studies have shown that private enterprises are the main source of new jobs.⁵ In order for UNDP to play a more strategic role therefore, it should focus on supporting and strengthening a vibrant private sector in Guyana by contributing to entrepreneurship development. To revamp the RLPLP to achieve the poverty reduction outcomes, some of the approaches that could be explored include:

- **Support to small-scale enterprises.** Promoting small enterprises often lays the foundation for a domestic economic structure in which small enterprises can gradually become suppliers to large-scale firms. This could be achieved by providing support to small enterprise development companies that offer incubatory business support services to budding entrepreneurs by investing start-up capital, and gradually decreasing their ownership and control as the entrepreneurs build skills and gain experience.
- **Support to micro-enterprise.** Although they offer limited prospects for growth, cottage industries (or micro-enterprises) provide self-employment and income to the marginalized and vulnerable groups, especially women. The project would first and foremost support the development of an appropriate policy environment, followed by support to civil society organizations and NGOs that provide relevant services such as training, seed capital and marketing.

Output 2: Increased capacity of RDCs to plan and effectively manage the work programme

28. There was no progress made on output 2 to develop regional development strategies in regions 4 and 6. In fact, there were no specific activities that were undertaken in pursuance of this output. Although no specific written communication to UNDP from the IP regarding suspension of these activities was provided to the review, a senior government official stated that the Cabinet had decided that this issue was not a priority at this time. The review also noted that similar conclusion was made by the Audit Office of Guyana, who observed: “*The sum of US\$30,000 was originally voted to develop Regional Strategic Plans for regions 4 and 6. This was not deemed a priority at the moment hence the money was used to extend the existing projects*”.

29. As already discussed in section 3.1 above, the component to support development of the Regional Development Strategies, together with broad-based participation and engaging civil society were the critical aspects that reflected the UNDP comparative advantage in the project, and formed the basis of the project concept and logic theory. By not pursuing this output, UNDP decreases its relevance in the project, and actually reduces its role to that of conduit for funding.

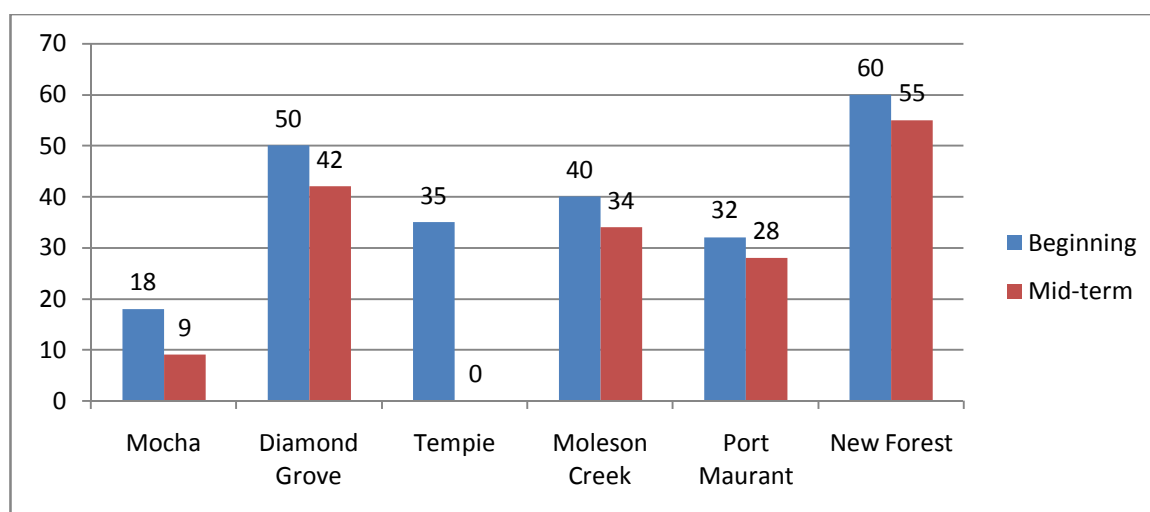
⁵ Overseas development Institute (ODI), (2006): Poverty Reduction Strategies and Rural productive Sectors.

Apart from serving as the platform for community participation, and “bottom-up” flow of ideas, the regional development plans would also provide a mechanism for coordinating local effort, focusing on the most important needs of local communities, taking into account resources available at local level.

For example, one of the RDC staff in region 9 observed that there are waterfalls with tourist potential within 5 kilometers of the Kumu village, which could be developed into a viable community project, using minimal resources and investment. However, it would require that the RDC also play its part in developing necessary infrastructure such as roads and other basic services, to fully develop the eco-tourism potential of the waterfalls. To facilitate such planning, there should be enabling policy environment in which the RDC has capacity and mandate for development planning in the region, which underscores the value of development planning at the local level.

3.4. Factors Influencing Progress Towards Outputs

30. The project funded 9 community projects in regions 3, 4 and 5 in 2007. The Project was expanded to regions 6, 7 and 9 in 2008 and funded 16 more community projects. At the time of the MTR therefore, 25 community projects had been completed and fully operational. Regions 1 and 2 were added in 2009 with an additional 18 communities. A full listing of the community activities that were funded under the Project, including highlights of the community projects that were visited is at Annex E to this report. There were some delays in financial disbursement that affected project delivery. For example, some of the community projects that had been identified in 2008 were only supplied initial inputs in August 2009. One such example is the Parishara pig production project in region 9. The review also found that the grant allocation per community was too small to make a significant impact in the community. Each community was awarded a grant of G\$ 1 million (roughly equivalent to US\$500), and for their part, the community was expected to contribute 10 percent of the cost of the project in kind. In the sheep and goat rearing projects, individual households were given two animals each, with understanding that they would give the first offspring to one more family, and retain all subsequent offspring. However, at the project inception, the livestock were acquired from other regions and brought to the project communities, which in many instances entailed different environmental and weather conditions. As a result most of the projects suffered an initial loss of animals through deaths. The review found that none of the sheep and goat projects had as yet gone over the initial number of animals provided through the funding grant. Figure 4 below compares the stock levels for the sheep and goats projects from the beginning of the project to the time of the MTR.

Figure 4: Comparison of animal stock levels at the beginning and mid-term.

Note: The numbers for Mocha refer to the number of families who received sheep at the beginning and those who still had them at mid-term. Tempie community did not have records of current stock levels.

31. Table 4 shows that at mid-term, all projects had fewer sheep and/or goats than they had originally started with. This was despite the fact that some of the animals had already dropped offspring. Furthermore, none of the communities had as yet fulfilled the obligation to hand over the first offspring to new households. It is noteworthy that the piggery projects had demonstrated capacity for more rapid growth as evidenced by the project in Stanley town, which started with 10 pigs, and had grown to 35 pigs by mid-term, after selling the initial 10 to raise funds for stock feed and other inputs. The other two piggery projects in region 9 had just received their initial delivery. However, it appears that the piggery projects have more potential to become significant market players and suppliers in their communities than the sheep projects. In addition, as the sheep projects are organized at household subsistence level, their contribution to employment creation is highly questionable.

