

# INDEPENDENT EVALUATION

## UNDAF 2012-16 GUYANA

BY BARBARA ORLANDINI, PHD

*Independent Consultant*

**FINAL REPORT DECEMBER 2015**

## TABLE OF CONTENTS

List of figures .....	4
List of tables.....	4
List of Acronyms .....	5
Executive Summary .....	7
Purpose of the evaluation .....	7
Short description of methodology.....	7
Main findings and conclusions.....	8
Main recommendations .....	9
Introduction.....	9
Country context .....	9
Evaluation contex: UNDAF 2012-16 and the next programme cycle .....	11
Evaluation scope and objectives.....	13
Evaluation methodology.....	14
Major findings.....	16
Relevance.....	16
Effectiveness.....	16
Overall progress towards outcomes .....	17
Capacity to build stronger partnerships and synergies with the GoG and civil society.....	19
Benefitting marginalized groups, including poor, indigenous groups, and women .....	20
Enhancing gender equality .....	20
Strengthening the capacities for data collection and analysis .....	21
Efficiency.....	21
Sustainability .....	23
Lessons-learned .....	24
Recommendations.....	26
Coordination & Governance .....	26

Programmes .....	26
Partnerships.....	27
Operations .....	27
Annexes .....	28
Annex 1: Bibliography.....	28
publications and reports.....	28
Working documents .....	29
Annex 2: List of people interviewed/FGD .....	30
Annex 3: Outline of interviews /FGD .....	31
Annex 4: Online survey form .....	32
Annex 5: Evaluation matrix.....	38

## LIST OF FIGURES

Figure 1 UNDAF Pillar 1 - Environment and Sustainable Development.....	11
Figure 2 UNDAF Pillar 2 - Inclusive Growth .....	12
Figure 3 UNDAF Pillar 3 - Inclusive Governance .....	12
Figure 4 UNDAF Pillar 4: Human and Social Development .....	13
Figure 5 Level of perceived UN contribution to each outcome by category of respondents.....	17
Figure 6 Extend to which the partnership with GoG and CSOs/other partners grew stronger – all respondents .....	20
Figure 7 Extend to which the UNDAF benefitted marginalised groups .....	20
Figure 8 Extent to which the UNDAF strengthened data capacities .....	21
Figure 9 UNDAF Current Governance Structure .....	21
Figure 10 Planned UNDAF Governance Structure .....	21
Figure 11 Level of UN cost-efficiency and optimization of resources through synergies.....	22
Figure 12 Sustainability – Likelihood that results will be sustained after completion of UNDAF.....	23

## LIST OF TABLES

Table 1 People interviewed .....	15
Table 2 Respondents to the online survey by organizational category .....	15
Table 3 Involvement of respondents in the UNDAF process .....	15
Table 4 Resources 2102-14 by UN agencies .....	17
Table 5 Agencies resources 2012-14 by outcome areas and projected % of delivery .....	18

## LIST OF ACRONYMS

ALARM	Advances in Labour and Risk Management
APR	A Promise Renewed
ART	Antiretroviral Therapy
ARV	Antiretroviral
BoS	Bureau of Statistics
BOS	Business Operations Strategy
CCA	Common Country Assessment
CDC	Civil Defence Commission
CMACA	Common Multi-Country Assessment
CPAP	Country Programme Action Plan
CSO	Civil Society Organisation
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EPRP	Emergency Preparedness Response Programme
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
GBV	Gender Based Violence
GDP	Gross Domestic Product
GECOM	Guyana Elections Commission
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
GFC	Guyana Forestry Commission
GoG	Government of Guyana
GRIF	Guyana REDD+ Fund
GWI	Guyana Water Inc.
HACT	Harmonised Approach to Cash Transfer
ILO	International Labour Organization
IOM	International Organization for Migration
IPC	Indigenous Peoples' Commission
LAC	Latin America and Caribbean
LCDS	Low Carbon Development Strategy
M & E	Monitoring and Evaluation
MAF	MDG Acceleration Framework
MCYS	Ministry of Culture Youth and Sports
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Survey
MIPA	Ministry of Indigenous Peoples' Affairs
MIS	Management Information System
MLHS&SS	Ministry of Labour Human Services and Social Security
MoA	Ministry of Agriculture
MoAA	Ministry of Amerindian Affairs (now changed into MIPA)
MoE	Ministry of Education
MoH	Ministry of Health
MoHW	Ministry of Housing and Water, now Ministry of Communities
MoNRE	Ministry of Natural Resources and the Environment
MTR	Mid-term Review

NHSS	National Health Sector Strategy
PAHO/WHO	Pan American Health Organization/ World Health Organization
PCG	Programme Coordination Group
PCG	Programme Coordination Group
PMTCT	Prevention of Mother to Child Transmission
RCC	Rights of the Child Commission
RCO	Resident Coordinator's Office
REDD	Reducing Emissions from Deforestation and Forest Degradation
SC	Steering Committee
SRH	Sexual and Reproductive Health
TIPs	Trafficking in Persons
TOC	Theory of Change
UBRAF	Unified Budget, Results and Accountability Framework
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCIAG	United Nations Communication, Information and Advocacy Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNETT	United Nations Emergency Technical Team
UNICEF	United Nations Children Fund
UNMSDF	United Nations Multi Country Sustainable Development Framework
WASH	Water, Sanitation and Hygiene

## EXECUTIVE SUMMARY

Guyana is now entering the higher middle-income country by World Bank definition, having reached a GNI per capita of 4,170 USD<sup>1</sup> in 2014. It relies significantly on its natural resources and extractive industry and made significant progress in reducing poverty rates, which stood at 28.7% in 2006 (extreme poverty 18.6). Poverty is largely a regional phenomenon, with by far the largest rates registered in the hinterland. Progress has been made in all the Millennium Development Goals (MDGs), but challenges still remains especially regarding maternal and neonatal health. There is also a significant outward migration, with a 40% of Guyanese population estimated to live outside the country.

The United Nations Development Assistance Framework (UNDAF) was developed in 2010-11 by the UN Country Team (UNCT) and the Government of Guyana (GoG), following an iterative consultative process. The UNDAF is structured around four main pillars, namely Environment and Natural Resources Management (NRM), Inclusive Growth, Inclusive Governance and Human and Social Development. For each pillar a specific outcome was defined and a total of 17 outputs. Since the design of the UNDAF the country underwent significant political changes and a new administration was installed in May 2015.

For the next programme cycle the UN will develop a Multi-country Sustainable Development Framework (MSDF) covering 15 countries of the Caribbean region. Outcomes will be defined at the regional level, while at the country level joint implementation/action plans will be developed.

## PURPOSE OF THE EVALUATION

The evaluation of the UNDAF 2012-16 for the Republic of Guyana was designed to take place in its penultimate year of implementation as directed by the UN Development Group (UNDG). Its main users are the UN Country Team (UNCT), the Government of Guyana (GoG), other development partners in Guyana as well as the wider UN system. Its main purpose is twofold: support accountability for the effective and efficient implementation of the framework; and learning from lessons-learned and emerging best practices. Specific objectives included providing recommendations for the next programme cycle.

## SHORT DESCRIPTION OF METHODOLOGY

The evaluation was conducted between September and December 2015, with a country visit of five working days. It followed the four main evaluation criteria, i.e. relevance, effectiveness, efficiency and sustainability. Evaluation questions were addressed as per the matrix reported in Annex 5 of the full report. Primary and secondary data was used. The former was collected through in-depth interviews, one Focus Group Discussion (FGD), and an online survey. Secondary data was gathered reviewing a number of printed and online material, including programme documents, annual and mid-term review reports, programme evaluations, thematic researches, government plans, etc. Results of the online survey provided quantitative assessment in relation to most of the evaluation questions and were used to support the outcomes of the in-depth interviews and triangulate information.

A major constraint was the weak M&E framework in the UNDAF and the lack of regular monitoring. Available data from the UNDAF Mid-term review and agencies' periodic reports, together with issues arising from the primary data collected, were used to highlight progress towards results. The effectiveness and efficiency of the framework was

---

<sup>1</sup> World Bank national accounts data, and OECD National Accounts data files, retrieved at <http://databank.worldbank.org/data/reports.aspx?source=2&country=GUY&series=&period=> on 12 October 2015. By WB definitions the upper-middle-income economies are separated at a GNI per capita of \$4,125.

assessed analyzing also coordination and governance systems, partnerships, operational set-up and allocation of resources.

## MAIN FINDINGS AND CONCLUSIONS

Overall the UNDAF was found very **relevant** to the country's needs, both at the time of drafting and now. However, it could have been more strategic and focused in its approach. Outcomes are too broadly defined, making them relevant by definition and the internal consistency was often difficult to trace, i.e. agencies' activities appear often to be 'retrofitted' under the most appropriate UNDAF outcome rather than strategically following the framework. The attempt to adopt a Human Rights Based Approach to programming (HRBA) is laudable and reflected in the mainstreamed attention to indigenous people and other vulnerable groups, however the evaluation also noted that a stronger push for human rights' protection and fulfilment was called for.

The **effectiveness** of the UNDAF was explored in particular looking at five main dimensions: overall (collective) progress towards outcomes; capacity to build stronger partnerships and synergies with the GoG and civil society; benefitting marginalized groups, including poor, indigenous groups, and women; enhancing gender equality; strengthening the capacities for data collection and analysis. Notwithstanding the constraints described in the methodology, progress made towards results were analysed both in terms of perception of the surveyed stakeholders and the qualitative reporting by agencies. It emerged that the most successful area of work has been Environment and NRM (focusing on Disaster Risk Reduction and Disaster Response, NRM and access to energy), followed by Human and Social Development (focusing on MDG-related policies and programmes). Some achievements were reached in the area of Inclusive Governance, while less predominant has been the results under Inclusive Growth. The evaluation confirmed a strong partnership with the government which was consolidated during the UNDAF process, while the engagement with civil society would need stronger attention and signalled a missed opportunity. In spite of the focus on marginalized groups in the UNDAF, stakeholders did not perceive the UN programmes benefitting significantly the poor and indigenous groups, but to a certain extent women. However, the actual capacity of the UNDAF to enhance gender equality was poorly rated. Data availability and analysis remain a key challenge for the country and for overall evidence-based policy making. The efforts made by the UN system under the UNDAF to strengthen data capacity are acknowledged, but it is also noted that the gap is still wide.

In terms of **efficiency** the evaluation analysed the capacity of the established coordination mechanisms to leverage synergies among UN agencies as well as other partners in order to optimize resources available and overall cost-efficiency. It is noted that the oversight and coordination system planned for at the time of the UNDAF's design, was not implemented and new ones were designed, with a fundamental lack of government leadership. Although informal coordination between the RCO and Ministry of Finance continued throughout the UNDAF implementation, it lacked a forum and/or a process (e.g. annual reviews) where guidance could have been provided. Overall the GoG, especially line ministries, is satisfied with the level of coordination of the UN agencies, but would welcome a "One UN" approach to be able to capture the entirety of UN contribution and avoid overlaps. Issues of multiple (similar) requests for inputs or technical assistance were pointed out, emphasizing the need to further enhance coordination and joint planning. Advancements were registered in terms of operations harmonisation and common services, but there is space for further efficiency gains if cost-benefits analyses are carried out.

**Sustainability** was analysed as the extent to which the results attained are likely to be sustained after the end of the UNDAF. Overall perception is positive, mainly because most of the programmes are plugged in government's workplans. But this is also indicated as a weak area due to: lack of funding (and resource mobilization opportunities); failing to build in to the programmes proper follow-up activities, including evaluations; limited (absorptive) capacity of the government. The sustainability is also rated differently according to each outcome area, with environment and inclusive governance being considered the most sustainable programmes.



