

**Project evaluation series**

**Mid-term evaluation of the project:  
“Mainstreaming sustainable land  
development and management”**

**GCP/GUY/003/GRI**

**Annex 1. Terms of reference**

# Contents

|   |            |
|---|------------|
| <b>Abbreviations and acronyms .....</b>                 | <b>iii</b> |
| <b>1. Background and context of the project.....</b>    | <b>1</b>   |
| 1.1 Project stakeholders and their role.....            | 4          |
| 1.2 Theory of change .....                              | 7          |
| 1.3 Results achieved and challenges .....               | 8          |
| <b>2. Evaluation purpose and scope .....</b>            | <b>13</b>  |
| <b>3. Evaluation objective and key questions.....</b>   | <b>14</b>  |
| <b>4. Methodology.....</b>                              | <b>17</b>  |
| <b>5. Roles and responsibilities .....</b>              | <b>18</b>  |
| <b>6. Evaluation team composition and profile .....</b> | <b>20</b>  |
| <b>7. Evaluation products (deliverables).....</b>       | <b>21</b>  |
| <b>8. Evaluation timeframe .....</b>                    | <b>22</b>  |
| <b>Appendices .....</b>                                 | <b>23</b>  |
| Appendix 1. Evaluation matrix template .....            | 23         |
| Appendix 2. Contents of the evaluation report.....      | 24         |

## Figures and tables

### Figures

|  |   |
|--|---|
| Figure 1. Components of the MSLDM project and direct users ..... | 4 |
| Figure 2. Project's theory of change.....                        | 8 |

### Tables

|  |    |
|--|----|
| Table 1. Available budget per categories after expenses committed and projections..... | 9  |
| Table 2. Evaluation questions.....   | 14 |

## Abbreviations and acronyms

|        |   |
|--------|---|
| FAO    | Food and Agriculture Organization of the United Nations |
| GLSC   | Guyana Lands and Surveys Commission                     |
| GRIF   | Guyana REDD+ Investment Fund                            |
| LCDS   | Low carbon development strategy                         |
| M&E    | Monitoring and evaluation                               |
| MTE    | Mid-term evaluation                                     |
| NSDI   | National Spatial Data Infrastructure                    |
| OED    | FAO Office of Evaluation                                |
| ProDoc | Project document  |
| REDD+  | Reducing Emissions from Deforestation and Degradation   |
| SLDM   | Sustainable Land Development and Management             |
| TOR    | Terms of reference                                      |