32. The skills-based and technology related projects were beset by problems of a different nature. The review observed that membership of the projects was shrinking, as demonstrated in the adjacent exhibit. One of the reasons, as already observed above, was due to members relocating to other communities. This particularly affected young women, when they got married. However, the review found that in the majority of cases, this was mainly due to lack of incentive and motivation of project members, including even members of the executive committees. As the numbers in the exhibit illustrate, many of the projects were operating with less than one-third of their original membership. None of the projects that had lost a large proportion of their membership had paid any allowances or

Community	Project Members Beginning	Active members at Mid-term
Leguan	15	5
Cane Grove	15	3
Ann's Grove	21	9
No. 7	15	2
Recess/Abary	15	14

distributed dividends to project members. The block making project in Recess/Abary community in region 5 was the only one where project members had distributed 50 percent of their earnings as dividends to project members, and as the numbers show, they had lost only one member.⁶ In Leguan community, the active project members confirmed that their colleagues had lost interest because they said they could not afford to put in time into the project, when they could be using that time to earn an income in other activities. The review also noted that many of the active members were semi-retired elderly people in their 70's. For example, the review noted that the Chairperson and Secretary of the project in Cane Grove community were 69 and 71 respectively; the chairperson in Ann's grove was 75; while the single and only active member in Stanley town was 71 years old. The review was informed that the youth were not particularly interested in projects that did not provide them with immediate returns.

33. Most of the issues that negatively affected progress could have been anticipated and mitigated if a comprehensive risk assessment had been undertaken prior to the launching of the project. For example, the Minister of Local Government and Regional Development observed that livestock projects were inappropriate in urban residential areas, an issue which could have been noted through risk assessment. In addition, the 2005 Poverty Outcome Assessment had recommended that UNDP should be more strategic and focus on projects in which it has distinct comparative advantage, and not undertake projects that could be more effectively done by other development partners. The nature and scale of the projects in the communities are so insignificant for UNDP and could more appropriately be left to small local NGOs and community-based organizations (CBO) to undertake. Some of the Chairpersons of RDCs that were interviewed also noted that the projects should have been more intense, and capable of generating income in the short-term, citing examples such as crafts and poultry. In addition, the risk assessment would also have considered the advantages and disadvantages of the funding methodology, with regards to grant funding versus revolving fund.

"Livestock projects in urban residential areas cause conflict among neighbors and also cause traffic hazard".

Minister of Local Government

3.5. Implementation of Key Activities and Processes

Community consultations

34. One of the key activities was the participation of the communities through consultative processes, to identify the projects that they deemed appropriate to their particular needs and also identify the neediest individuals to benefit from the projects. Majority of project members that were interviewed confirmed that they had been consulted and had made the

⁶ In fact, one of the project members was deceased.

decisions on the project types and beneficiaries. The review noted however that in some cases, the consultations were not widely inclusive, although this was largely beyond the control of UNDP and project management. For example, in some communities, a “bell-crier” was used to invite villagers to the community meeting, but only a handful would attend. In Parishara community in Region 9 for instance, the review heard that 12 members of the community attended the initial meeting where it was decided to undertake the piggery project. Also in New Forest community, some of the project members said that if they were given individual loans, they would have preferred to do poultry, ducks and fish projects, which have a quicker return on investment than the sheep projects that they were doing. The respondents further noted that they had been informed that all other communities had chosen sheep, and so they should do the same.

35. The review noted and acknowledges that the project was mainly dealing with communities that had no economic assets of their own, and in some instances very limited literacy levels, and therefore it was not only prudent but also important that the project management provides some guidance on the selection of projects. However, it is from this perspective that the project concept and logic theory had included the component for engagement of civil society. This would have ensured that community participation was undertaken through representative institutions with appropriate capacity for community dialogue and advocacy. The engagement of civil society organizations is therefore a critical component for UNDP to fulfill its mandate and contribute to the achievement of its broader CP outcome 1 on “...ensuring participatory process(es) with civil society in policy formulation and programming...”

Capacity building, institutional strengthening and training

36. The evaluation noted that 15 staff of the MLG&RD had attended an intensive one-day training seminar on various aspects of project management. Some of the staff members have since moved on, but at the time of the MTR, there were still five who were active members of the Project management Team (PMT).

37. The project strategy had also intended that selected leaders from the targeted communities would attend a one-week training session to equip them with basic skills to manage their economic interventions. The review found that this training was not undertaken consistently in all communities. Some of the project members had attended a three-day workshop, a few had attended a one-day workshop, while in other communities, project members reported not having done any training. Initially a consultant had been hired to conduct the training of project members. However the consultancy had been terminated, ostensibly because it was felt that the project members had no capacity to assimilate the information and new skills within a short and intensive training period. It was decided that training would be provided on a “learn-as-you-do” basis during the process of project implementation. Expertise from the Ministry of Agriculture such as Veterinary Officers who

are based in the regions would provide the technical support and training on an “as and when needed” basis. By and large, the Veterinary officers have been providing this technical support, including for de-worming, vaccinations and so on. However, this should not be a substitute for the initial training and introductory skills that project members need in order to understand their responsibilities and basic knowledge of the animals. This was evident in some of the livestock projects where participants said that they needed some form of training as they had no prior experience rearing livestock. For example, in Diamond Grove, one project member who did not have a ram of her own did not know what signs to look for in order to know when it was time to take her sheep to the ram. Also in Kumu village, several of the soars that were in heat were kept separate from the boar.

Gender mainstreaming

38. The CPAP 2006 – 2010 signed between UNDP and the Government of Guyana includes gender as one of the cross-cutting themes. The review noted that gender was not specifically mentioned in the project document, and no specific activities were undertaken in the community projects to mainstream gender. It was noted however, that the majority of project members and beneficiaries were women. In most communities, one of the specific dimensions used to identify the most needy community members was the status of being “single mothers”. Although gender disaggregated membership records were not readily available from the communities that were visited, there were indications that most of the community projects had more women than men in their executive committees. For example, in Leguan community in region 3, the five active project members were all female; in region 4, the executive committee in Cane Grove community was all female, while in Mocha community the seven member executive committee had three men and four women; in Tempie community in region 5, the six-member executive committee had one male and five

Gender mainstreaming is making women’s and men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes so that women and men benefit equally and gender inequality is eliminated.

UN Economic and Social Council

female members; in New Forest community in region 6, two of the four executive committee members were female; and in region 9, the nine member executive committee in Kumu community had seven women and two men. However, as shown in the exhibit, the project design should have addressed the needs of men and women, taking into account their different social roles and reproductive responsibilities; and also include specific gender indicators to measure the project impact on the different groups. Perhaps if these issues had been addressed,

some of the challenges such as the drop out of project members would have been anticipated and mitigated.

3.6. Project Management and Coordination

39. The Project Management Team (PMT) was established in the MLG&RD, and is chaired by the Permanent Secretary. The functions of the PMT include management and oversight of the project. Information obtained indicated that the PMT met regularly as scheduled and was providing required management and oversight functions. In addition, the evaluation also noted that the project had engaged the Regional Development Officers (RDO) to provide daily management and project coordination in the regions, and to report to the Project Coordinator on issues that required attention. The evaluation also noted that the projects were getting adequate support from the RDCs, including in many cases, use of RDC buildings and other resources free of charge. There were only a few projects that had not been provided project facilities by the RDC.

40. The evaluation noted that the Ministry of Finance, as interlocutor for UNDP/Government cooperation also had oversight responsibilities for the project. However, the responsible staff had never had opportunity to visit the project sites due to lack of resources. As oversight is an important component of project management, UNDP should ensure that sufficient resources are set aside for oversight functions and that such resources are appropriately utilized to ensure maximum transparency in project implementation. In addition, it was noted that the Ministry of Agriculture and the Department of Veterinary Services were providing technical support in several communities. The composition of the Project Management Team should therefore be reviewed with a view to expand its membership so that it more adequately reflects and represents all the government departments that are actively involved in the day to day operations of the project activities. UNDP should also consult with appropriate national counterparts to examine the extent to which it may be desirable to engage other specific Ministries such as the Ministry of Ameri-Indian Affairs and the National Women's Machinery in order to ensure a more coordinated approach.