## MAIN RECOMMENDATIONS

Recommendations are grouped under three main headings: coordination/governance; programme; partnerships; and operations. The main ones are reported here and reference should be made to the specific section of the full report.

### COORDINATION/GOVERNANCE

---

1. Establish at the country-level a Programme Management Team (PMT) at the heads of agency level or head of programmes; led by the RC or a rotational UNCT member. It will comprise GoG representatives at key junctures to design the plan, review progress and address challenges.
2. Staff member's performance appraisals to consider their contribution to the UNCT, including their role in inter-agencies coordination mechanisms and delivery of joint initiatives.
3. Continue and expand the RC facilitation role in coordinating development partners.

### PROGRAMME

---

4. Areas for possible UN joint work in the next cycle: social cohesion and inclusive governance; strategic information for evidence-based decision-making; youth development (unemployment, crime and suicide rates); gender-based violence; adolescent pregnancy; maternal and neonatal health; climate change; NCDs.
5. Continue the cross-cutting HRBA, with a focus on marginalized populations, especially according to ethnic lines and place of residence. Consider establishing area-based joint project(s) to also more effectively overcome logistical challenges in reaching the areas of intervention.
6. Leverage the governance mechanisms that will be established for the implementation of the MSDF to support the funding of Guyana's plan together with a country-level resource mobilization strategy.
7. Adopt a theory of change approach in contextualizing the MSDF and developing the joint action plan.

### PARTNERSHIPS

---

8. Adopt the DaO approach to further strengthen the partnership with the government. For consistency individual agencies programmes should be aligned also in terms of overall reporting lines.
9. Engage CSOs, beyond the ones that have been part of the current UNDAF development process, in the planning of the new programme.
10. Develop a strategy for partnering with the private sector under the framework of 'corporate social responsibility' and consider triangular cooperation programmes.

### OPERATIONS

---

11. Suggest the development of a "multi-country BOS" aligned to the MSDF. This, in line with its programme counterpart, would entail seeking savings opportunities at the regional level where relevant while undertaking a cost-benefit analysis of operations at the country level.
12. Consider implementing the 'one office' pillar of 'DaO'.
13. Analyse the feasibility and cost-benefit of establishing a joint operations unit to maximize efficiency and reduce cost of operations.

## INTRODUCTION

## COUNTRY CONTEXT

Guyana has a population of 747,884 (according to the 2012 Population and Housing Census Preliminary Report) with a landmass of 215,000 km<sup>2</sup> extending along the north-eastern coast of South America. It is the only English-speaking country in South America and is bordered by Suriname, Brazil, and Venezuela. Guyana is divided into ten administrative regions and most of the population (89.1 percent) is concentrated in the coastal areas. It is home to at least 6 groups of different ethnic origin, i.e. Indo-Guyanese, Afro-Guyanese, Chinese, those of European descendant and indigenous people (Amerindians). The largest nationality sub-group is that of East Indians comprising 43.5 percent of the population in 2002 (2012 census results by ethnicity have not yet been published). They are followed by persons of African heritage (30.2 percent), those of Mixed Heritage (16.7 percent), and the Amerindians at 9.2 percent.

It is a small and young nation, having acquired full independence from the UK only in 1966. Its ethnic diversity has been source of social tension in the past, especially around elections. The country underwent a change in leadership in May 2015 when a coalition government (APNU – A Partnership for National Unity) was installed putting an end to the 23 year-long ruling by the predominantly Indo-Guyanese People’s Progressive party (PPP)<sup>2</sup>.

The country has made significant economic strides, registering a positive economic growth since 2006 (3.8 percent GDP growth in 2014<sup>3</sup>) and reaching a GNI per capita of 4,170 USD<sup>4</sup> in 2014, which makes it a Higher Middle-Income Country by World Bank definition. Its main resources are linked to the extractive industry and natural resources (bauxite, gold, and forestry<sup>5</sup>). In terms of human and social development, significant progress was made in poverty reduction, whose rate dropped from 43.2 in 1992 to 36.1 in 2006, while extreme poverty declined from 28.7 to 18.6 respectively<sup>6</sup>. Poverty is largely a regional phenomenon, with by far the largest rates registered in the hinterland (regions 1, 7, 8 and 9). Climate change challenges have been grasped as an opportunity to establish a multi-donor trust fund under the REDD+ principles<sup>7</sup>. The country is prone to natural disasters and 40% of the GDP was wiped out in 2005 by floods.

While the country has scored well in making progress toward the achievement of the Millennium Development Goals (MDGs), there are still areas that are lagging behind, such as maternal and neonatal health. People in the hinterland and in rural areas are generally more disadvantaged and vulnerable to poverty. The country (as others in the region) features a very high rate of out-migration, especially among the highly-educated population (it is estimated that 40% of Guyanese actually live outside the country mainly in the US and other OECD countries), determining a deficit of high skilled labour in-country. Youth unemployment, teenage pregnancies, crime, gender-based violence, social tensions are key social challenges to be addressed, underpinned by lack of capacity, paucity of data (especially at the disaggregated level), and limited financial resources.

---

<sup>2</sup> APNU won by a very slight majority over the PPP.

<sup>3</sup> <http://www.worldbank.org/en/country/guyana>

<sup>4</sup> World Bank national accounts data, and OECD National Accounts data files, retrieved at <http://databank.worldbank.org/data/reports.aspx?source=2&country=GUY&series=&period=> on 12 October 2015. By WB definitions the upper-middle-income economies are separated at a GNI per capita of \$4,125.

<sup>5</sup> Oil reserves have also been identified but not yet exploited and triggered a renewed border dispute with Venezuela.

<sup>6</sup> PRSP II, 2011-15, p. 7

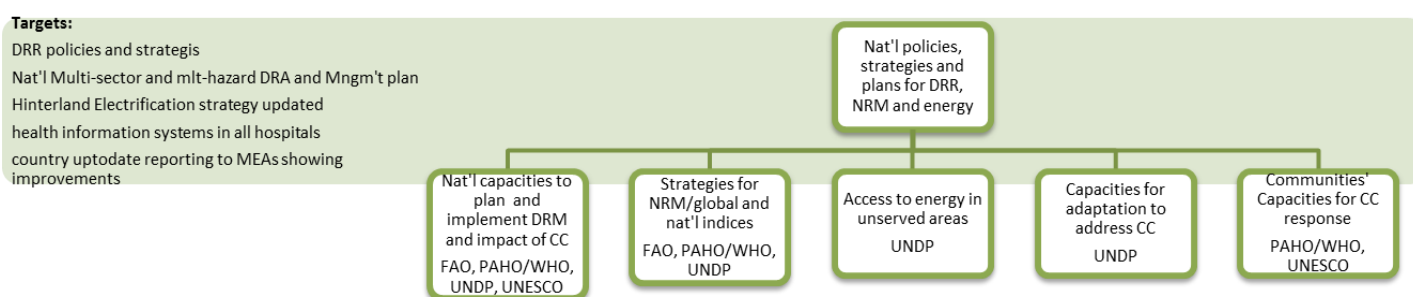
<sup>7</sup> “Pending the creation of an international REDD+ mechanism, the Guyana REDD+ Investment Fund (GRIF) represents an effort to create an innovative climate finance mechanism which balances national sovereignty over investment priorities with ensuring that REDD+ funds adhere to the Partner Entities’ financial, environmental and social safeguards. The GRIF will (i) receive payments for forest climate services provided by Guyana; and (ii) transfer these payments and any investment income earned on these payments, net of any administrative costs of the Trustee and the Secretariat and any administrative fees to the Partner Entities, for projects and activities that support the implementation of Guyana’s LCDS”. Source: <http://climatefinanceoptions.org/cfo/node/205>.

## EVALUATION CONTEX: UNDAF 2012-16 AND THE NEXT PROGRAMME CYCLE

The UN Country Team (UNCT) in Guyana comprises of six resident agencies (FAO, PAHO/WHO, UNAIDS, UNDP, UNFPA, UNICEF) and four non-resident ones (ILO, UNESCO, UN WOMEN, UNV) all signatories of the UNDAF 2012-16 together with the Minister of Finance. According to the UNDAF document, the framework is intended to provide a collective, coherent, relevant, high-impact response by the UN system to the development challenges and priorities of Guyana. The UNDAF was designed based on the Common Country Assessment (CCA) which was finalized in 2011 in partnership with the Government of Guyana (GoG). It is fully aligned with the national development agenda as elaborated in the Poverty Reduction Strategy Paper (PRSP II), the Low Carbon Development Strategy (LCDS), and to some extent with the National Competitiveness Strategy, the Constitutional Reform Plan, the National Health Sector Strategy, the Agricultural Development Plan, the Guyana Food and Nutrition Security Strategy, and the Education Sector Plan. The UN agreed with the GoG that in order to contribute to national priorities, and in line with its mandates and expertise, the UNCT should focus on: Environment and Sustainable Development; Inclusive Growth; Inclusive Governance; and Human and Social Development. These four pillars were then translated into four specific outcomes and 17 outputs as described in the diagrams in the following pages (the outcomes and outputs are not reported verbatim for lack of space. They were slightly reworded to show the overall area of intervention).

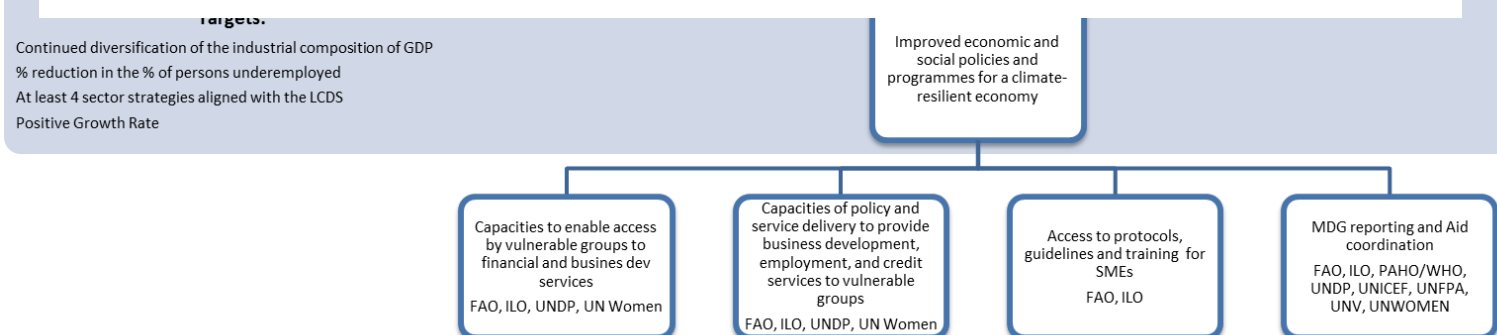
It should be noted that the UNDAF was designed under the former administration and it is reported by several of the people interviewed by the consultant that the overall political climate was not particularly conducive for an inclusive and open process. This reportedly affected also its M&E framework as well as its scope. Nevertheless it is clear that a conscious effort was made by the UNCT to adopt a Human-Rights Based Approach (HRBA) by, in particular, mainstreaming a focus on vulnerable populations and making reference to the relevant human rights mechanisms. The framework also features an 'upstream' approach, strategically positioning the UN system as a valuable and impartial referent for policy support and capacity building.