# 1. Background and context of the project

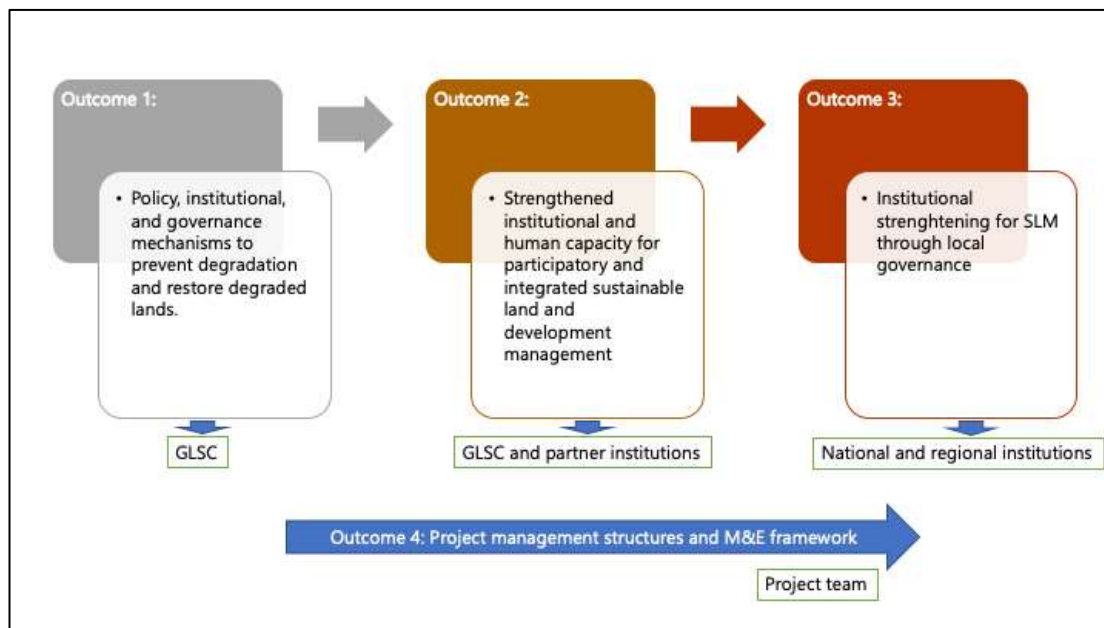
1. Project title: Mainstreaming sustainable land development and management.
2. Project symbol: GCP/GUY/003/GRI.
3. The project "Mainstreaming sustainable land development and management" (MSLDM project) was approved in December 2017 and started its implementation in Guyana formally on 11 April 2018, with a duration of four years. The Food and Agriculture Organization of the United Nations (FAO) is the implementing agency and has the overall responsibility for the execution of this project, in close collaboration with the Guyana Lands and Surveys Commission (GLSC) and under the guidance of the national Project Steering Committee (PSC).
4. The total project budget is USD 15 092 277 made available from the Guyana Reducing Emissions from Deforestation and Degradation (REDD+) Investment Fund (GRIF) (98.0 percent) and FAO (2 percent co-financing, in-kind). As of 31 August 2020, the project has spent USD 4 863 584.
5. The National Action Plan to Combat Land Degradation, Guyana (2006) highlighted that the key land degradation issues in Guyana are: incidence of floods, drought, saltwater intrusion in agricultural areas, and natural resources use in the mining, forestry and agricultural sectors. Drought and flooding are both a cause and an effect of land degradation, resulting from inappropriate land use and management of productive practices and exacerbated by changing climatic patterns.
6. The National Assessment of Land Degradation in Guyana (2008, United Nations Development Programme and the Global Environment Facility) identified areas that are potentially vulnerable to land degradation, in particular forest and mining lands, and highlighted that land degradation could be mitigated or prevented if appropriate policy mechanisms are instituted on time. Based on information from stakeholders and visual observation, a conservative estimate is that 150 000-160 000 hectares of land per year are degraded. This estimate is projected to increase over the next five-ten years to 200 000-250 000 hectares per year. This is due to the increasing rates of natural resources exploitation, coastal erosion and flooding, and is exacerbated by the changing climatic patterns and sea-level rise. Poor policy and governance coordination of land and natural resources and increasing conflicts were also raised as important issues. There is no comprehensive data in Guyana on land degradation status and trends in terms of extent or severity of the various degradation processes, as well as examination of the drivers such as population pressure, weak governance, inadequate tenure security, and poor land administration.
7. The direct pressures on land and natural resources are also driven by weak un-coordinated policy and the need for improved governance of public lands, as well as population growth, market forces and climate change. According to the updated National Action Plan to Combat Land Degradation (NAP, 2015), to address land degradation immediate needs are dynamic, long-term programmes and project planning mechanisms that respond to land degradation, allocation of more resources to the planning units within the agencies and improved coordination among land regulatory/ administration and management agencies.
8. GLSC is mandated to have charge of and act as guardian over all public lands (State and Government Lands), rivers and creeks of Guyana. However, according to the FAO project document (ProDoc), GLSC faces inadequate institutional, technical and infrastructural capacities to discharge its mandate and address the issues associated with mainstreaming sustainable land development and management (SLDM) in Guyana.