41. The Project Advisory Committee (PAC, also called Steering Committee), was established and was holding monthly meetings in accordance with its TOR, having only missed one of its scheduled meetings. Presently the PAC is chaired by the Permanent Secretary in the MLG&RD with the PMT and UNDP, as well as the chairpersons of the RDCs as members. The evaluation noted however that administratively, the RDCs also fall under the MLG &RD. In effect therefore, besides UNDP, the PAC is essentially only officers and staff members of the MLG&RD. The purpose of establishing a PAC is to create an institutional mechanism for different sector Ministries to collaborate so that decisions about the project can be made jointly. Clearly, therefore, a PAC composed only of one Ministry when other Ministries are involved in providing technical support is inherently dysfunctional.

42. The project TOR also stipulated that the composition of the PAC should include a representative of civil society nominated by the body of existing Non Governmental Organisations (NGO) in the respective regions. The evaluation noted that the civil society

was not represented in the PAC. The evaluation was informed in response to interview questions that the project management had written to the representative body of private sector organizations inviting them to nominate representatives to the PAC, but had not received any response. A copy of the specific correspondence that was sent was however not made available to the evaluation. The importance of engaging civil society has already been made in earlier sections. UNDP loses its relevance and comparative advantage as an impartial development partner. UNDP engagement with civil society is mandated and guided through various policy documents and tools, and is central to its poverty reduction programmes and interventions in other countries. The practice note on engagement quoted above was reviewed and endorsed by the UNDP CSO Advisory Committee to the Administrator.⁷ In this regard, UNDP recognizes that CSOs are not a substitute for government, but are central to sustainable governance and community empowerment for poverty reduction.

3.7. Sustainability after the Funding Phase

43. Project sustainability after the initial award of funding grant is usually a function of several factors, including the project capacity to generate income to purchase needed inputs in the future; the development of adequate skills to manage and grow the project; and the acceptance of ownership responsibility by project participants after withdrawal of UNDP assistance and project management. The evaluation found that the different projects had varying characteristics and potential for sustainability. The skills-based and technology related projects had potential to generate income, and hence could be sustainable on that dimension. However, as was previously noted, these projects were suffering from lack of member motivation due to lack of incentives.

44. The livestock projects that were organized on individual household ownership, on the other hand, did not have capacity to generate

The UNDP focus on sustainable human development that places people at the center of development cannot be achieved without the robust engagement of civil society and its organizations.

UNDP and Civil Society Organizations: Policy of Engagement

income in the short-term, but they demonstrated a much more robust membership with very high motivation and interest. The individuals did not have adequate skills to manage the projects, but they would be able to acquire these skills over time. In addition, the Ministry of Agriculture was providing them with technical support, which addressed the issue of skills, at least in the short-term. The piggery projects that were run collectively had the critical mass to generate income. However, there was lack of interest and minimal support for the projects among community members. As noted earlier, for example, in Stanley town, there was only

⁷ <http://www.undp.org/partners/cso>

one active Committee member who was working on a voluntary basis for the project; while in Parishara community, the project chairperson also reported lack of support from the community.

45. There are several aspects of the project that could be taken up by other development partners through focused partnerships. For example, one of the areas of concern expressed by many project members was the lack of interest for the projects among the youth. As the project was founded on work that had previously been undertaken on Youth Focused Community-based Initiatives, there is potential for continued partnership with some of the NGOs that were involved in that initiative to engage the youth in the projects. This will also contribute to project sustainability in areas of skills and capacity development, as well as providing technical and financial support for scaling up the projects by broadening its scope and providing depth to the activities that can be undertaken, including on such aspects as supply-chain management, food-processing and export marketing.

IV. LESSONS LEARNED

46. There can be no doubt that an innovative project such as this one would rely heavily on the collective experience and lessons generated in the process of implementation. Indeed, there were many examples noted where the project made useful adjustments to its approach based on lessons learned in earlier projects. For example, in the livestock projects, there are currently plans to introduce better breeds of both sheep and pig to improve on quality of meat, as well as on the size and breeding capacity.

47. However, the evaluation noted four particularly important lessons, which have strategic implications for UNDP with regards to its future relevance and programming approaches around the poverty reduction practice area.

- i. The design of a project can affect the evaluability of a project. If the intended results and outputs are not clearly defined and articulated, it becomes difficult to develop appropriate and sufficient output indicators, which in turn renders the project incapable of being evaluated at the results level, diverting evaluation attention to activities and processes. In addition and also closely linked, when there are no specific baselines and targets, the project lacks relevant milestones by which to track and assess progress towards intended results (paragraphs 19 – 22).
- ii. While individual ownership of economic assets generates incentive for higher performance among project participants, motivation to succeed is heightened when there is a risk of personal loss. This is the single most important factor that explains the global success of micro-credit and its growth to a multi-billion dollar industry. Many countries have used micro-credit, linked to small enterprise development as the key element in their poverty reduction strategies, and achieved phenomenal success

- by focusing credit on the needs of the poor, and restricting credit to income-generating production activities that are freely selected by individual borrowers. When there is no perceived return on investment, including investment of time, individuals become de-motivated, and they stop participating in projects (paragraphs 25 – 26).
- iii. National averages on poverty and other MDG related statistics tend to mask differences in living standards across regions and communities in a country. In order to be able to translate national goals into goals that are relevant, applicable and attainable at the local level, the goals have to be meaningful to people living in these communities, so that they have ownership of their development plans, and can hold their government accountable, and are involved in local action to achieve these goals. To contribute meaningfully and practically to this approach, UNDP should help local governments and civil society to build necessary capacity for participatory local development planning. In this way, UNDP creates opportunities for replicating successful local initiatives in other communities, and expand them to larger geographical areas and regions (paragraph 28).
 - iv. Improving the condition of the poor and disadvantaged population groups is the ultimate justification for the existence of UNDP; and this is inseparably linked to its mandate and comparative advantage as an impartial development partner. While the responsibility for national development lies with the government; it has long been accepted that governments in developing countries cannot on their own fulfill all the tasks required for sustainable human development without the active participation and partnership of civil society and its organizations. When UNDP does not engage civil society and its organizations in its programmes and interventions, it loses its relevance and comparative advantage as an impartial development partner, and sustainability of results is often compromised (paragraphs 38 – 39).

48. These are the key lessons that should be considered in order for UNDP to bring the project back on track to contribute to the overall CP Outcomes and begin to address the specific challenges arising from the flooding and its long-term implications for economic growth and development.

V. CONCLUSIONS

49. The evaluation concluded that the project was not on track to achieve its intended results on increased job creation at regional and community level; and increased capacity of RDCs for development planning. Most of the project activities that were being undertaken had no capacity or limited potential to create jobs. The few that had demonstrated potential for job creation were doing so at very high cost, which was not cost-effective.