**Figure 1 UNDAF Pillar 1 - Environment and Sustainable Development**



However, the UNDAF also presents several criticalities. First of all, the M&E framework is extremely weak, partially due to the reasons mentioned above. Indicators are not clearly defined and, most importantly often lack baselines and/or relevant targets as well as reliable and viable means of verification. The vertical (causal linkages between outcome and related outputs) and horizontal (capacity of the indicators to be verified and effectively measure progress towards the result) logic it is not always clear and the underpinning theory of change - TOC (i.e. explaining how and why certain interventions should lead to the stated results especially at the higher level) is not explicit. This can also be partially observed in the diagrams below and better analysed in the full UNDAF document. The quality of the framework thus poses serious limitations to its evaluability. Progress against outcomes and outputs are difficult to assess in the absence of a consistent and verifiable monitoring framework. Furthermore, although the

**Figure 3 UNDAF Pillar 2 - Inclusive Growth**

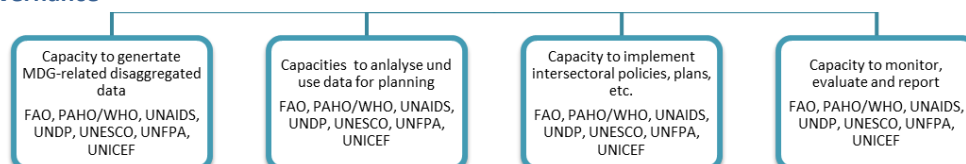


UNDAF indicates that the four priority areas will be the focus of concerted UN efforts it does not indicate how and why the “whole should be greater of the sum of the parts”.

An internal mid-term review (MTR) was conducted in 2014 to assess the status of implementation using as proxies the targets set under the UNDAF at the outcome level. Although, in view of the limitations of the M&E framework briefly described above, the MTR cannot be used as an objective assessment of progress made towards the results set in the UNDAF, it provides an interesting snapshot of the achievements made by the UN agencies in the first two and half years of implementation loosely linked to the four main outcome areas, and as such it will be used as a reference in this evaluation. Challenges registered during the review also resonate in the present evaluation. It should also be noted that UNDAF annual reviews have not been conducted, which usually represent a valuable and essential information base for the evaluation on an UNDAF. This is also linked to the fact that the governance structure presents limitations (as explored in more details under the assessment of the ‘efficiency’ of the framework). A formal UN/GoG steering committee was never established nor joint results groups to oversee the implementation of each outcome areas. A Programme Coordination Group (PCG) is in place and tasked with overseeing the implementation of the UNDAF. It played a critical role in mapping ongoing UN work in the country under the headings of the UNDAF and identify new areas for joint collaboration. However, although the PCG is an effective coordination mechanism to share information and monitor progress, it lacked the participation and guidance of the GoG.

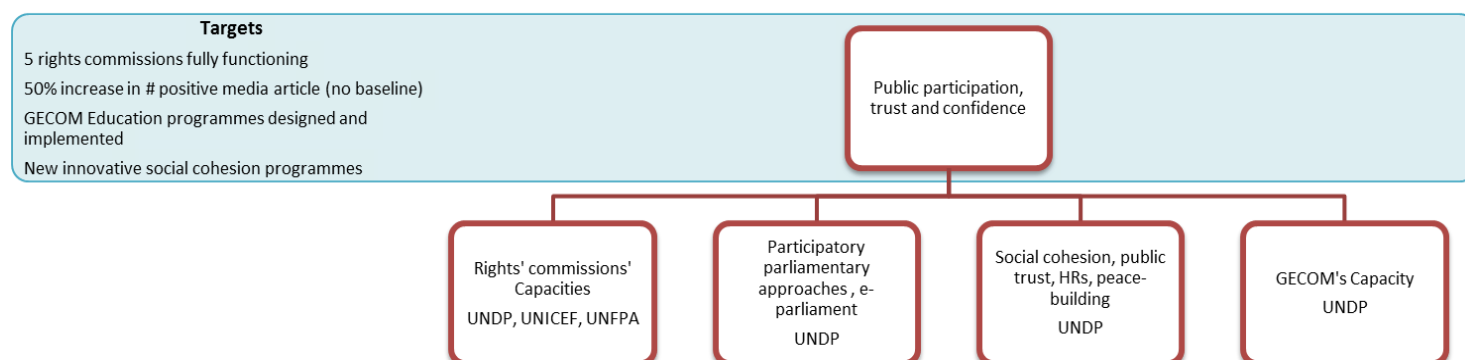


**Figure 2 UNDAF Pillar 3 - Inclusive Governance**



For the next programme cycle the UN Development Group for Latin America and the Caribbean (UNDG/LAC), having

**Figure 4 UNDAF Pillar 4: Human and Social Development**



assessed the situation, has already resolved to embark on a multi-country UNDAF for the Caribbean region. This needs to be taken into consideration in putting forward recommendations in this evaluation. A consultant has on behalf of the Steering Committee of Resident Coordinators for the Multi-Country UN Sustainable Development Framework (UN MSDF) already drafted a “Common Multi-Country Assessment” (CMCA) which analyses the main development challenges facing the Caribbean region in the context of the Post-2015 agenda and human rights commitments, the outcome of the third International Conference on Small Island Developing states (The Samoa Pathway) and the Sustainable Development Goals (SDGs). Based on this a United Nations Multi-Country Sustainable Development Framework (UNMSDF) will be designed as the collective and integrated response of the UN system in the Caribbean. The CMCA identifies a number of common challenges grouped in four areas, i.e. economic, social, environmental, and governance. According to the CMCA “this approach is expected to lead to better strategic positioning to leverage regional resources, and serve as a resource mobilization framework while strengthening capacity to support implementation and monitoring. It will also increase UN integration, coordination and coherence.”

## EVALUATION SCOPE AND OBJECTIVES

This independent evaluation is in line with the requirements set by the UN Development Group (UNDG) and of the Quadrennial Comprehensive Policy Review (QCPR). It takes place in the penultimate year of the UNDAF implementation and it is commissioned jointly by the UNCT and the GoG.

According to the TOR and further advice of the Evaluation Management Group, the **purpose** of this evaluation is two-fold:

- To support greater learning about what works, what doesn't and why in the context of the UNDAF. This evaluation will provide important information for strengthening programming and results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle, when a Caribbean multi-country UNDF will be prepared and for improving United Nations coordination at the country level. The UNCT, host government and other UNDAF stakeholders can learn from the process of documenting good practices and lessons learned and use it to support decisions for their post-2015 priorities.
- To support greater accountability of the UNCT to UNDAF stakeholders. By objectively verifying results achieved within the framework of the UNDAF and assessing the effectiveness of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, including

national counterparts and donors, to hold the UNCT and other parties accountable for fulfilling their roles and commitments.

Furthermore the TOR indicates the following **specific objectives**, to provide objective conclusion on:

- The status of UNDAF outcomes, outputs and targets as of June 30, 2015;
- The contribution made by the UNCT to the results identified in the 2012-2016 UNDAF;
- The factors that have affected the UNCT's contribution (learning shortfalls; the challenges and how they were overcome or why they were not overcome);
- Recommendations for improving the UNCT's contribution for incorporation into the next UNDAF;
- Priorities which should be considered for the next programme cycle.
- Lessons learned about the interactions among the different agencies, government and other development partners to inform how to better interact in the next UNDAF.

The **substantive scope** of the evaluation, according to the TOR, is to analyse the relevance, efficiency, effectiveness and sustainability of the UNDAF, as well as its capacity to enhance UN coordination leading to a more cost-effective and strategic positioning of the UN in the country. Through these four main criteria, the UNDAF will be also evaluated against the UNDAF programming principles (human-rights based approach, gender equality, environmental sustainability, result-based management and capacity development).

## EVALUATION METHODOLOGY

The evaluation was carried out in accordance with the principles outlined in both the UNEG Norms and Standards for Evaluation in the UN System and by the UNEG Ethical Guidelines for Evaluation, as well as the OECD/DAC evaluation criteria. The following key principles are highlighted:

- Impartiality – the same questions have been systematically asked to all stakeholders, both through questionnaires (for quantitative analysis) and face-to-face interviews. This allowed to triangulate findings.
- Independence – The evaluator has never worked in Guyana, and although she has long experience with the UN system was never involved with its operations in the country.
- Confidentiality – respondents were given assurances of confidentiality. All information collected remains confidential to the evaluator as indicated in the questionnaire and as it has been stated upfront during the interviews.
- Inclusivity – the evaluation took a participatory approach and reached out to all suggested stakeholders ensuring that also civil society and other international partners were included. Given the scope of the evaluation, and the limited time and resources, it was not possible to reach out to the direct beneficiaries but selected agencies' implementing partners in the civil society sector were included in the research.

**DATA COLLECTED WAS BOTH PRIMARY AND SECONDARY. SECONDARY DATA CONSISTS MAINLY OF UNDAF-RELATED DOCUMENTS, INCLUDING AGENCY-SPECIFIC PROGRAMME DOCUMENTS (SEE**

Annex 1: Bibliography), while primary data was collected through face-to-face interviews, focus group discussions and online-administered questionnaires. Information thus collected have been used to draw conclusions on the four main evaluation criteria as well as derive lessons-learned and recommendations for the next UNDAF cycle as per evaluation questions matrix included in the inception report. Information and data arising from the reports available was compared across documents (e.g. UNDAF matrices with results matrices of the CPAPs and UNDAF MTR with individual agencies' reports).

Observations and information collected through the in-depth interviews and FGDs were organised along the questions of the survey and the overall evaluation questions and compared to draw conclusions. Issues raised in the interviews or reported in the survey were validated, where possible, against documents and reports.

**Table 1 People interviewed**

Category	Number	Percentage
UN system	10	45%
Government of Guyana	6	27%
Bilateral development partners	2	9%
Civil society Organisations	2	9%
<b>Total</b>	<b>22</b>	<b>100%</b>

A mission in Georgetown was conducted from the 28<sup>th</sup> October through 2 November 2015 inclusive. During the visit, the evaluator was briefed by the Resident Coordinator Office (RCO) and the Evaluation Management Group (EMG) and conducted 22 in-depth interviews as well as

a Focus Group Discussion (for a full list see Annex 2: List of people interviewed/FGD). The interviews followed the outline reported in Annex 3: Outline of interviews /FGD. Breakdown by interviewee is provided in **Error! Reference source not found..**

The online questionnaire, administered through SurveyMonkey (see

Annex 4: Online survey form) was sent to about 50 stakeholders (including those interviewed) but the response rate was around 58%. The number of respondents (see Table 2) was not high enough to analyse responses by group of stakeholders and were by and large analysed in totality.

**Table 2 Respondents to the online survey by organizational category**

Answer Choices	Responses
United Nations (agency or programme)	40.74% 11
Government of Guyana	22.22% 6
Civil Society Organisation	25.93% 7
International Development Partner	11.11% 3
<b>Total</b>	<b>27</b>

Furthermore, in analysing the responses to the survey, it should be bear in mind that the majority of the respondents were only involved at some stages of the UNDAF process and, in many cases, only in a rather shallow way (see

Table 3).

**Table 3 Involvement of respondents in the UNDAF process**

	Very involved –	Moderately involved –	Slightly involved –	Not at all –	Total –
<b>Design (planning the process, consultations)</b>	<b>13.33%</b> 4	<b>13.33%</b> 4	<b>23.33%</b> 7	<b>50.00%</b> 15	30
<b>Drafting of the UNDAF document (contributed to the definition of the results matrices)</b>	<b>11.11%</b> 3	<b>22.22%</b> 6	<b>7.41%</b> 2	<b>59.26%</b> 16	27
<b>Implementation</b>	<b>14.29%</b> 4	<b>42.86%</b> 12	<b>10.71%</b> 3	<b>32.14%</b> 9	28
<b>Monitoring, mid-term review</b>	<b>17.24%</b> 5	<b>17.24%</b> 5	<b>31.03%</b> 9	<b>34.48%</b> 10	29



## MAJOR FINDINGS

### RELEVANCE

The overall UNDAF was no doubt relevant at the time of its design and still is in the current context. Analysis of the documents and discussion with relevant stakeholders confirmed the strong alignment to government's strategies and plans, practically across the board (i.e. all outcome areas and by and large as it pertains to the outputs), as well as the appreciation of the UN in general as a trusted and valuable partner. More than half of the respondents of the online survey consider the UNDAF "Very Relevant".