9. In response to land degradation and deforestation, this project utilizes the REDD+ mechanism, which offers an integrated approach to land use and landscape and natural resources management. This approach aims to address pressures from different sectors to provide an enabling environment that promotes sustainable land use by all stakeholders, the public and private sectors, and a framework for effective management of the public lands.
10. **The goal of the project is to “establish an enabling environment for promoting sustainable and climate-resilient land development, management and reclamation”.** This initiative is directly in support of Guyana’s Low Carbon Development Strategy (LCDS). In the long term, the project aims to promote good environmental stewardship and mainstreaming of SLDM in order to contribute to an improved standard of living and a reduction in land degradation and degradation trends.
11. The project has four outcomes; the first three are technical, while the last one is focused on monitoring and evaluation actions:
- i. Outcome 1: SLDM mainstreamed in policy, institutional and governance mechanisms to prevent degradation and restore degraded lands (Sustainable use of degraded land). This outcome intends to reform and strengthen the services provided by GLSC, capacitate human resources in carrying out their mandated responsibilities<sup>1</sup> and enhance institutional collaboration across sectors, levels and all agencies dealing with land in Guyana (such as Guyana Geology and Mines Commission - GGMC, Guyana Forestry Commission - GFC, and Central Housing and Planning Authority - CHPA). It will provide the required governance and oversight for the harmonization and further development of a national land policy. There are two main expected outputs:
    - **Output 1.1:** Harmonized land policies formulated, negotiated, submitted for adoption and institutional capacities in place for mainstreaming responsible governance of tenure and SLDM.
    - **Output 1.2:** Enhanced land governance through regulatory and financial systems, spatial data information management and enhanced institutional capacities.
  - ii. Outcome 2: Strengthened institutional and human capacity for participatory and integrated sustainable land and development management. This outcome intends to lead to strengthened capacities of GLSC and partner institutions in the processes of information management, planning, assessment, monitoring, and land governance for SLDM and reclamation. It will enable capacities to be built in the design and development of an adapted open-data, national integrated land information system. This outcome also aims to build capacity in the use of the integrated geospatial information systems, and in the application of adapted methods and tools for improved land administration, governance of tenure, participatory land planning, assessment and monitoring with stakeholders. There are three main expected outputs:
    - **Output 2.1:** Strengthened human capabilities for SLDM: needs assessments, consultations and institutional capacity development plans.

---

<sup>1</sup> It will also develop a financial sustainability plan for GLSC for the short-, medium- and long-term planning of effective (including cost-effective) services and delivery.

- **Output 2.2:** Strengthened human capabilities for SLDM: training experience sharing workshops, materials development and exchange visits
  - **Output 2.3:** Enhanced physical capacity for SLDM.
- iii. **Outcome 3: Local governance strengthened in three regions for implementing SLDM.** The outcome focuses on improved capacities of national and regional institutions in working with stakeholders on the ground (in three targeted Regions) for effective land governance, land planning, land management and restoration. It will also support the development and implementation of land use plans with service providers and land users and local communities. There are three expected outputs:
- **Output 3.1:** Strengthened capacity of actors in at least three regions to assess land resources status and trends.
  - **Output 3.2:** Raised awareness and capacity of local actors on land policy and governance mechanism for enhancing tenure security.
  - **Output 3.3:** Strengthened capacity for promoting territorial approaches for scaling up of proven sustainable land management (SLM) practices and rehabilitation measures.
- iv. **Outcome 4: Project management structures and mechanisms including monitoring and evaluation framework strengthened.** This component is related to effective project management, work planning and budget allocations to ensure that a competent team of experts, software and equipment are in place. The continuous monitoring and regular reporting on project outputs and targets aims to track progress on establishing an enabling environment for SLDM (Outcome 1), and on building capacities of institutions beneficiaries, to implement SLDM at national and regional levels (Outcome 2 and 3). There are two outputs:
- **Output 4.1** Project staff hired and management structures and mechanisms in place for effective partnership, stakeholder engagement, communication and procurement.
  - **Output 4.2** Project monitoring and evaluation (M&E) framework in place.

**Figure 1. Components of the MSLDM project and direct users**

Source: OED elaboration based on project documentation.

12. According to the ProDoc, the project's approach is aligned with the Guyana REDD+ Investment Fund and Guyana's Green State Development strategy and LCDS. It is also aligned with the United Nations Convention to Combat Desertification (UNCCD) regarding drought and land degradation, and with the United Nations Framework Convention on Climate Change (UNFCCC) due to its relevance on reducing emissions from deforestation and land degradation.
13. The ProDoc claims that the project is also aligned with the FAO Strategic Objective (SO) 2: Making agriculture, fisheries and forestry more sustainable and productive and contributes to SO5: Increase the resilience of livelihoods to threats and crises. It is also related to the FAO Country Programming Framework of Guyana (2016-2019) through Outcome 2: Sustainable management and use of natural resources, climate change & resilience of livelihoods to disasters (Output 2.1 National capacities strengthened for sustainable management and use of natural resources and Output 2.2. National governance frameworks that foster sustainable Natural Resources Management strengthened) and Outcome 3: Agriculture, forestry, fisheries, hinterland and rural development (Output 3.2 Capacity building provided to improve crop, livestock, forestry and fisheries production and productivity and their uptake facilitated as well as the promotion of integrated farming systems). At the regional level, the project is aligned with the Regional Initiative RI3: Sustainable use of natural resources, adaptation to climate change and disaster risk management<sup>2</sup>.