50. Although the project concept was sound and aligned with the UNDP role and mandate on capacity development and institutional strengthening, there were no specific activities being

undertaken in pursuit of these critical components, particularly as they relate to capacity of RDCs for development planning and strengthening institutional capacity of the civil society. One of the key comparative advantages of UNDP is in its capacity and ability to tap the experiences and acknowledged international best practices to inform its programme interventions at the country level. In this connection, acclaimed best practices in the area of localized poverty reduction include the empowerment of local governments to develop pro-poor policies and strategies that are driven by private sector and civil society participation. In the absence of the two components for support to development of regional development planning and civil society participation, therefore, UNDP lost its comparative advantage and reduced its role to that of conduit for funding.

51. The project therefore requires major adjustment in order to refocus and deliver its intended results and to begin to contribute to the overall CP Outcomes. Barring such adjustment, the project may have to be terminated, and a new project developed with appropriate outputs that match the national goals and priorities.

VI. RECOMMENDATIONS

52. Based on the evaluation findings and lessons learned, the overall recommendation for the project is that it requires major adjustment in order to bring it on track to achieve intended results, or at the very least, to align the project activities with output delivery. In its present structure and format, the community activities and project approach are too insignificant and pegged at a basic subsistence level such that they cannot contribute to the overall goal of employment creation, or make an impact on poverty reduction in targeted communities.

53. Two specific recommendations are therefore made: firstly, and for immediate action, there is need to strengthen the community projects that have already been established to ensure that the resources utilized are linked to specific results; and secondly, after project completion and its final evaluation, UNDP should start the programming process to develop a comprehensive programme focusing on employment driven localized poverty reduction. A detailed Follow-up Matrix summarizing the key findings and the specific follow-up required, as well as the timelines and responsibility for implementation is at Annex F to this report.

Recommendation 1: Adjust the Project Results Framework

54. UNDP should adjust the project outputs in the Results Framework to match the project activities that are focused on providing subsistence level assets to selected individuals in order to stimulate economic activities in depressed communities. The revised logical framework should be completed before payment of the next tranche, so that the final evaluation can be based on the new outputs and indicators. After the results framework is adjusted, the present project activities may be continued in their current format.

55. UNDP should also address the following specific issues to further strengthen the viability and sustainability of the community projects that have already been established:

- a) Strengthen the training component for all community projects and ensure that project members have the basic skills to manage and run their enterprise. For livestock projects, the training should include basic husbandry such as basic skills for inspecting the animals to check infection by worms in the hooves and body of the animal, and when to mate the animals. This will ensure sustainable growth of the herd.
- b) Identify and engage relevant civil society, private sector and other community based organizations that are able to provide appropriate and complementary services in the target communities to ensure sustainability and possible replication.
- c) Provide more inputs and resources to ongoing community projects to enable them to diversify their activities and increase opportunities for generating income, thereby strengthening their motivation and incentive systems.
- d) Provide specific budget support to appropriate government institutions such as Ministry of Finance, Ministry of Agriculture and Department of Veterinary Services so that they can provide oversight and other technical support on a more regular basis.

Recommendation 2: Develop employment generating project for poverty reduction

56. UNDP should develop a specific employment generating project that can contribute effectively to “improving the quality and quantity of jobs” as one of the key challenges to Guyana’s progress towards national priorities and achievement of the MDGs as identified in the Common Country Assessment (CCA).⁸ In order to develop an effective strategy, UNDP should focus on its key comparative advantages, and leverage its global outreach to bring international best practices on localized poverty reduction by combining support to localized pro-poor policy development and planning with localized initiatives driven by private sector and civil society participation.

57. To achieve this, UNDP should undertake the following specific steps:

- i. Organize a broad-based consultative process with relevant stakeholders, including government, private sector, civil society and other donors to plan and develop a comprehensive programme for employment driven localized poverty reduction. This process will ensure a buy-in by all relevant stakeholders to avoid a situation where key programme components are terminated during the course of implementation.
- ii. Based on the agreed programme and strategy, undertake a detailed risk assessment to identify areas of potential risk and develop appropriate mitigation measures. In addition, UNDP should also lead a detailed baseline study to establish the status of

⁸ CCA can be found under Documents at <http://www.undp.org.gy>

- agreed indicators in order to develop an appropriate road map for its contribution supported by an effective M&E plan.
- iii. Develop a comprehensive implementation and management strategy that clearly articulates the respective roles for UNDP, and for the Government, both at central and regional levels, as well as for other partners such as civil society and private sector.
 - iv. Identify potential donors and mobilize the required resources to ensure effective delivery of results that can have an impact on the livelihood of people and contribute to poverty reduction in target communities.

ANNEX A

List of Documents Reviewed

- Audit Office of Guyana (2008); Audit of the Financial Statement of the Replicable Local Poverty Linkages programme: 00054586.
- Government of Guyana - MLG&RD (2007); Project Proposal Forms for 16 Communities in Regions 3, 4, 5, 6 and 9.
- Government of Guyana – MLG&RD (2007); Agenda for Community Training Workshops.
- Government of Guyana – MLG&RD (2007 and 2008); Quarterly Reports.
- Government of Guyana – MLG&RD (2007); Project Management Training Workshop, Final Report.
- Government of Guyana – MLG&RD (2007); Capacity Building Workshops for Regions 3, 4 and 5, Final Reports.
- UNDP (2007); UNDP Strategic Plan 2008 – 2011: Accelerating global progress on human development.
- UNDP Guyana (2009); Implementation and Operational Modalities for Poverty Linkages in Local Communities of Region 1, 2, 6, 7 and 9.
- UNDP Guyana (2009); Annual Work Plan 2009, agreed between Ministry of Local Government and Regional Development and UNDP Guyana.
- UNDP Guyana (2008); Re: Identification of Communities in Regions 3, 4, 6, 7 and 9; letter to Permanent Secretary of the Ministry of Local Government and Regional Development.
- UNDP Guyana and Ministry of Local Government and Regional Development (2008); Final Report for Project Review.
- UNDP Guyana (2008); Annual Work Plan 2008, agreed between Ministry of Local Government and Regional Development and UNDP Guyana.
- UNDP Guyana ((2007); Poverty reduction Framework (2007 – 2009).
- UNDP Guyana (2006); Implementation and Operational Modalities for Poverty Linkages in Local Communities of Region 3, 4 and 5.
- UNDP Guyana (2006); Annual Work Plan 2007, agreed between Ministry of Local Government and Regional Development and UNDP Guyana.
- UNDP Guyana (2006); Country Programme Action Plan 2006 – 2010.