However, the following weaknesses are also noted:

1. Outcomes are broadly defined, allowing to cover a vast range of interventions and thus being relevant 'by default'. As one of the interviewees put it "it's everything under the sun", not a strategic and focused framework.
2. Internal consistency is sometimes difficult to trace. In particular, if we look at the mapping of activities being implemented by the agencies, it is clear that in many cases these are retrofitted in the UNDAF's results matrices and not necessarily derived from an articulated theory of change. To quote another interviewee "relevance is theoretical, you need to look at agencies' programmes". This is partially corroborated by the answers to the question "Has the implementation of the UNDAF, i.e. the programmes and projects supported by the UN agencies, clearly contributed to the achievement of the different outcomes stated in the UNDAF?", where across all outcome areas the majority of respondents seem to consider the internal consistency to be only 'moderate'. The possible exception being in the area of environment and natural resources management where over 47% of respondents felt that the programmes were "Very relevant" to the achievement of the stated outcome (no significant differences have been registered across categories of respondents).
3. While there was a clear attempt by the designers to adopt a HBRA in crafting the UNDAF, several interlocutors, as well as some comments collected through the online questionnaires, noted that a stronger human rights stance should have been taken by the UN to be more relevant in the given country context. Some argued that the whole UNDAF process should have been postponed to a time when the political environment was more conducive. The evaluator's impression is that, considering the inter-governmental nature of the UN and the opportunity the UN system still had to contribute to the advancement of human development in the country, the UNCT took a practical and forward looking approach. However, in order to remain a relevant partner to the country and fulfill its mandate, the UNCT should consider, given the new political environment, to work in the future more openly on politically sensitive issues, such as fulfillment of human rights and conflict prevention/transformation.

### EFFECTIVENESS

The effectiveness of the UNDAF was explored in particular looking at five main dimensions:

1. Overall progress towards outcomes
2. Capacity to build stronger partnerships and synergies with the GoG and civil society
3. Benefitting marginalized groups, including poor, indigenous groups, and women
4. Enhancing gender equality
5. Strengthening the capacities for data collection and analysis

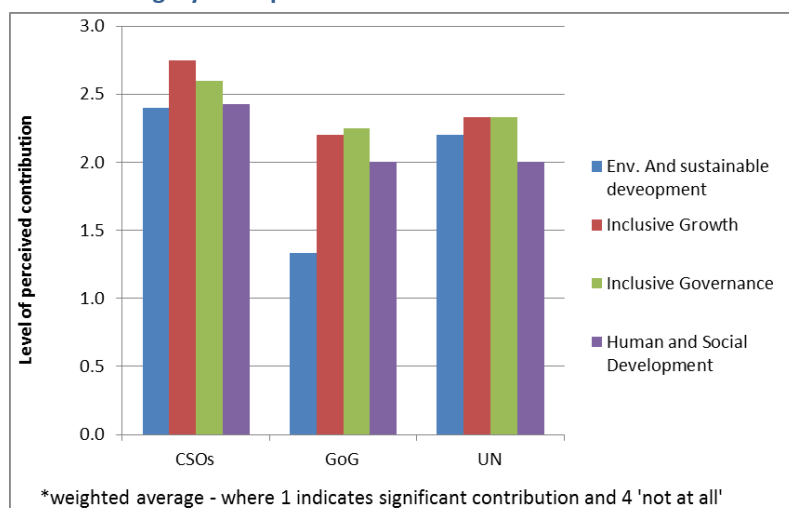
These will be briefly analysed one by one.

## OVERALL PROGRESS TOWARDS OUTCOMES

The UNDAF M&E framework did not allow for a systematic analysis of progress made towards set targets and since annual reviews were not conducted it was not possible to draw from that statistical evidence. However, reference is being made to the MTR as well as other qualitative evidence collected and analysed.

Overall, it is clear that the greatest progress was made in the area of Disaster Risk Management and Disaster Risk Reduction (outcome area 1) and in some aspects of outcome 4 (Human and Social Development). This is reflected

**Figure 5 Level of perceived UN contribution to each outcome by category of respondents**



in the estimated resources dedicated to these areas as reported in the internal mapping of the UN activities in Guyana (see Table 5 below). Responses to the survey also support this perception, although a significant share of respondents (over 48% across all outcomes) consider the UN contribution towards the achievement of the outcomes to be only “moderate” or “slight”, with the areas of “inclusive growth” and “inclusive governance” rating lower than the others. Here is also interesting to see how the perception differs depending on the category of the respondent, with CSOs having a more critical view across all outcome areas (but again outcome 2 and 3 scoring lower than the others), while the government and the UN have a more positive outlook (see Figure 5).

Also in terms of agencies' financial contribution the majority of resources went to the first outcome area, with over 40% of the total envelope up to the end of 2014 (see Table 4); followed by programmes on Human and Social Development (focus on MDGs-related policies and programmes) with almost 30%; the least funded area was the one on inclusive governance (with programmes on public participation building trust and confidence) with only 1.7% of the resources. The agencies also carried out some specific interventions that fall outside the 4 main priority areas identified in the UNDAF, which absorbed so far about 9% of the programme budget (half of this went to a UNDP programme aimed at improving solid waste management). If this speaks to the “importance” (at least in financial terms) given to each outcome area, the estimated percentage of delivery against resource commitments give us a sense of where more progress was made. Table 5 shows this estimation. Although this is a rough calculation based on the figures of the two largest agencies of which we have the allocated resources as stated in their respective CPDs, the result is rather clear, confirming that the outcome areas where more advancements were registered

in the estimated resources dedicated to these areas as reported in the internal mapping of the UN activities in Guyana (see Table 5 below). Responses to the survey also support this perception, although a significant share of respondents (over 48% across all outcomes) consider the UN contribution towards the achievement of the outcomes to be only “moderate” or “slight”, with the areas of “inclusive growth” and “inclusive governance” rating lower than the others. Here is also interesting to see how the perception differs depending on the category of the respondent, with CSOs having a more critical view across all outcome areas (but again outcome 2 and 3 scoring lower than the others), while the government and the UN have a more positive outlook (see Figure 5).

**Table 4 Resources 2102-14 by UN agencies**

Agency	Total Agency Resources	Percentage
FAO	1,744,122	3.91%
ILO	52,077	0.12%
IOM	1,826,400	4.10%
PAHO/WHO	2,597,074	5.82%
UN Women	350,000	0.78%
UNAIDS	5,000	0.01%
UNDP	28,731,322	64.43%
UNICEF	9,156,020	20.53%
UNFPA	132,000	0.30%
<b>Total resources</b>	<b>44,594,015</b>	<b>100%</b>

are Environment and Natural Resources Management (DRR, NRM and Access to clean energy and Human and Social Development (MDGs-related policy and programmes). In spite of the very little resources allocated to 'inclusive governance' and the minimal disbursement in the first three years of implementation of the UNDAF in this area, the funds seems to have been effectively placed if we compare it in relative terms with the overall perceived progress made in this area by stakeholders (when compared to the other outcome areas).

Reviewing the 'weight' of the different members of the UNCT, we can observe that two agencies (UNDP and UNICEF) cover more than 85% of total delivery (see **Error! Reference source not found.**). This triggers reflections on the cost-efficiency of the overall coordination mechanisms, which will be explored later.

**Table 5 Agencies resources 2012-14 by outcome areas and projected % of delivery**

Outcomes	Total Agency Resources 2012-14*	% of total resources	% Delivery against programmed**
DRR, NRM access to clean energy	17,986,827	40.3%	71%
Creation of climate-resilient economy	8,870,505	19.9%	59%
Public participation, trust and confidence	778,000	1.7%	17%
MDGs policy and programmes	13,258,377	29.7%	76%
Beyond the 4 outcomes	3,700,306	8.3%	-
<b>Overall total resources</b>	<b>44,594,015</b>	<b>100%</b>	<b>68%</b>
*As reported by agencies in the 'mapping' pulled together by PCG			
**Calculated against the programmed funds of UNDP and UNICEF and projection made based on their relative weight viz the entire UNDAF delivery			

In the area of **Environment and Sustainable development**, the overall outcome ("National policies, strategies, and plans for disaster risk reduction (DRR), management of natural resources, and access to clean energy and services developed, implemented, monitored, and evaluated") is rather broad. A number of outputs were produced in the course of the UNDAF implementation linked to this overarching outcome. Of particular relevance are the following:

- Supported the preparation of
  - ✓ Emergency Shelter Management Policy
  - ✓ Strategic Plan for the Civil Defence Commission (CDC) 2014 – 2017
  - ✓ National Multi-hazard Preparedness and Response Plan (MHPRP)
  - ✓ Disaster Risk Management (DRM) Policy
  - ✓ Early Warning System (EWS)
  - ✓ Disaster Risk Management Plan for the Agricultural Sector
  - ✓ Child Protection Sector Emergency Preparedness Response Programme (EPRP) plan
  - ✓ Ministry of Natural Resources and the Environment (MNRE) Strategic Plan
  - ✓ National Policy on Inland Fisheries and Aquaculture
  - ✓ Five year Strategic Plan for Inland Fisheries development in Guyana
- Climate change education was integrated into the curricula at all levels
- The DRR platform launched
- The hinterland energy strategy updated to include a resource mobilization

Moving on to the second outcome area, on "**inclusive growth**", which was translated into "improved economic and social policies and programmes to enable the creation of a climate-resilient economy in the context of the Low

Carbon Development Strategy” the most notable achievement has been through the support provided under the GRIF Amerindian Development Fund, designing mechanisms for bottom-up community-based economic development (and this is where the majority of UN funding for this area was disbursed). Although a vast array of TA was provided under this area, it was difficult from the documentation analyzed, to infer the actual results derived from these interventions (and no reference to them was made by stakeholders during interviews), which might become evident after the end of the UNDAF implementation.

The area of “**inclusive governance**” (Strengthened public participation, trust, and confidence in national governance institutions, including the five Rights Commissions, the Parliament, and Guyana Elections Commission) was possibly the most challenging for the UN system to address in the past four years. The political environment was reportedly not conducive to make big strides in this area. In spite of efforts made, for example, in supporting the functionality of the rights commissions, these have not yet translated into action. Likewise, a juvenile justice bill developed even before the timeframe of this UNDAF was halted at the political level up to 2014. In general, the in-depth discussions with the stakeholders revealed a sense of frustration for not being able to work on human rights issues, social cohesion and public security as the situation in the country would have warranted and in line with the mandate of the UN system. Nevertheless, there have been some notable advances in this area as reported in the MTR. In particular two main results were brought to the attention of the evaluator by the government and international partners, i.e. the opening up of the parliament making accessible to the citizens its proceedings and discussions through a revamped and functional website; peaceful and credible election process, where the UN contributed facilitating communication also among international interested partners.