## 1.1 Project stakeholders and their role

14. According to the ProDoc, the stakeholders and their respective roles in the project are:
  - i. **Guyana Lands and Surveys Commission**, under the Ministry of the Presidency, is responsible for the day-to-day management of the project. GLSC acts as the guardian over all public lands, rivers, and creeks of Guyana as established by and prescribed in the Guyana Lands and Surveys Commission Act No. 15 of 1999, assented to, on 1 June 2001. This legislation comprehensively addresses the areas of management and sustainable use of all land resources. GLCS also acts as

<sup>2</sup> The MTE will review and validate all the information provided in relation to the relevance and alignment of the project.

National Focal Point Agency of the UNCCD. As a semi-autonomous agency, it offers flexibility for policy formulation, land tenure regularization, the orientation of delivery of goods and services to clients, and undertaking of diverse land management projects. GLCS has four main divisions for executing its functions, namely, the Surveys Division; Land Information and Mapping Division; Information Systems Division and Land Administration Division. It collaborates, as appropriate, with many other bodies for geospatial information and NDSI policy, e-governance as well as SLM implementation.

- ii. **FAO Country Office in Guyana** serves as the Implementation Agency for the project. It ensures that the required technical and policy assistance is effectively provided to facilitate the implementation of the initiative to mainstream SLDM in Guyana. In this role, the FAO also ensures that the project is executed on time, within the scope and budget and provided with technical quality assurance. The country office is supported by the Regional office for Latin America, as the lead technical unit, and the multidisciplinary project task force for technical backstopping.
- iii. **The Project Management Office (PMO)** of the Ministry of the Presidency is the Government of Guyana body responsible for managing the development and overseeing the implementation of all GRIF projects. In its oversight role, the PMO is responsible for i) monitoring progress of the project against the agreed results framework and work plan to ensure that the Executing Agency and Partner Entity to the project work to successfully achieve intended outputs, outcomes, and impacts of the project within given constraints; ii) ensuring that the GRIF funds, that Guyana has received for its forest climate services under its partnership with Norway, are utilized by all parties for the purposes intended and within agreed frameworks; iii) ensuring that projects are developed and implemented in accordance with the vision of the Government of Guyana and in line with the LCDS, GRIF framework and decisions of the GRIF Steering Committee; iv) providing technical inputs and guidance throughout the project, as necessary.
- iv. The PMO is the interface with the GRIF Secretariat to obtain approvals and decisions related to the project from the GRIF Steering Committee.
- v. **The Office of Climate Change (OCC)**, of the Ministry of the Presidency, supports work on climate adaptation, mitigation, and forest conservation. It has the overall responsibility for the LCDS. It provides relevant technical input to the project and acts in an advisory role.
- vi. **The Department of Environment (DOE)** oversees the activities of environmental compliance and management, protected areas development and management, national parks management and wildlife conservation and protection. It is the repository for environmental compliance and management in Guyana. DOE works to ensure the improvement of the legal and administrative coordination of the various sectoral initiatives related to management of Guyana's environment. The Protected Areas Commission (PAC) is responsible for the management, maintenance, and promotion of the nation's protected area systems in Guyana. In the context of this project, it should be consulted as and when appropriate. The Environmental Protection Agency (EPA) is responsible for the management, conservation, protection, and improvement of the environment, the prevention or control of pollution, the assessment of the impact of economic development on the environment and the sustainable use of natural resources. Thus, the agency provides technical support for the integration of environmental concerns in the planning of development activities. To ensure a comprehensive, holistic and integrated approach towards sustainable operational and environmental practices, EPA complements the strategic direction of the SLDM project by providing technical oversight and support for promoting and ensuring stakeholder conformity with Guyana's national environmental framework.