ANNEX B

List of Individuals Interviewed

1. Adams, S.; Committee Member, Leguan Community Project, Region 3.
2. Aladin, S.; Committee Member, Diamond Grove Community Project, Region 4.
3. Amsterdam, B.; Project member, Cane Grove Community, Region 4.
4. Ayube, B.F.; Chairperson, Leguan Community Project, Region 3.
5. Bajat, B.; Project Member, Diamond Grove Community Project, Region 4.
6. Baker, A.; Chairperson, Mocha Community Project, Region 4.
7. Baldeo, H.; Chairperson, Regional democratic Council Region 5.
8. Balkaran, G.; Chairperson, New Forest Community Project, Region 6.
9. Bender, L.; Project Member, Diamond grove Community Project, Region 4.
10. Benn, T.; UNDP, Programme Analyst, Governance and Poverty Reduction.
11. Bernard, D.; Project Member, St. Ignatius Village Project, Region 9.
12. Bernard, N.; Committee Member, St. Ignatius Village Project, Region 9.
13. Benjimen, E.; Committee Member, Kumu Village Project, Region 9.
14. Bisnauth, B.; Chairperson, Washclothes Neighborhood Democratic Council, Region 5.
15. Buckley, E.; Community Member, Parishara Village, Region 9.
16. Buckley, O.; Community Member, Parishara Village, Region 9.
17. Buckley, S.; Chairperson, Parishara Village Project, Region 9.
18. Buruha, B.; Project Member, Diamond Grove Community, Region 4.
19. Campion, E.; Secretary, Kumu Village Project, Region 9.
20. Campion, A. Committee Member, St. Ignatius Village Project, Region 9.
21. Carpen, L.; Secretary, Tempie Community Project, Region 5.
22. Chartergoon, M.; Chairperson, Number 7 Community Project, Region 5.
23. Christian, S. project Member, Diamond grove Community Project, Region 4.
24. David, K.; Community Member, Parishara Village, Region 9.
25. David, M.; Community Member, Parishara Village, Region 9.
26. Deoroop, D.; Vice Chairperson, Regional Democratic Council, Region 6.
27. English, S.; Charperson, Working to Eliminate Poverty Economically (WIPE) project Region 5.
28. Fitzkau, M.; Community Member, Parishara Village, Region 9.
29. Francis, B.; Committee Member, Kumu Village Project, Region 9.
30. Francis, E.; Senior Councillor, Kumu Village, Region 9.
31. Francisco, E.; Committee Member, Kumu Village Project, Region 9.
32. Francisco, R.; Committee Member, Kumu Village Project, Region 9.
33. Fraser, O.; Chairperson, Diamond Grove Community Project, Region 4.
34. Gapfoor, A.R.; Committee Member, Diamond Grove Community Project, Region 4.
35. Glasgow, A.; Chairperson, Tempie Community Project, Region 5.
36. Holder, H.; Chairperson, Cane Grove Community Project, Region 4.

37. Hussain, L.; Secretary, Number 7 Village Project, Region 5.
38. Inderjeet, M.; Project Member, Moleson Creek Community Project, Region 6.
39. Jacobs, H.; Committee Member, Stanleytown Community, Region 3.
40. Jagroop, N.; Community Member, Leguan Community, Region 3.
41. James, D.; Committee Member, Ann's grove Community, Region 4.
42. James R.; Committee Member, Mocha Community Project, Region 4.
43. Jeffrey, K.; Project Member, Diamond grove Community Project, Region 4.
44. John, L.; Senior Councillor, Parishara Village project, Region 9.
45. Joseph, I.; Committee Member, Leguan Community Project, Region 3.
46. Joseph, R.; Community Member, Parishara Village, Region 9.
47. Julio, I.; Committee Member, Kumu Village Project, Region 9.
48. Khelawan, L.; Project Member, Diamond grove Community Project, Region 4.
49. Khan, S.; Community Member, Leguan Community, Region 3.
50. King, C.; Chairperson, Ann's Grove Community, Region 4.
51. Levi, D.; Head, Bilateral Department, Ministry of Finance.
52. Lewis, V.; Project Member, Diamond Grove Community Project, Region 4.
53. Liman-Tinguri, K.; Resident Representative, UNDP.
54. Madramootoo, D.; Regional Development Officer, Region 4.
55. Manpersaund, G.; Vice Chairperson, Regional Democratic Council, Region 3.
56. Moneer, G.; Project member, Moleson Creek Community Project, Region 6.
57. Nacamento, S.; Community member, Parishara Village, Region 9.
58. Nee-Johnson, A.; Economic and Financial Analysts, Ministry of Finance.
59. Ng-a-Foo, D.; Community Member, Parishara Village, Region 9.
60. Ng-a-Foo, J.; Community Member, Parishara Village, Region 9.
61. Nasine, P.; Project Member, Diamond Grove Community Project, Region 4.
62. Park, T.; Vice Chairperson, Kumu Village Project, Region 9.
63. Paul, D.; Project Member, Diamond Grove Community Project, Region 4.
64. Persaud, R.; Committee member, Moleson Creek Community project, Region 6.
65. Peters, P.; Committee Member, Ann's Grove Community, Region 4.
66. Rahim, A.K.; Committee Member, Moleson Creek Community Project, Region 6.
67. Ramnauth, R.; Chairperson, Bangladesh Community Project, Region 6.
68. Roach, K.; Monitoring and Evaluation Analyst, UNDP.
69. Rogobeer, N.; Project Member, Diamond Grove Community Project, Region 4.
70. Rooplall, D.; Project Coordinator, MLG&RD
71. Seecharan, B.; Committee Member, New Forest Community Project, Region 6.
72. Seewchan, H.; Permanent Secretary, MLG&RD.
73. Shamsundar, R.; Secretary, New Forest Community Project, Region 6.
74. Singh, R.; Committee member, Diamond grove Community Project, Region 4.
75. Thomas, N.; Project Member, Moleson Creek Community Project, Region 6.
76. Wolfe, M.; Secretary, WIPE) Project, Region 5.

INTERVIEW GUIDE

Participatory processes

1. Please describe in detail the process that is used in deciding the projects at the community level? How are participants to the community consultative processes chosen?
2. Please describe in detail how the specific project beneficiaries are identified within individual communities? What criteria are used to select the individuals? What mechanism is used by the Steering Committee and project Coordinator to monitor that these criteria are being adhered to?
3. To what extent are civil society and community based organizations engaged in these processes?
4. What specific challenges have been encountered in organizing and conducting these participatory processes?
5. How can these participatory processes be improved?

Projects

6. How many projects have been funded in each of the regions/by year?

Region 3	# of projects for 2007, 2008	# of beneficiaries per project
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7. How does the idea of “Replication” work in practice? How many projects have been replicated? What are the specific replication challenges, given that funding is done on the basis of Grants?
8. How many jobs have been created by region and by year?
9. To what extent are these projects sustainable? Have communities/beneficiaries been contributing to the start up costs?
10. How do you track and monitor project sustainability after it has been launched? How many of the project beneficiaries from the first projects in Regions 3, 4 and 5 are still “in business”? How many of them have failed? How can this be improved?
11. How is Gender and Vulnerable Groups addressed in these projects? What are the gender statistics of project beneficiaries by region, by year, by project?

Training

12. How many people have been trained (disaggregated by gender/age) by region, by year?
13. How many have participated in refresher training or advanced follow-up training by region and by year?

14. What are the specific challenges in training; and how can training be improved?
15. What training has been undertaken for the Ministry? How many staff members were trained?
16. What specific lessons have been learned from implementing the project over the last 2 years?

Regional Development Strategies

17. How many Regions have now developed their RDS? How many have been approved by cabinet?
18. Please describe in detail how the project helped regional and local leaders to develop their RDS? How many were trained, by region and year?
19. How is civil society engaged in developing RDS?

Management

20. What is the project governance and management structure in practice? How effective is it? What are the challenges?
21. Are there any issues that need attention with regards project coordination with the Steering Committee? With UNDP?
22. How can project coordination be improved?

Impact

23. What are the poverty statistics by Region pre and post Project intervention?
24. What are the Indicators that are used to measure changes in poverty level? Do these indicators measure both positive and negative changes? Give examples.

Local Community Members (Use Score card)

25. How has the project improved the quality of your life? Give specific examples about your life before and after the project.
26. How did you participate in deciding on the project that you are involved in?
27. What challenges/difficulties do you face in running your project?
28. Do you get sufficient support from the project management to respond to your problems? Give specific examples.
29. What additional support do you require from the project for you to be more successful?
30. Do you think you will be able to sustain the project for many more years? Are you now in a position to assist another member of the community to establish their own project? What kind of support can you give them?