Pillar 4 of the UNDAF, on Human and Social Development, aimed at having “National development plans, policies, programmes and legislation (where required) formulated, implemented, monitored, and evaluated to achieve the MDGs, with special attention to key populations at higher risk and the progressive realisation of human rights”. This is where the coming together of the UN family possibly brought more significant results and appreciation. The UN has been perceived as ‘acting as one’ when working on HIV/AIDs related issues, on Youth (exemplary has been the collaboration between UNICEF and UNFPA to jointly develop a youth policy leveraging on their respective comparative advantages in the country), gender-based violence, and maternal health. Specific results highlighted during the evaluation include:

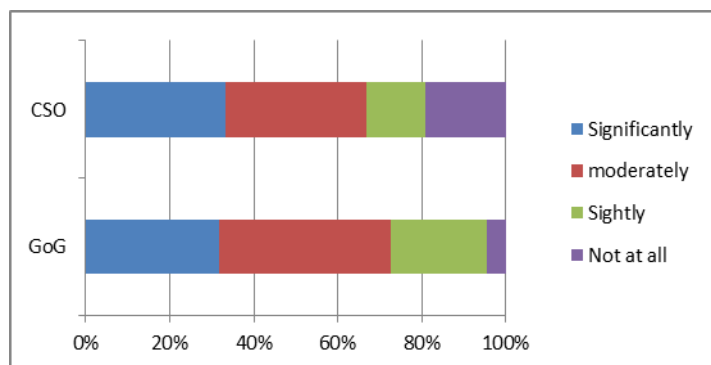
- ✓ Development of the MDG Acceleration Framework on maternal health
- ✓ Improvements in maternal health through the Advances in Labour and Risk Management (ALARM) and Resuscitation capacity building initiatives, with a reduction of cases in the hinterland
- ✓ Health Vision 2020 officially launched in December 2013
- ✓ Data and analysis made available through the Multiple Indicator Cluster Survey (MICS), research on adolescent pregnancy and support to 2012 CENSUS
- ✓ UN HIV Joint Programme Support developed and aligned with the HIV National Strategic Plan, UNDAF and Unified Budget, Results and Accountability Framework (UBRAF) – reduction in PMTCT, increase in access to ARVs, decline of infection rate in key population, good overall awareness of HIV/AIDS country-wide.
- ✓ Food and Nutrition Security Strategy finalized and Action Plan developed, including a Nutritional Plan of Action to address anaemia in children/pregnant women, malnutrition and stunting in children in Hinterland Regions completed
- ✓ Gender-based violence awareness raised, including a National Action Plan for the implementation of 2010 Sexual Offences Act and the 1996 Domestic Violence Act

---

## CAPACITY TO BUILD STRONGER PARTNERSHIPS AND SYNERGIES WITH THE GOG AND CIVIL SOCIETY

The overall perception is that under the UNDAF the partnership grew stronger with the Government of Guyana and to a certain extent with civil society organisations and other partners. If we look at the outcome of the online survey

**Figure 6 Extend to which the partnership with GoG and CSOs/other partners grew stronger – all respondents**



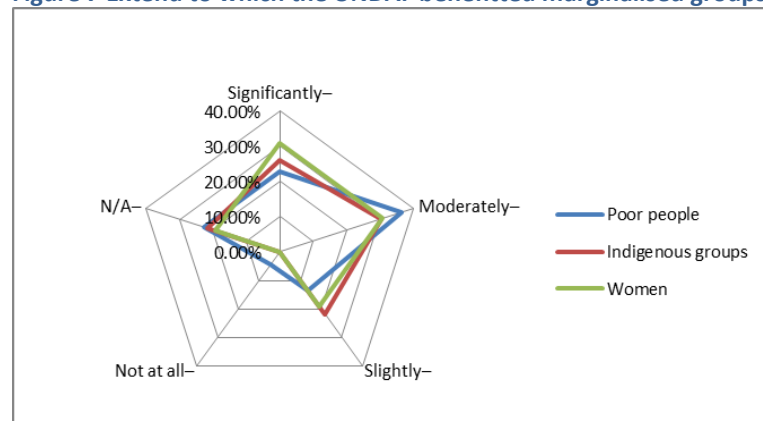
in this regard (Figure 6), we can see that almost 30% of the respondents feel that both the partnership with the government and with CSOs and other development partners was significantly reinforced. However, in the case of CSOs and other partners we find that almost a respondent in three considered that the partnership was only slightly or not at all enhanced. This perception was also captured in the comments to the questionnaire and emerged in the in-depth discussions. Again, the government's (negative) perception of NGOs was mentioned as a hurdle for the UN to actively/deeply engage with the civil

society sector in Guyana, both by UN representatives and NGOs. In particular the civil society representatives acknowledged the fact that the UN works very closely with the government and this is sometimes detrimental to an effective collaboration with CSOs. Likewise UN staff noted the need for the UN to engage more with CSOs and CBOs in order for their interventions to have more impact on the ground.

## BENEFITTING MARGINALIZED GROUPS, INCLUDING POOR, INDIGENOUS GROUPS, AND WOMEN

The UNDAF, adopting a human rights-based approach, emphasized the need to reach out to vulnerable populations.

**Figure 7 Extend to which the UNDAF benefitted marginalised groups**



However, this was not reflected in the M&E framework, both for lack of data and 'political interference'. The consequence being that the efforts made to benefit these groups were not registered by the stakeholders. Almost a third of the respondents to the online survey either did not respond to this question or chose "N/A". The rest provided a lukewarm assessment, with the majority considering the UN work benefitting marginalized groups on 'moderately', with the possible exception of 'women' (see Figure 7). It is

interesting to see that The UN is not perceived to have significantly benefitted indigenous people, in spite of the relevant focus on this group in the UNDAF. From the comments provided and the interviews, emerges a difficulty in identifying the benefit brought to these populations by the UN, however the work done with young people and children and the success in reaching out to marginalized population at risk in HIV-related work was often noted. Likewise in the area of DRM and DRR it seemed that the UN managed to raise awareness and knowledge on the specific needs of vulnerable population, including women, children, female-headed households, and the disabled. The need to work in a more focused and concerted manner on specific geographical areas, where pockets of vulnerability are more evident, was voiced by almost all interviewees.

## ENHANCING GENDER EQUALITY

Enhancing gender equality was not this UNDAF’s forte. Most of the respondents (46%) thought that the UNDAF only moderately contributed to the attainment of gender equality, and over 30% thought it did only slightly or not at all. Most of the people interviewed equated gender equality with the work done in terms of gender mainstreaming or raising gender-sensitive approaches, for which the UN’s efforts are widely acknowledged. However as one of the respondents note “There is great focus on awareness sessions on understanding gender and gender socialisation (...) However there is (a) need for more attention to policy and robust programmatic interventions to create an enabling environment for gender equality within the society”.

STRENGTHENING THE CAPACITIES FOR DATA COLLECTION AND ANALYSIS

Figure 8 Extent to which the UNDAF strengthened data capacities

Significantly	Moderately	Slightly	Not at all	N/A	Total	Weighted Average
16% 4	36% 9	20% 5	12% 3	16 % 4	25	2.33

As noted in the section above on the progress made in outcome area 4, the support provided to data collection and analysis is

acknowledged and appreciated. However, it is also clear that this was not enough to actually fill the significant gaps on data availability and analytical capacities to use it for evidence-based policy making. The online survey provided an overall positive picture (see

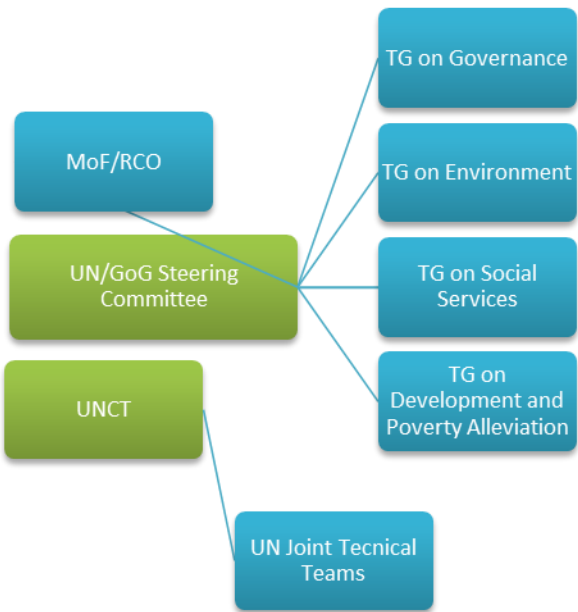
Figure 8), with 52% of the respondents who considered that the UNDAF

strengthened the capacities for data collection and analysis to ensure disaggregated data on the basis of sex, age, and geographic location ‘significantly’ or ‘moderately’.

EFFICIENCY

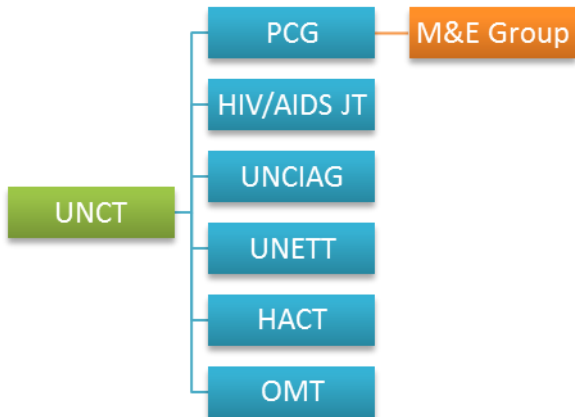
In analyzing the efficiency of the UN system in delivering the UNDAF, the evaluation explored the capacity of the established coordination mechanisms to leverage synergies among UN agencies as well as other partners in order to optimize resources available. The UNDAF implementation should have been overseen by a joint (UN/GoG)

Figure 10 Planned UNDAF Governance Structure



Steering Committee, led by the Ministry of Finance on the government side, whose role was to provide guidance, ensuring that the UNDAF continued to be relevant and progress made towards the set results. An articulated

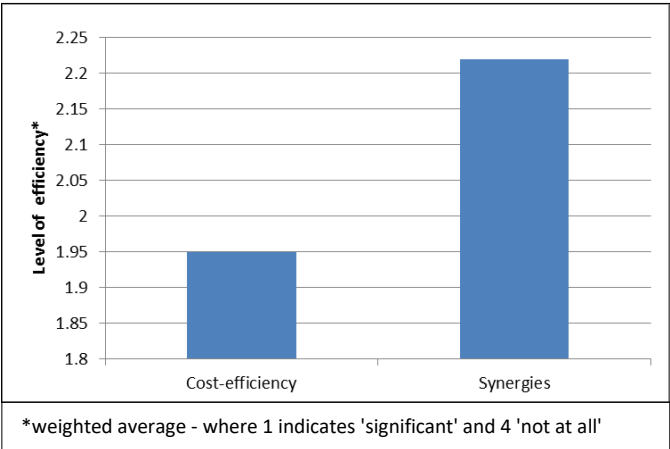
Figure 9 UNDAF Current Governance Structure



governance structure was foreseen at the time of the drafting of the UNDAF as reported in Figure 10. UN agencies and concerned LMs would have guided the implementation of the UNDAF in each outcome area coming together in high-level Thematic Group (TG) to be convened quarterly. On the UN side, under the coordination support of the RCO, joint technical teams would have been formed to facilitate monitoring of ongoing UN interventions. In reality, in spite of efforts made, the Steering Committee was never formalized and the high-level TG did not function during the implementation of the UNDAF. Informal coordination between the RCO and MoF continued throughout, but missed the overall joint strategic guidance and ownership that the SC should have provided. The lack of government leadership and joint oversight was felt in particular by the UN and cited as one of the most significant hurdle to effectively implement the UNDAF. On the other hand, the government expressed interest for the UN to further work as One, harmonizing its planning mechanisms and promoting cross-sectorial coordination and programming.

At the sectorial level government counterparts were by and large satisfied with the level of coordination with the UN system and emphasized the capacity of the UN family, especially in health-related issues, to come together “as a united front” noting that there was a gradual improvement in this regard in the last few years. Space for

**Figure 11 Level of UN cost-efficiency and optimization of resources through synergies**



improvement is still present, especially when it comes to coordinating also with other development partners. Issues of multiple (similar) requests for inputs or technical assistance were pointed out, emphasizing the need to further enhance coordination and joint planning.