- vii. **The Ministry of Natural Resources** is the national authority on environmental protection and has the responsibility for mining and forestry. Further, to promote the use of the nation's land and its natural resources in accordance with sustainable management principles. The role of the Ministry in this project is to provide support on public awareness on natural resources and environmental issues and to effectively communicate and share strategic information amongst agencies. The Ministry of Natural Resources oversees the following bodies:
- *Geology and Mines Commission (GMC)* is responsible for the regulation and enforcement of laws in relation to mining activities. As the agency, responsible for Guyana's mining sector, GMC functions as a key stakeholder in providing technical guidance, logistical support and information relative to various project outputs based on foreseeable and emerging project demands with a focus on coordination with stakeholders of activities and outputs relating to land reclamation of degraded area relating to mining.
  - *Guyana Forestry Commission (GFC)* is mandated to manage the natural forest resources within the State Forest Estate. The work of GFC is governed by the GFC Act (2007), the Forest Act (2009) and the National Forest Policy and National Forest Plan (2011). GFC is responsible for advising the subject Minister on issues relating to forest policy, forestry laws and regulations. GFC is also responsible for the administration and management of all State Forest land. As the principle agency for managing forests, GFC will serve as a key stakeholder for providing technical guidance and logistical support relative to relevant project activities and outputs, ensuring conformity with policy and institutional directives and in keeping with national commitment under the monitoring, reporting and verification (MRV) roadmap regarding REDD+.
- viii. **Ministry of Indigenous Peoples' Affairs** is responsible for representing the interests of the Amerindian population. FAO's Free Prior and Informed Consent (FPIC) process should be applied to ensure that indigenous peoples are duly and appropriately consulted about project implementation.
- ix. **Ministry of Legal Affairs** is primarily responsible for the drafting of legislation, the administration of justice and providing timely and legal advice to the government and statutory bodies. The ministry should be duly consulted about legal and regulatory matters.
- x. **Ministry of Agriculture** ensures the formulation and implementation of policies and programmes which facilitate the development of agriculture to include crops, livestock, and fisheries in Guyana. The Ministry of Agriculture contributes to the enhancement of rural life, the sustainable improvement of incomes and livelihoods of producers and other participants in the agricultural production and marketing chain; and the maintenance of a sound physical and institutional environment for present and future productive activities. It is responsible for assisting with identifying, planning, demarcating and recommending land for agriculture purposes, and monitoring land use changes. In this SLDM project, the Ministry of Agriculture's role includes facilitating good agricultural practices by large and small-scale landholders as well as, ensuring compliance with SLM guidelines. Their role does overlap with GLSC, but GLSC is the custodian of public lands, and is the official national mapping and GIS policy agency. The Ministry of Agriculture depends on GLSC for support in surveying, mapping, land information system and land use planning. The conflicts are detailed in the needs assessment reports. The project should not be seen as having to do the work of other agencies or to create duplication of roles.

- x. **Central Housing and Planning Authority (CHPA)**, under the Ministry of Communities, is responsible for the divestment of government land for residential use. It provides guidance and technical knowledge, as appropriate, about orderly and progressive development of land, urban and rural areas, granting security of tenure for residential purposes, collaboration with stakeholders for the development of sustainable communities.
- xii. **Ministry of Public Infrastructure** is responsible for the planning, creation, and maintenance of major public civil works infrastructure throughout Guyana. The Ministry's role in this project is to advise as appropriate about the GLSC infrastructure and SLM infrastructure in the target regions.
- xiii. **Regional Development Councils (RDCs)** provide administrative functions at regional levels. They have the oversight function for determining land use within the Region and administration of land management regulations, in particular in the three regions (4, 7 and 10) that were selected as the project's target pilot areas. In consultation with RDCs, the project will also work, as appropriate, with local Municipal Councils (MCs) and Neighbourhood Democratic Councils (NDCs).
- xiv. **Guyana Bureau of Statistics (GBS)** is the central authority and main producer of economic statistics, including national accounts, data on population, economic and social conditions of households from censuses and surveys. As such, it plays an advisory role and provides assistance in the assessment and monitoring of land related SDGs.
- xv. **Private Sector bodies** involved in the project include private and parastatal companies /industries that are expected to collaborate to ensure social and environmental sustainability in their investments in land development and related economic activities, such as the **Guyana Gold and Diamond Mining Association, and the Georgetown Chambers of Commerce.**
- xvi. **Non-governmental organizations (NGOs) and civil society organizations** provide information, technical support to capacity building and act as potential collaborators in SLDM networking and on the ground activities.