ANNEX D

Evaluation Inception Report

A. BACKGROUND

1. In January 2005, Guyana had unprecedented rains and flooding that resulted in the displacement of 70,000 households, and caused economic damage in excess of over 57 percent of Gross Domestic Product (GDP). In response to the catastrophe, and within the overall context of the UNDP Country Programme Action Plan (CPAP) that had been agreed upon between the Government of Guyana and the United Nations Development Programme (UNDP), the Replicable Local Poverty Linkages Project (RLPLP) was launched to be implemented over a four year period 2007 to 2010..

2. The aim of the project was to address Outcome 3 of the CPAP, which called for: “the undertaking of replicable local poverty initiatives linked to policy changes”. In December 2006, an Annual Work Plan (AWP) was signed between UNDP and the Ministry of Local Government and Regional Development, outlining the specific activities and targets to be undertaken and achieved in the first year of the project. The overall aim of the project was to support the implementation of projects at the local level that would create employment for local communities.

3. The project would initially be undertaken in Regions 3, 4 and 5, building on the work that was already underway through the Youth Focused Community Based Initiative under the UNDP Social Cohesion Project. The project was also envisaged to support the creation of Regional Development Strategies (RDS) for Regions 4 and 6; following on the successful completion of the Region 10 RDS. Through the RDS, respective Regional Democratic Councils (RDCs) were expected to make more informed decisions in designing and implementing projects geared towards poverty reduction.

B. PROJECT OBJECTIVES

4. The primary objective of the project was to strengthen the capacities of depressed communities to create jobs. The specific objectives of the project were:

- To strengthen the capacity of local leaders to identify and promote good business practices.
- To ensure synergies between the Ministry, RDC and the local communities, by working closely with the Regional Democratic Councils, towards creating an enabling environment in which to optimize opportunities created through the project.

C. PURPOSE OF THE MID-TERM REVIEW.

5. The purpose of the Mid Term Review (MTR) is to determine whether the strategy is effective in creating employment and jobs for the unemployed, and whether it is making the desired impact and contributing to the reduction of poverty in the target communities.

6. The MTR will also assess whether the RDS were developed in the two Regions and determine whether local leadership have appropriate capacity to design and implement poverty reduction strategies in their communities.

7. The MTR will assess the efficacy of project interventions, mechanisms to date and identify opportunities for adjustment if necessary.

D. SCOPE OF THE REVIEW.

8. The scope of the mid-term evaluation will include four areas of assessment:

- a) **Contextual assessment.** To assess the role, relevance and effectiveness of the project in addressing the specific issues and challenges in the country in general, and in the targeted Regions in particular, in the overall context of the national poverty reduction strategy.
- b) **Programmatic effectiveness.** To assess the effectiveness of project design, its focus and progress made towards achievement of project Outputs, as well as their contribution to the relevant CP Outcomes. This will also include assessment of the project impact on the lives of the targeted beneficiaries, both at the community level with regards to employment and poverty reduction, as well as at the local authority level, with regard to capacity for planning and delivery of public social services.
- c) **Organizational effectiveness.** To assess the effectiveness of the project coordination, management and partnership arrangements. This will also include, to the extent possible, assessment of the efficiency and cost effectiveness of the delivery of project outputs; and the ability of project activities to identify and adequately define problems and challenges and offer viable interventions that lead to sustainable solutions.
- d) **Lessons learned.** To identify any good practices and lessons that can be applied and replicated in future programming and in other regions.

E. OVERALL APPROACH.

9. The overall approach will be based on both quantitative and qualitative methods; using participatory approaches including, interviews with key informants and stakeholders, focus group discussions and site visits to project sites.

10. The evaluation findings will be based on analysis and assessment of key areas of inquiry as illustrated in the following Exhibit.

Area of inquiry	Indicators	Data collection and analysis	Sources of data
1. Relevance: Assess whether or not the project activities and outputs are relevant appropriate and strategic to CP Outcomes and national goals.	1.1. Project activities address specific areas in the national strategy. 1.2. Project outputs are key to achievement of CP outcome and included as part of the Outcome indicators..	1.1.1. Pair-wise matrix. 1.1.2. Matrix scoring	1.1.1.1 Document review. 1.1.1.2 Document review and key informant interviews..

Area of inquiry	Indicators	Data collection and analysis	Sources of data
2. Efficiency. Determine whether or not the project activities and outputs are delivered cost-effectively.	2.1. Project expenditure is within budget. 2.2. Project activities are directly linked to Outputs.	2.1.1. Content analysis. 2.2.1. Anecdotal evidence.	2.1.1.1. Financial reports. 2.2.1.1. Interviews. 2.2.2.1. Quarterly progress reports.
3. Effectiveness. Determine whether or not the project Output indicators have been achieved, and if they measure relevant changes.	3.1. Community leaders or groups that have been trained. 3.2. Number of projects replicated in communities.	3.1.1. Pre and post intervention scenarios. 3.2.1. Matrix scoring.	3.1.1.1. Project and local government reports. 3.2.1.1. Project site visits and key informant interviews.
4. Impact. Assess whether or not the project outputs are contributing to desired impact on the lives of target communities and groups.	4.1. Number of regions equipped to develop annual plans. 4.2. Number of jobs created at community level. 4.3. Number of beneficiaries who report receiving assistance by gender.	4.1.1. Pair-wise matrix. 4.2.1. Statistical analysis. 4.2.2. Triangulation of data.	4.1.1.1. Document review. 4.2.1.1. Official statistical reports and publications. 4.2.2.1. Focus group discussions with beneficiaries.

F. INDICATIVE WORK PLAN AND SCHEDULE

11. The MTR will be carried out in six weeks over 30 working days as shown below:

Activity	Week 1	Week 2	Week 3	Week 4	Week 5	Week 6
Preparation: Document review and Plan						
Field visit to Guyana for data collection:						
a) Ministry of Local Government/UNDP						
b) Visit to Regions (3, 4, 5)						
c) Presentation of preliminary findings						
Drafting and comments						
Finalize and presentation of report						

G. Provisional Report Structure

12. The evaluation will culminate in a report of about 20 pages plus Annexes, which will be structured as follows:

Title page.....	
Executive Summary.....	
Contents.....	
Acronyms.....	
INTRODUCTION.....	
Background.....	
Objectives and scope of evaluation.....	
EVALUATION METHODOLOGY.....	
Overall approach.....	
Key evaluation questions.....	
Data collection and analysis.....	
Limitations.....	
EVALUATION FINDINGS.....	
Project relevance.....	
Progress towards results.....	
Project effectiveness.....	
Efficiency and management.....	
Factors influencing progress toward outcomes.....	
UNDP contribution to capacity development and institutional strengthening.....	
LESSONS LEARNED.....	
CONCLUSIONS.....	
RECOMMENDATIONS.....	
ANNEXES:	

List of documents reviewed.....	
List of individuals interviewed.....	
Data collection instruments.....	
Evaluation Inception report.....	
Project terms of reference.....	