On the UN side the coordination structure was there which led to a number of joint initiatives, also beyond the UNDAF. However, it was also noted that the coordination failed to move beyond the mapping of ongoing activities and embark in joint planning, let alone joint implementation. The impression is that the UNDAF did not provide the strategic guidance for joint efforts, but rather that new initiatives naturally emerged as UN agencies

sought opportunities for joint interventions and resource mobilization. The fact that annual reviews were not conducted, and that agencies led their own mid-term review exercises (with no linkages to the UNDAF MTR), were missed opportunities to jointly reassess the effectiveness of UNDAF implementation and strategically discuss possible adjustments, including resource allocation, shifting priorities, prospects for joint programmes.

Also, in terms of efficiency gains, the UN made some mild progress through the work of the OMT, including a common contract for security services, a shared agreement for fuel supply as well as looking into other possible long –term agreements (LTAs) with suppliers. This is an area in which the UN can probably advance significantly benefitting in terms of savings and overall efficiency. The UN presence in Guyana is small. Of the six agencies with office in the country, four are fully-fledged country offices (UNAIDS, UNDP, PAHO/WHO, FAO), one covers both Guyana and Suriname (UNICEF), and another is a subsidiary office with representative sitting in the regional hub (UNFPA). Each office maintains a minimum operations skill-set and have their own premises. As the UNCT embarks in a light Business Operations Strategy (BOS) this will be the opportunity to explore possible savings in further harmonise operations and tailor-made it to the operational needs of the new UNDAF.

Overall, stakeholders’ perception of the efficiency of the UN system in delivering the UNDAF is not negative. Looking at Figure 11, we can see that on a spectrum from 1 to 4 (where 1 would represent a ‘significant’ contribution and 4 a nil contribution) both cost-efficiency and the capacity of leveraging synergies for efficiency gains (“Have synergies



within the UN system and with other partners contributed to increase the UN’s effectiveness and optimization of resources?”) scored rather well, but is also clear that respondents felt that the UN has not taken full advantages of potential synergies. As one of the interviewee put it “strategy and structure of the UN don’t match”.

SUSTAINABILITY

By sustainability we are basically looking at to what extent are the results of the UNDAF likely to be sustained after its completion. Analysing respondents’ answers we see that overall there is confidence that programmes will continue beyond the life of the UNDAF, especially in the area of environment and inclusive governance (see **Error! Reference source not found.**). The fact that, by and large, the UN programmes are aligned with government plans and often embedded in LMs’ workplans, ensure continuity. This was also highlighted by stakeholders during the interviews and in comments provided in the online survey. However, this is also a critical element in the eyes of several partners. The greatest challenge to sustainability is considered counterparts’ capacity, including absorptive capacity. More than one interviewee noted that capacities should be assessed first and built if necessary. It was also

pointed out that further attention to ex-post evaluations and follow-up is needed. Availability of funding and limited resource mobilization opportunities were also cited as challenges to ensure programmes’ sustainability.

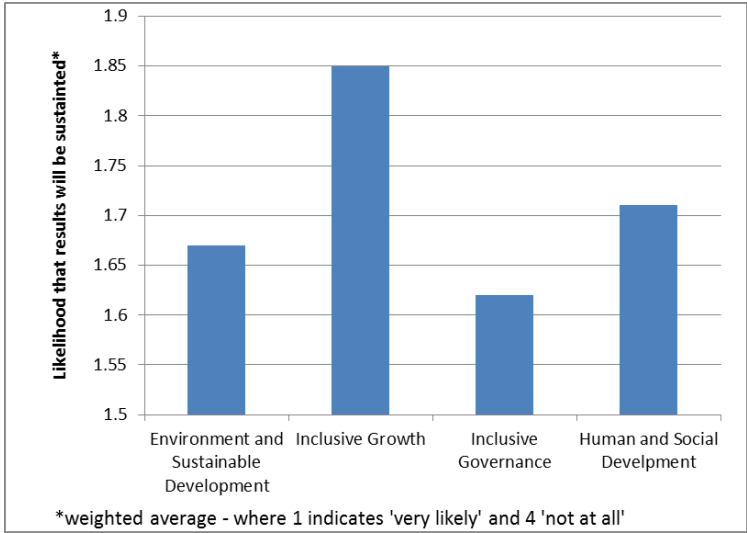


Figure 12 Sustainability – Likelihood that results will be sustained after completion of UNDAF



## LESSONS-LEARNED

The partnership of the UN with the Government of Guyana is appreciated and valued. The capacity of the UN system to come together on specific issues and speak with one voice to the government proved successful, enhancing the perception of the UN as a coherent body and reducing, to a certain extent, transaction costs for the counterparts.

In terms of **coordination**, while the UNCT strived to establish mechanisms to ensure a coordinated approach to programming, the UNDAF implementation would have benefitted from a clearer division of labour and a synergetic approach at the strategic level. Furthermore it should be recalled, that more than 90% of the UN resources are brought in by only three agencies (UNDP, UNICEF and PAHO/WHO) and that effective and strategic coordination among a handful of agencies should be rather straightforward. The strategic part has been to bring in specialized, non-resident agencies to complement the expertise present on the ground to support government efforts in specific areas and this would have been more effective if it was more clearly built in the UNDAF. The established coordination mechanisms, all internal to the UN system, have been working within their scope of work. The role of the PCG, and subsidiary M&E group, was clearly laid out in line with best practices. However it proved challenging to live up to their TORs, possibly because the UNDAF, as often is the case, is not a live document and, once the document was approved, UN interventions, collaborations and initiatives developed organically with little reference to the overarching UN framework. This affected in particular the relevance of the work of the M&E group (which managed only to pull together a MTR). The PCG played its role in exploring opportunities for programme coordination, including developing concept notes for new inter-agencies initiatives but as these were not linked to existing programmes (with seed funds allocated) failed to take off as resource mobilizations efforts did not bear results. It should be considered a good practice the fact that the PCG has been chaired by a UNCT member, who reported regularly on the work of the PCG to the UNCT.

The **governance** of UNDAF's implementation was affected by the lack of a joint UN/GoG oversight mechanism, but one should also consider the cost-benefit ratio of establishing such a formal structure in a context where government's and UN's human resources are rather limited. A light form of joint annual review might have helped in keeping track of the progress made and strategically readjust actions. It would be useful to also establish clear and univocal reporting lines with the government in terms of technical assistance delivered. At the moment the UNDAF is signed off by the Minister of Finance, but the ministry is the overall counterpart only for UNDP, while for UNICEF, for example, the main counterpart is the Ministry of Foreign Affairs. This makes it difficult for the government to capture the full picture of UN's support to the country and there is a call for the UN system to 'deliver as one'. Internal UN governance structure was well laid out as indicated above, however participation and delivery against joint activities seems to rely on individual staff member's commitment rather than being embedded in the performance appraisal systems of the agency.

The overall relevance of the UN **programmes** in the country is not questioned, however it also emerged a need to be more strategic. The UNDAF was developed under difficult conditions, in which political considerations might have limited its strategic approach. In particular, to better understand the overall contribution of the UN system to the development challenges of Guyana, it would have helped to have a more focused UNDAF with outputs more tightly linked to defined outcomes. This is always a challenge when it comes to UNDAFs and there is often a tendency to retrofit agencies' programmes and mandates in broadly defined outcomes, rather than strategically select discreet areas of intervention where the UN could collectively make a difference. This is particularly relevant in a small country such as Guyana where several UN agencies cover more than one country (either being based in Guyana or from their offices in other countries in the region).

While the upstream approach focusing on support to policy-making and capacity building is in the right direction, work on the ground in geographical areas that have been left behind was also considered an added value of the UN.

Concerted efforts in specific areas might have helped efficiency and effectiveness of UN operations, especially given the remoteness of the places. Notwithstanding the difficulties in working on governance and conflict related issues, the UN has a role to play to foster social cohesion and improve governance mechanisms which was not completely seized by the UNCT (as a whole) in the current UNDAF. Solid background work was laid to address specific human development challenges characterizing Guyana, including maternal and neonatal health, violence against women, adolescence pregnancy and youth distress, which will need to be further considered in the next programme cycle. Leveraging on regional programmes and initiatives are opportunities to tackle issues that similarly affect other countries and that are most effectively addressed at a multi-country level, both in terms of synergies and to overcome national sensitivities. The lack of a Results-based budget attached to the UNDAF (the document provided only a rough estimate of resources needed to deliver the overall outcome) affected the capacity of the UN system to use the UNDAF as a resource mobilization tool.

Much more attention should have been devoted to the M&E framework of the UNDAF and, if it was not possible to build a robust one at the time of design of the UNDAF, subsequent revisions should have been considered. Although the MTR tried to use the targets set at the outcome level as benchmarks against which to measure progress towards the results enshrined in the UNDAF, in most cases the rationale for choosing those indicators is rather difficult to extrapolate, and they fail to capture the broad scope of the outcomes. The change pathway linking programmes, outputs and outcomes should have been, at least partially, clarified in the UNDAF and the M&E framework used to sustain that ToC. Indicators could have been carefully selected to indicate the changes that were expected to see happening along the way as effect of UN's programmes, and of course clear baselines and targets were to be defined in order to ensure the evaluability of the framework.

**Partnerships** with the government worked well and a great deal of respect for the UN system at the country level was registered. Partnering with civil society and the private sector proved more challenging and in spite of some progress made, the UN would have benefitted from a closer collaboration with civil society also at the planning stage and not only when it comes to implementation. It is positive that opportunities to engage with the private sector are also being explored, especially with the extractive industry which is a fundamental sector for Guyana's economy. While the inter-governmental nature of the UN is paramount, as is the role of the government in providing leadership and guidance to the work of the UN in a country, the UNCT could have played a stronger role in engaging with Guyana's civil society. Although the evaluation could not explore more in depth this aspect, what emerged from the limited exposure to different stakeholders and from the survey is that this was a bit of a missed opportunity. The donor community in Guyana is rather small, however the recent revival of the Development Partners Group under the coordination of the UNRC, was highly appreciated, confirming the role the UN can and should play to bring together different stakeholders and support concerted efforts to address the country's development needs.

Last but not least, programmes can be delivered only if there is an efficient **operations'** apparatus. During the course of this UNDAF the OMT, under the leadership of the RC/UNCT, made progress in analyzing ways to improve the overall efficiency of UN operations in the country and a concept note has been drafted to develop a Business Operations Strategy (BOS) in line with UNDG guidelines. Cost savings have already been registered in pursuing a common security service and other opportunities for common procurement are being explored. Resident agencies, with the possible exception of UNDP and UNICEF, have very small offices and all rely on their own operations' capacity. This business model for the UN system should be analysed and question in terms of cost-efficiency.

## RECOMMENDATIONS

Recommendations are provided in line with the main findings outlined above, the lessons-learned and keeping into consideration that the regional undg (undg –LAC) has already resolved to undertake for the next programme cycle a UNMSDF covering 15 countries in the Caribbean region (5 RCs and 6 UNCTs). The multi-country UNDAF aims at leveraging regional resources and increasing UN integration, coherence and coordination in the context of the new 2030 development agenda. The mode of delivery at the country level should follow the ‘delivery as one’ approach and gradually adopt undg-defined Standard Operating Procedures (SOPs).