## 1.2 Theory of change

15. The ProDoc includes a figure titled theory of change (TOC), however, without an explicit analysis. The figure is adapted from Enemark et al. (2005 & 2006<sup>3</sup>) and considered as the TOC (see Figure 2). As explained by the source articles:

*Land management is the process by which the resources of land are put into good effect. Land management encompasses all activities associated with the management of land and natural resources that are required to achieve sustainable development. Land Administration Systems are institutional frameworks comprising an extensive range of interrelated systems and processes to manage land tenure, land value, land use, and land development, which run on land information as the*

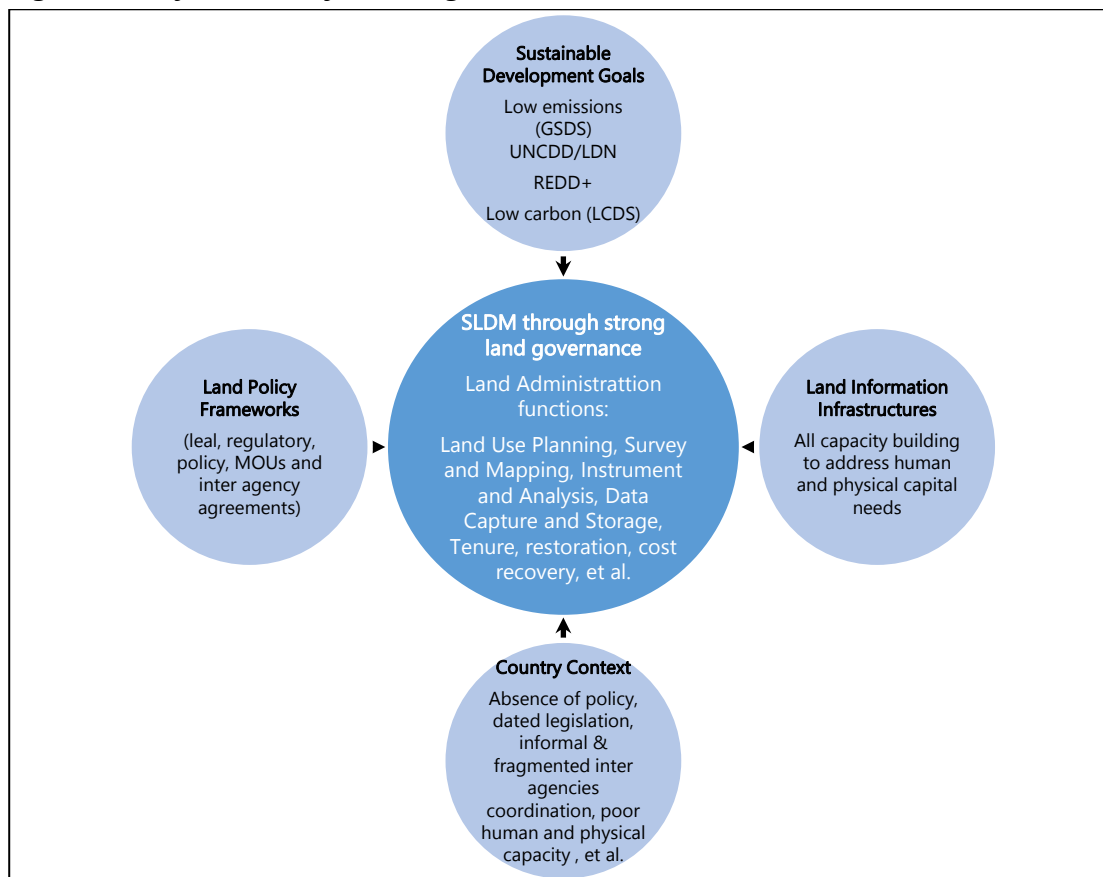
---

<sup>3</sup> Enemark, S., Williamson, I., and Wallace, J. (2005): Building Modern Land Administration Systems in Developed Economies. Accepted for publication in the Journal of Spatial Science, Australia.

Enemark, S. (2006): Understanding the Land Management Paradigm. Communication for the Symposium on innovative technologies for land administration 19 – 25 June 2005, Madison, Wisconsin, USA.

*basic infrastructure combining cadastral and topographic data and thereby linking the built environment with the natural environment. Land information should be organized as a spatial data infrastructure at national, regional and local level based on relevant policies for data sharing, cost recovery, access to data, standards, interoperability, and others.*

**Figure 2. Project’s theory of change**



Source: ProDoc, adapted from Enemark et al. (2005).

- Using this explanation as a reference, the evaluation can reconstruct a TOC for the purposes of the analysis and validate it with the project team and other stakeholders.

### 1.3 Results achieved and challenges

- The project started its implementation with an initial delay of five months due to a delay in the project start-up. This has significantly reduced the time available to implement activities and progress towards achievement of the project objectives. While the ProDoc was signed in December 2017, the funds were not received until April 2018, along with the signing of the Annex 5 of the ProDoc, which articulated the implementation modality roles and responsibilities. The project could not start implementation until the funds, the Project Management Unit (PMU) and governance mechanisms were put in place.
- The design and financial management have also influenced the development of the project. The project budget was designed according to different categories of expenses resulting in an imbalance of funds needed to complete the planned actions although there is an available budget after the committed and projected expenses for the four year that are that are approximately USD 9 875 951 until the current NTE of April 2022 (see Table 1 below).