H. Provisional list of documents

- UNDP CPAP
- CPAP annual and evaluation reports
- Poverty reduction programme (Project document and reports)
- Project document
- Annual work plans (2007, 2008 and 2009)
- Annual reports (2007, 2008, and 2009)
- Management and financial reports; e.g. NEX Audit report
- Steering Committee minutes
- Guyana Poverty Reduction Strategy
- UNDP Social Cohesion project (Project document and reports)
- Ministry of Local Government annual reports/statistics for Region 3, 4 and 5.
- Steering Committee minutes and other reports

I. List of Key Evaluation Questions

In support of implementation of projects at local level

- Are there any local level projects that were developed in the target regions? Identify by year, by region and by type.
- Have any of these projects been implemented? Since when, what are the results, etc.
- Were the projects decided through a participatory process? What are the indicators used to measure the community participation?
- Are there any progress reports made for each project?
- Were these projects successful in creating jobs – how many, what type, where, etc?
- How do the projects address issues of vulnerable groups and gender?
- Are the projects replicable and sustainable – what is the evidence?
- What were the major challenges faced and what solutions were developed in addressing them?

In support of creation of Regional Development Strategies

- Were the RDS developed in Regions 4 and 6? If so, are they effective?
- What role did the project play in the development of the RDS?
- How many people were trained? What areas of training?

- How does the community participate in deciding development priorities?
- How, if at all was civil society engaged?

Contribution to reduction of poverty

- What are the poverty levels pre and post project intervention, for each of the target regions?
- What were the indicators used to measure reduction of poverty? Are the indicators sufficient and appropriate?
- What is current capacity of the RDCs? How is it measured or assessed?
- What is the role of the private sector; and how is it engaged?
- How did the project contribute to improve general well-being of beneficiaries?

ANNEX E

LIST OF COMMUNITY PROJECTS FUNDED AND HIGHLIGHTS FROM VISITS

Year	Region	Community	Project type	Project highlight
2007	3	Leguan	IT documentation service and stationary	Of original 15 project members, only 5 still active. The group had G\$170,000 cash in hand. They have plans to establish a canteen at the school. They currently use an annex to the school library, but they need it to be expanded. They employ 2 paid workers.
		Stanley town	Pig production	Group has 20 members but all not very active. The pigs are kept centrally and one committee member looks after them. The original 9 pigs were sold to raise working capital but they had increased the herd to 35 animals. The Group needs a water pump to draw water. Also facing problem of bats that suckle the pigs at night.
		Meten-Meer-Zorg	Concrete blocks production	Not visited
	4	Ann's Grove	Furniture Manufacturing	The project building was built by youth and they have manufactured and sold 12 desks, 12 church pews, 12 benches and 2 blackboards. Of original 21 members, only 8 still active. The group had G\$14,000 cash in hand. They have a banking account with 4 signatories. Members get paid depending on production and sales. They would like to expand into welding.
		Cane Grove	Sewing, baking, tie and dye, cake icing.	Of the original 15 project members only 3 are still active, and all are female. They have no chairs for the sewing machines, and the two machines need repairs. Their working capital was affected by VAT charges that they had to pay on purchase of materials. When they got exemption, they were not reimbursed the VAT they had paid. The group use a building donated by RDC. There is idle fish pond that they would like to use to attract male participants.
		Yarrowkabra	Chicken production	Not visited

	Region	Community	Project type	Project highlights
	5	Calcutta	Canteen and Concrete block molding	Community was running brick molding and canteen project. 2 people employed in brick molding. Project members had distributed 50% of annual earnings as dividends and reinvested the rest. Community having problem to attract youth to the project. Out of the 15 project members, 10 were female and 4 youths.
		No. 7,	Skills training in Sewing, cooking, baking and crafts	Group had G\$20,000 cash in hand. RDC is refurbishing building for the project, but currently the equipment housed in project chairperson's home.
		Tempie	Sheep production	Although some of the initial sheep had died, the group was planning to make their first distributions in September to new households. Five of the 6-member executive committee were female.
2008	3	Zeelugt	Skills training in Sewing, cooking, baking and crafts	Not visited
		Mariah Johanna	Sheep production	Not visited
	4	Diamond Grove	Goats and sheep production	Group has 24 members. Only 18 people attended the initial community consultation. Some of the sheep died in the beginning. No distributions had yet been made to new households, but they had already identified the families to benefit from the next phase of distribution.
		Mocha	Goats and sheep production	18 households participating. The seven member executive committee had 4 women. Initial animals died from relocation to new environment. Group would like to diversify to poultry and piggery. No training given to members.
	5	Washclothes	IT documentation center and stationary	IT equipment delivered but was stored in NDC chairman's house, because they said there was no security at the school where it was supposed to be stored. Equipment not yet in use. Project members included children in primary and secondary school. The NDC chairman's son would volunteer as trainer.
	6	Grass Field	Sheep production	Not visited

		Community	Project type	Project highlights
		New Forest	Sheep production	15 households participating. Started with 60 animals, now down to 55 due to deaths. Some project members said they preferred quick return projects like poultry, ducks and fish.
		Moleson Creek	Goat and sheep	Initial 40 animals down to 34. The group does not hold regular meetings.
		Maretraite	Duck production	Not visited
	7	Dagg Point	Poultry	Not visited
		Kartabo	River Transport service	Not visited
		Kaburi	Cash Crop production	Not visited
		Quebanang	Cash Crop production	Not visited
	9	Kumu	Pig production	Received 1 boar and 9 soars to start. Community has no experience with pigs, but had not received any training. 2 soars were in hit but not being attended to. Two school leavers working on voluntary basis.
		Parishara	Pig production	Delivery of 1 Boar and 9 Soars within 2 weeks of visit. Had not started reproduction. Have dug a well but need more inputs, pipes, engine, tanks, etc to deliver water to pen. Minimal community cooperation in project.
		St. Ignatius	Cash crop production	130 acre Village garden but not yet planted. No fence was seen, but poles were erected.
		Toka	Cottage industry – cassava products	Not visited
Year	Region	Community	Project type	Project highlights
2009	1	Imbotero	Fish production and processing	Not visited
		Auraurau	Cash crops	Not visited
		Four Miles	Nursery	Not visited
		Koborimo	Poultry	Not visited
	2	Charity	Poultry	Not visited
		Lima sands	Pig and ducks	Not visited
		Bush Lot	Sheep production	Not visited
		Airy Hall sands	Poultry	Not visited
	6	Port Mourant	Goats and sheep	16 households participating. 1 family relocated to different community.
		Kintyre/Borlam	Duck production	Not visited
		Hogstyle/ Lancaster	Duck production	Not visited
		Bound Yard Port	Duck production	Not visited
	7	Batavia	Fish production	Not visited
		Parima	Cash crops	Not visited
		Tassarine	Cash crops	Not visited
	9	Quatata	Cash crops	Not visited
		Tiger Pond	Sheep production	Not visited
		Karasabai	Sheep production	No visited

RECOMMENDATION FOLLOW-UP MATRIX

Issues	Findings	Required Follow-up	Responsible	Timeline
Design	Project has no Results Framework	Review and adjust Results Framework	UNDP Poverty Reduction Unit	November 2009
	Intended results and outputs not clearly defined		PAC	
	AWP have no specific baselines and targets			
Intended results	Project not on track to achieve job creation	1) Adjust the Results Framework to focus on stimulating economic activity 2) Develop new programme with employment creation focus	UNDP Poverty Reduction Unit	1) Nov. 2009 2) June 2010
	No progress on creation of regional development strategies	Consultation with national counterparts	Resident Coordinator and Governance Unit	November 2009
Training	Not conducted consistently for all community projects	Design and conduct appropriate training for ongoing community projects	UNDP and PMT	November 2009
Gender mainstreaming	The project has no specific gender outputs and indicators	Review the project document and Results Framework	UNDP Poverty Reduction Unit/Gender Focal Point	November 2009
Project management	PMT is not inclusive of all active Government Departments	Review composition and expand PMT and PAC	PAC	November 2009
	PAC does not have representatives of CSO	Engage CSO	UNDP PAC	November 2009
Financial disbursements	Delays in disbursements affect project delivery	Conduct follow-up training on procurement and funding procedures with PMT	UNDP	January 2010
Sustainability	Community projects do not have sufficient critical mass to be sustainable after funding phase	Provide additional resources to strengthen ongoing community projects	PAC PMT	January 2010
Impact	Community activities are too small to have a significant impact on the lives of people	Develop new programme to effectively contribute to poverty reduction	UNDP Government Stakeholders	June 2010