### COORDINATION & GOVERNANCE

1. Assuming that a high level steering committee will be established at the regional level to oversee the preparation and implementation of the multi-country UNDAF, it is recommended that at the country-level a Programme Management Team (PMT) is established. This will have higher scope than the current PCG, moving beyond ‘coordination’ and assuming management responsibilities for the design process and delivery of the joint country programme. It will be at the heads of agency level or head of programmes and led by the RC or a rotational UNCT member. Representatives of the GoG should join at critical junctures, during planning and review processes, to design the joint plan, assess progress, advise on adjustments and address bottlenecks.
2. The PMT should be supported by a working level M&E group, UNCG, and OMT. The M&E group will facilitate and coordinate monitoring and reporting processes, review the M&E framework and ensure data quality and availability. The UN Communication Group will ensure effective joint advocacy and reporting on results achieved under an overall UN Communication strategy. The OMT will pursue a light BOS and identify critical operations functions needed to support the joint implementation of the UNDAF at the country level.
3. Coordination at the sectorial level needs to be tuned in with the upcoming multi-country structure, as the oversight at the outcome level will be regional. It is expected that joint country-level action plans will be developed and thematic coordination mechanisms at the country level should be established only if there is a clear added value in it. These will be operating under the PMT.
4. Staff member’s performance appraisals should consider their contribution to the UNCT, including their role in inter-agencies coordination mechanisms and delivery of joint programmes and initiatives.
5. The role taken by the RC to facilitate development partners’ coordination should continue and reinforced. This could also be expanded beyond the Guyana-based international actors, with the UN playing an active role in linking the country to other potential partners in countries where the UN has a presence (basically facilitating south-south cooperation).

### PROGRAMMES

6. There are challenges faced by the country that clearly emerged during the evaluation as areas for possible UN joint work in the next programme cycle. These resonate well with the outcomes of the Caribbean Multi-Country Assessment (CMCA) and include: social cohesion and inclusive governance; strategic information for evidence-based decision-making; youth development (unemployment, crime and suicide rates); gender-based violence; adolescent pregnancy; maternal and neonatal health; climate change; NCDs.
7. Continue the cross-cutting HRBA, with a focus on marginalized populations, especially according to ethnic lines and place of residence.
8. The UNCT could consider establishing area-based joint project(s) also to more effectively overcome logistical challenges in reaching the areas of intervention.
9. A Joint Action Plan (or implementation plan) will be developed under the MCSDF, this should be costed and realistic resource gaps identified.

10. It is recommended to leverage the governance mechanisms that will be established for the implementation of the MSDF to support the funding of Guyana's plan together with a country-level resource mobilization strategy.
11. The overall M&E framework will be embedded in the Multi-country UNDAF and it is trusted it will be a robust and useful tool, aligned with the SDGs. At the country-level, in contextualizing the MSDF and developing the joint action plan, it is recommended that a theory of change approach is adopted. This will allow to carefully and jointly (with partners) define the change pathway needed in Guyana's context to reach the higher level results set in the UNDAF. The outputs (joint and agency-specific) and related indicators should be accompanied by a narrative (or visual) description of the underpinning ToC.

---

## PARTNERSHIPS

12. The partnership with the government can be further enhanced by the adoption of the DaO approach. For consistency individual agencies programmes should be aligned with the joint action plan also in terms of overall reporting lines.
13. Engage CSOs, beyond the ones that have been part of the current UNDAF development process, in the planning of the new programme.
14. Develop a strategy for partnering with the private sector. This could include partnerships with the extractive industry under the framework of 'corporate social responsibility' working on outstanding challenges related to child labour, provision of social services, as well as environmental protection and land rights. In the case of FDIs a triangular cooperation programme could be established involving the private company's government.

---

## OPERATIONS

15. Suggest the development of a "multi-country BOS" aligned to the MSDF. This, in line with its programme counterpart, would entail seeking savings opportunities at the regional level where relevant (e.g. travel, vehicles, common learning) while undertaking a cost-benefit analysis of operations at the country level (e.g. LTAs for internet service, telecommunication, hospitality, office supplies, local transport, etc).
16. Consider implementing the 'one office' pillar of 'DaO'. Given the small size of UN offices in the country, this should bring significant savings to the overall organization (cutting costs for security, front desk services, utilities, etc.). Furthermore the co-location of office would facilitate the joint approach to programming and exchange of professional support (e.g. in communication and operations).
17. Analyse the feasibility and cost-benefit of establishing a joint operations unit to maximize efficiency and reduce cost of operations. Especially for smaller offices this would mean be able to rely on a larger and more specialized operations support team incurring possibly also in cost-savings. This could entail a joint travel desk, human resources department (with agency-specific focal points if needed), procurement unit, ICT-support service. Finance services might be harder to merge in view of agencies' different ERP system, but synergies should be explored.

## ANNEXES

### ANNEX 1: BIBLIOGRAPHY

#### PUBLICATIONS AND REPORTS

1. 2013 Country Office Annual Report, UNFPA Guyana
2. Annotated Workplan Status Report, UNAIDS Guyana, 2014
3. Common Country Assessment – CCA, UNCT and Government of Guyana, 2011
4. Country Programme Action Plan (CPAP) - Multi-Country Programme for the English- and Dutch Speaking Caribbean Countries 2012 – 2016, UNFPA, 2012
5. Country Programme Action Plan (CPAP) 2012-2016, UNDP and Government of Guyana, 2012
6. Country Programme Action Plan (CPAP) 2012-2016, UNICEF and Government of Guyana, 2012
7. Country Programme Action Plan (CPAP) Review Report, UNDP and Government of Guyana, February 2015
8. Country Programme Document (CPD) 2012-2016, UNDP, 2012
9. Country Programme Document for Guyana and Suriname 2012-2016, UNICEF, February 2012
10. Country Strategy with the Cooperative Republic of Guyana 2012-16, Office of the President - Republic of Guyana, 2011
11. Final Evaluation “Energy Access at Community Level for MDG Achievement in Hinterland Areas”, submitted to UNDP Guyana, Jan van den Akker, July 2014
12. Guyana MDG Acceleration Framework – Improve Maternal Health, Government of Guyana, 2014
13. Guyana Multi-Indicators Cluster Survey 2014 – Key Findings, UNICEF and Bureau of Statistics, April 2015
14. Guyana Population and Housing Census 2012 – Preliminary report, Bureau of Statistics
15. Guyana Poverty Reduction Strategy Paper 2011-2015, July 2011
16. Guyana Shield Facility - Mid-term Evaluation Mission, UNDP, European Union, Government of the Netherlands, 2013
17. Mid-Term Review of the United Nations Development Assistance Framework (UNDAF) 2012-2016, UNCT and Government of Guyana, June 2014
18. Mid-Term Review Report, UNICEF Guyana, 2015
19. Mid-term Review, UNICEF Guyana, 2015
20. Multi-Country Programme Document for the English-speaking and Dutch-speaking Caribbean countries, UNFPA, 2011
21. National Medium Term Priority Framework – NMTPF 2012-2015, FAO and Government of Guyana, 2010
22. Situation Assessment and Analysis of Children and Women in Guyana, UNICEF, 2011 updated on August, 2013
23. Terminal Evaluation Report “Strengthening National and Local Capacities for Disaster Response and Risk Reduction”, submitted to UNDP Guyana and Guyana Civil Defence Commission, Hans M. Ewoldsen, 2014
24. Towards a Caribbean Multi-Country Assessment (CMCA): A Base Document for Stakeholder and Partner Consultations, prepared by Rosina Wiltshire, August 2015
25. Transforming Guyana’s Economy While Combating Climate Change – A Low Carbon Development Strategy, Office of the President - Republic of Guyana, 2010
26. Transforming Guyana’s Economy While Combating Climate Change - LCDS An update, Office of the President - Republic of Guyana, 2013
27. UNAIDS Annotated Workplan Status Report 2014, UNAIDS Guyana
28. United Nations Development Assistance Framework (UNDAF) 2012-2016, UNCT and Government of Guyana, 2011
29. United Nations HIV/AIDS Joint Programme of Support - Guyana - 2013 – 2016

30. Gender-Based Violence in Guyana – An Overview of Incidence and Drivers, The Consultancy Group (commissioned by MLHSSS and UNFPA), 2012

---

#### WORKING DOCUMENTS

31. Agenda of UNCT meetings
32. Joint Workplan on NCDs
33. Joint Workplan on Statistics
34. Mapping of programme activities by the UN system in Guyana, 2015
35. Terms of Reference, Monitoring & Evaluation Group
36. Terms of Reference, Programme coordination Group
37. Terms of Reference, Development Partners Group
38. Implementation Roadmap for Business Operations Strategy (BoS)
39. Social Protection and Protection from Violence, Exploitation and Abuse, Joint Programme Concept Note, UNCT Guyana
40. Resident Coordinator's Annual Report for 2012, 2013, 2014.

## ANNEX 2: LIST OF PEOPLE INTERVIEWED/FGD

Name	Title	Organisation
<b>Ewout Sandker</b>	Head of Cooperation	EU Delegation
<b>Benedikt Madl</b>	Head of Bilateral Development Cooperation	EU Delegation
<b>Danuta Radzic</b>	Director	Help and Shelter
<b>Clonel Boston</b>	Coordinator	Women Across Difference
<b>Major Kessler Craig</b>	Operations and Training Officer	Civil Defence Commission
<b>Minister Nicolette Henry</b>	Chair of the CCM	Minister within the Ministry of Education
<b>Donna Levi</b>	Head Bilateral Affairs	Ministry of Finance
<b>Dominique Ambrose Charles</b>	Monitoring and Evaluation Officer	
<b>Audrey Nedd- Johnson</b>	Officer	
<b>Tarachand Balgobin</b>	Head of the Project Cycle Management Unit	Ministry of Finance
<b>Dr. Ertenesia Hamilton</b>	Director-Maternal and Child Health Services	Ministry of Health
<b>Joslyn McKenzie</b>	Permanent Secretary	Ministry of Natural Resources and the Environment
<b>Anne Green</b>	Director of Children Services	Ministry of Social Protection
<b>Nikolaus Oudkerk</b>	Coordinator of the Project Management Unit	Office of the President ( OP)
<b>Angela Alleyne</b>	Assistant Representative	FAO
<b>Dhanrajie Madray</b>	OMT Chair	FAO
<b>Reuben Robertson</b>	Representative	FAO
<b>Dr. William Adu-Krow</b>	Representative	PAHO/WHO
<b>Kadhija Musa</b>	Resident Coordinator/Resident Representative	UN/UNDP
<b>Martin Oudkerk</b>	Country Director	UNAIDS
<b>Shabnam Malllick</b>	Deputy Resident Representative	UNDP
<b>Patrice Lafleur</b>	Assistant Representative	UNFPA
<b>Marianne Flach</b>	Country Representative	UNICEF
<b>Ian Jones</b>	Emergency Specialist/UNETT Chair	UNICEF

### Focus group discussion with the Programme Coordination Group (PCG)

Name	Title	Organisation
<b>Yolanda Durant Mcklmon</b>	UN Coordination Specialist	UN RCO
<b>Michael Gillis</b>	M&E Specialist	UNICEF
<b>Prithi Singh</b>	Programme Management & Partnerships Specialist	PAHO/WHO
<b>Yaye Dialloy</b>	Strategic Information Advisor	UNAIDS
<b>Samantha Hall</b>	Programme Associate	UNAIDS
<b>Andrea Heath London</b>	M&E Analyst	UNDP
<b>Angela Alleyne</b>	Assistant Representative	FAO
<b>Trevor Benn</b>	Programme Analyst	UNDP

### ANNEX 3: OUTLINE OF INTERVIEWS /FGD

Name of the interviewee/Name of Group: \_\_\_\_\_

Organisation: \_\_\_\_\_

Type: Government \_ UN\_ CSO\_ International Bilateral Development Partner \_ Private Sector\_\_

Date and time:

Explain background to the evaluation and its principles: i.e. confidentiality (no statement will be attributed not in the report nor communicated to the commissioner), independence; and criteria, i.e. the evaluation is aimed at assessing the UNDAF's relevance, effectiveness, efficiency and sustainability and provides recommendations for the next programme cycle.