**Table 1. Available budget per categories after expenses committed and projections**

| Categories                     | Budget            | Total expenditure (actual and committed) | Available budget as of 31 December 2020 |
|--------------------------------|-------------------|--|---|
|                                | USD               | USD                                      | USD                                     |
| Human resources                | 2 783 736         | 1 101 599                                | 1 682 137                               |
| Direct cost                    | 521 618           | 220 195                                  | 301 423                                 |
| Equipment cost                 | 4 145 292         | 1 608 297                                | 2 536 995                               |
| Contract cost                  | 4 318 000         | 1 127 014                                | 3 190 986                               |
| Travel and training cost       | 1 748 702         | 583 496                                  | 1 165 206                               |
| Operation and maintenance cost | 1 274 929         | 275 726                                  | 999 203                                 |
| <b>Total</b>                   | <b>14 792 277</b> | <b>4 916 326</b>                         | <b>9 875 951</b>                        |

Source: Project team, 2021.

19. According to the project's progress implementation report and work meetings reports, the following are the most significant results achieved to date:

**i. Outcome 1: SLDM mainstreamed in policy, institutional and governance mechanisms to prevent degradation and restore degraded lands (Sustainable use of degraded land).**

- Harmonized land policies developed and submitted for adoption and institutional capacities in place for mainstreaming responsible governance of tenure and SLDM.
  - The development of the Draft National Land Policy is well advanced: The inception phase and policy process work plan have been completed as well as the Policy Paper Draft. The consultations included 27 agencies and institutions involved in land and natural resources management
  - A Legal Assessment Draft has been completed by the National Consultant with guidance from the International Consultant. However, the case Inventory aspect of the Legal Assessment will be delayed due to the current situation (COVID-19).

**ii. Outcome 2: Strengthened institutional and human capacity for participatory and integrated sustainable land and development management.**

- Enhanced land governance through regulatory and financial systems, spatial data information management and enhanced institutional capacities.
  - Increased capacity of GLSC and partner agencies: The project supported several capacity building opportunities including training and study tours. This included the National Spatial Data Infrastructure (NSDI) Europe Study Tour and the Diploma in Land Administration Program at the University of Guyana.
  - The five-year Strategic Plan and two-year Business Plan for GLSC is well advanced. This work is currently in the final phases (4 of 5) and is expected to be completed by December 2020. The Draft Strategic Plan, Action and Investment Plan, Planning to minimize Business Risk have been submitted for comments.
  - Land Administration assessment: GLSC Capacity Assessment and Assessment of the Business Processes have been completed and recommendations reports prepared.
  - Support to meet international obligations. The project has also facilitated the participation of GLSC in several international conferences, seminars and workshops:

- Hosting the Committee for the Review of the Implementation of the Convention (CRIC) - CRIC17 in Guyana with financial, logistical and technical support from the SLDM project team.
- Fourth Committee of Experts on Global Geospatial Information Management (UN-GGIM) Expert Consultation and Meeting on the Development of the Implementation Guide of the Integrated Geospatial Information Framework,
- 20th Annual World Bank Land and Poverty Conference
- UNCCD - Conference of the Parties (COP) 14
- International Federation of Surveyors Workshop
- United Nations Committee of Experts on Global Geospatial Information Management (UN-GGIM) ninth Workshop
- UN-GGIM Experts Group Meeting on Land Administration and Management – Deqing, China
- Latin America Geo Spatial forum (LAGF) 2018
- United Nations World Geospatial Information Congress (UNWGIC)
- UN-GGIM Workshop in New York.
- Strengthened human capabilities for SLDM: needs assessments, consultations and institutional capacity development plans.
  - Capacity development programme: a memorandum of understanding signed with the University of Guyana for delivery of a course on Land administration; at least 32 members of the GCLSC and other partners enrolled and benefited from the Diploma programme by the end of 2018 and the Diagnostic and Action Plan submitted to cabinet for approval.
  - Improved physical capacity of GLSC- Vehicles & Accessories, Office Furnishings, Appliances, Computers/ Office Equipment, Audio Visual Equipment, Computer Accessories, Software, Vehicle Insurance, On-Line Subscription, Legal Books, Communication materials, Laptop Computers, Plan Copier with Scanner & Plain Copier, Wide Format Colour Scanner, Wireless Access Points, Hand Held Communication /Navigation Devices (Global Positioning Systems; Walkie Talkie; etc), CORNet UPS, Drones, All terrain vehicles (full list available).
  - Two study tours on mapping with Ordnance Survey completed.
- Enhanced physical capacity for SLDM.
  - The NSDI Action Plan was completed and validated in 2019 and is currently being implemented by GLSC. The SLDM project also supported the development of a detailed Action Plan for six (6) key actions of the NSDI Plan: Data sharing agreements; National Topographic Base-mapping; National Address Database; National Spatial Data Discovery Geoportal (complete inventory of data sources and use); roadmap for the establishment of Centre of Excellence on Geospatial Information by GLSC and Communications and Outreach to support the NSDI.
  - Activities for the Procurements process to reinforce equipment and infrastructure.