EVALUATION TERMS OF REFERENCE

I. Background

Guyana is a low-income country with 2006 per capita income estimated at about US\$974.90. It is thinly populated with about 751,223 thousand people in 182,615 households according to the 2002 population and housing census. Most of the population and economic activities are concentrated on the narrow coastal strip, which lies below sea level at high tides and is protected by a series of sea walls. The economy is basically natural resource-based, with agriculture (mainly sugar and rice), bauxite, gold, and timber accounting for most of the output in the productive sectors.

According to the 2005 progress report of the Guyana Poverty Reduction Strategy, the structural reforms which the Government of Guyana implemented over several years begun to show results. Among the areas in which improvements were experienced are the economy, crime and security and industrial and labour relations.

However in 2004 and 2005, Guyana faced some unique challenges, perhaps, the most serious challenge that the country has experienced and which has had long-term implications for growth and development. Here we refer to the national disaster that occurred in January 2005, which saw unprecedented rainfall and accompanying flooding resulting in the displacement of 70,000 households, and causing economic damage in excess of 57 percent of GDP.

To aid in the reversal of the economic damage caused by the floods and within the context of the Country Programme Action Plan agreed upon between the Government of Guyana and UNDP, a Replicable Local Poverty Linkages Project (RLPLP) was launched. The project seeks to specifically address outcome 3 of the Country Programme Action Plan, which calls for “Replicable Local Poverty Initiatives linked to policy change to be undertaken. An Annual Work Plan (AWP) signed between the United Nations Development Programme (UNDP) and the Ministry of Local Government and Regional Development, on 19 December 2006 sets out the activities to be undertaken in the first year of the four-year project. Among other things, the initiative seeks to support the implementation of projects at the local level that will create jobs for unemployed persons.

This endeavor builds on the work already completed in this area through the Youth Focused Community Based Initiative under the UNDP Social Cohesion Project. The project was initially undertaken in Regions 3, 4 and 5, but has since expanded to Regions, 6, 7 & 9.

Additionally the project was intended to support the creation of Regional Development Strategies (RDS) for two Regions, namely regions 4 and 6. The region 4 & 6 RDS follows on the completion of the Region 10, RDS which was forwarded to the Cabinet for approval.

Region 4 is the most populated region in the country with almost forty-one percent of the population. Region six is the second highest populated region with approximately seventeen percent of the population. The latter region has the highest rate of outward migration. Many of the migrants end up in region 4 in search of jobs bringing with them additional demands on the region.

It is against this backdrop that the need to development strategies for regions 4 & 6 was agreed. The strategies were intended to provide the basis for actions and decisions by the named Regions’.

It is also expected to contribute to the reduction of poverty by providing the tools and building the capacity of the respective RDCs to make more informed decisions in designing and implementing projects geared towards poverty reduction.

II. Overall Objectives

The Consultant will assess:

Programmatic

- ❑ Achievement of project outputs and contribution to UNDP Country programme outcome.
- ❑ The impact of the Project to date on stakeholders and/or on the lives of project beneficiaries;
- ❑ The degree to which Project activities and outputs are of relevance to the Project’s outcomes;
- ❑ The degree to which project activities have been implemented;
- ❑ The quality of the Project’s strategy and design;
- ❑ Sustainability of achievements;
- ❑ The quality of facilitation and training directly provided by project staff or consultants staff; and
- ❑ Make recommendations for adjusting the Project over its remaining lifespan if found to be necessary.

Management

- ❑ The effectiveness and efficiency of the Project management, the extent to which the execution modality lends itself to effectiveness and efficiency, and sustainability of the intervention.
- ❑ The effectiveness of the Project Steering Committee in providing policy guidance to the project.
- ❑ Recommendations for improving project management if required.

III. Scope of Work

Programmatic

Now that the RLPLP has passed the half-way mark of its 4-year designed lifespan, a mid-term evaluation is desired to ascertain the extent to which the project is making progress towards its stated outcomes through the identified strategy of creating jobs, replicating projects while contributing to the reduction of poverty at the community level and the creation of two-RDS. This evaluation will determine whether the strategy is proving effective enough to make an impact on the creation of jobs and contribute to the reduction of poverty at the community level or the creation of the two RDS and make recommendations for adjustments that might be needed. The evaluation will specifically seek out the following indicators:

- a. Number of regions more equipped to develop annual programmes in line agreed regional strategies;
- b. Number of jobs created at the community level;
- c. Community leaders and or groups trained to manage community job creation projects;
- d. Number of projects replicated in a different community.

This evaluation will also assess the extent to which the programme is contributing concretely to the reduction of poverty and whether additional opportunities ought to be prioritized for action.

Management

Programmatic content and value is only attainable through effective programme implementation. Given that a separate financial audit for the project has been done by the NEX auditors, such an evaluation is not included in these terms of reference.

The evaluation will specifically seek out the following indicators:

- a. Clarity of working structures of the Project within the Ministry of Local Government and Regional Development (Min of LG&RD), and whether the financial and programmatic delivery of the Project to date is optimum, given the working structures.

- b. Value added relationship between the Min of LG&RD, the Steering Committee and the UNDP.
- c. Quality of reporting at both the narrative and financial levels.

IV. Expected Deliverables

The deliverables of the consultancy shall be in the form of:

1. *Presentation of initial findings with the Project's Steering Committee and preparation of a PPT presentation.*
2. *Finalising an evaluation report within 6 weeks of date of signing contract.*

V. Conduct of the Work

The consultant will be drawn from outside the UN and donor community, and will be required to provide her/his own support staff if necessary. The consultant will be responsible to the UNDP Resident Representative in Guyana through the Programme Analyst Governance/Poverty.

Upon commencing the evaluation the consultant will discuss with the Min of LG&RD and UNDP the project, its history, partners, activities and challenges. The Min of LG&RD will provide all reports prepared under the Programme as well as the Programme Document. The consultant may also have prior discussions with the Steering Committee.”

The consultant will discuss with the Min of LG&RD and UNDP to determine a list of individuals and organisations in Regions with whom interviews are wished. This list would be based on those existing partners of the Project but could include others.

The consultancy will commence latest June 2009. This consultancy including the interviews and final report will be for a maximum of 30 working days.

The UNDP will support the consultants with all logistical and technical support as may be needed for the satisfaction of these terms of reference.

VII. Competency and Expertise Requirements

The consultant should be skilled in conducting programmatic or project evaluations. Prior exposure to result oriented evaluations and to evaluating poverty reduction projects is a requirement. It is necessary that the consultant has substantive understanding of poverty issues, a demonstrated capacity in policy advise, and knowledge on project management and implementation issues. In addition the consultant must have the following:

- Relevant advanced degree in the Social Sciences
- At least five years experience in the evaluation of projects.