According to the type of interviewee/FGD, questions will be adapted and might focus just on one of the four outcome areas of the UNDAF.

1. How **relevant** is the UNDAF to the country's needs?

Possible sub-questions:

if it was at the time of its design, is it still relevant?

Were those relevant results pursued during its implementation? Are there new priorities the UN should address/focus on?)

2. How **effective** was the UNDAF in contributing to its stated outcomes?

Sub-questions:

To what extent do you feel the UN managed to contribute to the results set in the UNDAF?

How likely is it that these will be achieved?

What are the past, current and foreseen challenges?

Do you think the UN managed to build strong and effective partnerships with the GoG and other partners in the course of the UNDAF implementation? If not, why?

How effective was the UNDAF in benefitting the most disadvantages groups? Which ones?

Do you think the UNDAF effectively pursued gender equality throughout its four results areas?

(specific questions on data collection and analysis will be posed to relevant UN and government counterparts)

3. Was the implementation of the UNDAF **efficient**, i.e. cost-effective?

Sub-questions:

How effective was the coordination/oversight mechanisms put in place to implement the UNDAF?

Did the UN agencies effectively sought synergies in implementing the UNDAF/to achieve joint results?

Were there overlaps in agencies' contributions? Could transaction costs have been lowered? If yes, how?

4. To what extent are the results of the UNDAF likely to **continue after its completion**?

Possible sub-questions:

(for Government counterparts) To what extent do you think the activities initiated by the UN under the UNDAF will be taken up by your office? Are they already integral part of your activities? If not, why?



## ANNEX 4: ONLINE SURVEY FORM

Welcome to the questionnaire for the Guyana's UNDAF 2012-16 evaluation

**Confidentiality:** The results of this survey will be viewed **ONLY** by the independent evaluator and will not be shared with anyone. Aggregate results will be used to inform the independent evaluation and reference will be made only to the category of respondents (i.e. government, UN, CSOs, international partners).

**Approach:** Questions are organized around the evaluation four main criteria, i.e. relevance, efficiency, effectiveness, and sustainability with a couple of opening questions on the background and concluding ones on the profile of the respondent.

**Results:** The inputs gathered in this evaluation process will inform recommendations on improving the UNCT's contribution to the country's needs for incorporation into the next UNDAF.

It should take you no more than 10 minutes to fill this in! Thanks for taking the time. It is highly appreciated.

### Background

1. To what extent were you involved in the following different stages of UNDAF process?

	Very involved	Moderately involved	Slightly involved	Not at all
Design (planning the process, consultations)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Drafting of the UNDAF document (contributed to the definition of the results matrices)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Implementation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Monitoring, mid-term review	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any further information/comments

2. In which areas of the UNDAF were you primarily involved?

- ☐ All of them equally
- ☐ In particular in outcome 1 on Environment and Sustainable Development
- ☐ In particular in outcome 2 on Inclusive Growth
- ☐ In particular in outcome 3 on Inclusive Governance
- ☐ In particular in outcome 4 on Human and Social Development

Please provide any further explanations

## Relevance

3. Are the UNDAF outcomes relevant to address the country's needs?

Very relevant	somewhat relevant	slightly relevant	not at all	N/A
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If slightly relevant or not at all, could you please clarify why?

## Efficiency

5. Have synergies within the UN system and with other partners contributed to increase the UN's effectiveness and optimization of resources?

Significant contribution	Moderate contribution	Slight contribution	Not at all	N/A
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If you think it was only a slight contribution or not at all, could you please clarify why?.

4. Has the implementation of the UNDAF, i.e. the programmes and projects supported by the UN agencies, clearly contributed to the achievement of the different outcomes stated in the UNDAF?

	Very relevant - all activities are clearly in line with the outcome	Moderately relevant - the majority of UN's activities are contributing to the outcome	Slightly relevant - only a few activities seem in line with the outcome	Not at all - it is very difficult to see the connection between activities and UNDAF's outcome	N/A
Environment and Sustainable Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inclusive Growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inclusive Governance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Human and Social Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If slightly relevant or not at all, could you please clarify why?

6. Do you think that UN supported projects are implemented in a cost efficient way?

Significantly	Moderately	Slightly	Not at all	N/A
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide examples and/or comments

## Effectiveness

7. To what extent has the UN contributed to progress towards the achievement of the outcomes set in the UNDAF?

	Significant contribution	Moderate contribution	Slight contribution	Not at all	N/A
Environment and Sustainable Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inclusive Growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inclusive Governance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Human and Social Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Could you please provide one or two examples of contribution made and challenges encountered?

**8. Has the implementation of the UNDAF led to stronger UN/GoG Partnerships?**

Significantly	Moderately	Slightly	Not at all	N/A
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Could you please provide one or two examples of how the partnership grew stronger? if it was only slight or not at all, could you please clarify why?

---

**other development partners?**

Significantly	Moderately	Slightly	Not at all	N/A
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Could you please provide one or two examples? if it was only slight or not at all, could you please clarify why?

**10. To what extent were the poor, indigenous groups, women, and other disadvantaged and marginalized groups involved and benefitted from the implementation of the UNDAF?**

	Significantly	Moderately	Slightly	Not at all	N/A
Poor people	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Indigenous groups	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Women	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Can you please provide examples?

**11. To what extent did the UNDAF strengthen the capacities for data collection and analysis to ensure disaggregated data on the basis of sex, age, and geographic location?**

Significantly	Moderately	Slightly	Not at all	N/A
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Could you please provide examples?

**12. To what extent is the UNDAF contributing to the attainment of gender equality?**

Significantly	Moderately	Slightly	Not at all	N/A
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Can you please provide examples?

## Sustainability

13. To what extent are the results of the UNDAF likely to continue after its completion in each of the outcome areas?

	Very likely	Moderately likely	Slightly likely	Not likely at all	N/A
Environment and Sustainable Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inclusive Growth	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inclusive Governance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Human and Social Development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Why?

14. Where do you work?

- ☐ United Nations (agency or programme)
- ☐ Government of Guyana
- ☐ Civil Society Organisation
- ☐ International Development Partner

Other (please specify)

15. The information below will allow the evaluator to more effectively analyse the data. The answers will not be attributed but used only at aggregate level. Email is optional, if provided could be used by the evaluator for any follow-up, if needed.

Email

Name of organisation/office

Your title/position

Thank you

Thanks for taking the time to answer to this questionnaire. Your responses will greatly contribute to the Independent Evaluation of the UNDAF 2012-16. If you have any further comments or reflections on the UNDAF process please add them below. Thank you.

16. Recommendations and Suggestions, if any.

## ANNEX 5: EVALUATION MATRIX

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
Relevance	<ul style="list-style-type: none"> <li>Is the UNDAF addressing the main development needs of the country?</li> </ul>	<ul style="list-style-type: none"> <li>To what extent is the UNDAF aligned with the national priorities?</li> </ul>	Desk review of relevant documents Interviews with GoG	High level results set in the UNDAF are clearly aligned with the stated national goals as embodied in key national and sectorial strategies
		<ul style="list-style-type: none"> <li>Are the outputs consistent with the outcome and national priorities to which are aligned?</li> </ul>	Desk review of UNDAF results matrices and agencies' CPAPs/programme docs	RBM analysis of the results matrices and programme documents reveal a clear chain of results underpinned by an explained ToC
		<ul style="list-style-type: none"> <li>To what extent where the results set in the UNDAF pursued in its implementation?</li> </ul>	Mid-term review, progress reports Interviews with involved UN agencies and partners	Activities implemented to-date show a cause-effect relation with the results set in the UNDAF and the related national priority Implementation of new activities are explained by change in environment and emerging new challenges relevant to the evolving country context
		<ul style="list-style-type: none"> <li>Are the results set still relevant?</li> </ul>	Interviews and questionnaires with gov't counterparts (MoF, OP), selected donors, UNCT Desk review of country analyses, UNDAF, LCDS	Emerging new priorities/opportunities that the UN would have the expertise and mandate to address Substantive alignment to national priorities/needs
Efficiency	<ul style="list-style-type: none"> <li>Was the implementation of the UNDAF cost-efficient?</li> </ul>	<ul style="list-style-type: none"> <li>Have synergies within the UN system and with other partners contributed to increase the UN's effectiveness and optimization of resources?</li> </ul>	MTR, Annual progress reports, interviews with M&E WG, OMT chair, RCO, Questionnaires to Gov't counterparts, int'l partners	Joint programme opportunities been seized Duplication of reporting lines and transaction costs for national counterparts Pooling of funds and joint procurement where relevant Effective coordination with other development partners
		<ul style="list-style-type: none"> <li>Is the UNDAF being implemented as planned, i.e. through coordination of WGs and strategic oversight of high-level TGs?</li> </ul>	MTR, Annual progress reports, interviews with M&E WG, OMT chair, RCO	Effective coordination leading to no duplication of efforts Structured coordination/implementation mechanisms with clear reporting lines and decision-making responsibilities
Effectiveness	To what extent is the UN contributing to the outcomes defined in the UNDAF and what are the major factors influencing its contribution?	<ul style="list-style-type: none"> <li>To what extent has the UNCT contributed to the outcomes?</li> </ul>	MTR, annual progress reports triangulated with questionnaires and interviews with Gov't counterparts and int'l partners	Documented results in line with the outcomes and a stated cause-effect linkage
		<ul style="list-style-type: none"> <li>Has the implementation of the UNDAF led to stronger UN/GoG Partnerships? To what extent the Joint Steering Committee was operational and supported the overall implementation process?</li> </ul>	Interviews and questionnaires to UNCT and gov't counterparts	Indication that the partnership with the GOG is now stronger

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
		<ul style="list-style-type: none"> <li>Has the implementation of the UNDAF led to stronger Partnerships with CSOs and other development partners?</li> </ul>	Interviews and questionnaires to UNCT and gov't counterparts	Indication that new/stronger partnerships were forged during the implementation of the UNDAF
		<ul style="list-style-type: none"> <li>To what extent do the poor, indigenous groups, women, and other disadvantaged and marginalized groups were involved and benefitted from the implementation of the UNDAF? (by outcome area)</li> </ul>	Desk review of the UNDAF, MTR, CPAPs and other agency-specific country programmes Questionnaires to UN and partners	Examples of outputs/activities benefitting marginalized groups Level of registered contribution by partners
		<ul style="list-style-type: none"> <li>To what extent is the UNDAF contributing to the attainment of gender equality?</li> </ul>	Desk review of the UNDAF, MTR and progress reports Questionnaires to UN and partners	Examples of outputs/activities contributing to gender equality Level of registered contribution by partners
		<ul style="list-style-type: none"> <li>To what extent did the UNDAF strengthen the capacities for data collection and analysis to ensure disaggregated data on the basis of sex, geographic location?</li> </ul>	Desk review of UNDAF, MTR, progress reports Interviews to relevant partners and UN staff	Documented results achieved in this area UN and partners provide examples and consider statistical capacities as being strengthened
Sustainability	To what extent are the results of the UNDAF likely to continue after its completion?	<ul style="list-style-type: none"> <li>To what extent are the UNDAF implementation and management arrangements, financially and politically sustainable?</li> </ul>	Interviews/FGD with UNCT, GoG, M&E group, questionnaires	Level of ownership of the government in the UNDAF design, planning and implementation Capacities in place to sustain the results of the UNDAF (by outcome area) Financial mechanisms in place to ensure future sustainability