**iii. Outcome 3: Local governance strengthened in three regions for implementing SLDM.**

- The project has not commenced implementation under this output in the three targeted regions. The Years' 3 and 4 Workplan foresees the commencement of work in this output. FAO is in the process of recruiting several technical experts to support the work under this output. These include a Soil and Water Resources Specialist and a Land Resources Planning and Management specialist.

**iv. Outcome 4: Project management structures and mechanisms including monitoring and evaluation framework strengthened.**

- Project organisational structure established and human and physical capacity in place to facilitate effective project management. This also includes the establishment, in FAO, of the PMU and also the Project Task Force (PTF).
- Output 4.1: Project staff hired and management structures and mechanisms in place for effective partnership, stakeholder engagement, communication and procurement.
  - Project organisational structure established and human and physical capacity in place to facilitate effective project management.
    - national PSC was designated;
    - establishment of PMU;
    - establishment of PTF;
    - retrofitting of the PMU's offices with furniture and IT equipment to support work of GLSC and FAO staff and consultants, project activities, reporting and monitoring;
    - terms of reference (TORs) for all the specialist developed; and
    - recruitment of International NSDI Specialist, Land Administration Specialist, Legal Specialist, International Land Policy Specialist.
- Output 4.2: Project M&E framework in place.
  - M&E tools and template were developed.

20. According to the progress report and exploratory interviews with project stakeholders, among the main challenges are the following:

- Implementation challenges:** Based on preliminary interviews and project internal reports, the current project implementation modality is not functioning well. It was conceived to have FAO as the implementing agency, with overall responsibility for the implementation of the project, but with GLSC as executing agency, having responsibility for the day-to-day management. This arrangement has resulted in disagreements (around management decisions, procurement rules etc.) and at times lack of cooperation due to the different modus operandi and vision of the two entities. Delayed project start-up has significantly reduced the time available to implement all project activities and achieve the objectives set out. The project document was signed in Dec 2017 and for all understood as the starting date, but the project funds were not received until April 2018. The PSC has not functioned as expected (it has met only once and in 2018) in making corrective or strategic decisions for the project.
- Political environment:** The current political situation has exacerbated the delays faced by the project. The Head of State ordered the dissolution of Parliament and the Regional Democratic Councils on December 30, 2019. The General Elections were held on March 2, 2020, the results were not declared until June 16, and on August 2, a new President was

sworn in. The political situation continues to be volatile, with internal changes of positions and structure. Recently, the internal changes in the partner agency (GSLC) introduced new challenges related to the continuity of the initial workplan and the need to be accountable to the new administration.

- iii. **Global Coronavirus (COVID-19) Pandemic:** The impact of the COVID-19 pandemic and the measures taken in Guyana and worldwide to combat this health emergency have affected the project. Measures include no travel in the next quarter, social distancing, limitation on the number of present human resources in public agencies and the global trend of national curfews and lockdowns. Furthermore, FAO Guyana and GLSC, the national counterpart, for the past few months have been implementing a teleworking modality, in order to reduce exposure of personnel and their family members. The current situation is challenging from an implementation perspective since the core of the SLDM project is the National Land Policy and the strengthening and harmonization of the National Land Administration and Management system and Geospatial Information Infrastructure. These all require the dynamic and active participation of a wide variety of government agencies and an array of stakeholders. These high-level outputs also require the engagement of and the endorsement by the Government of Guyana. Thus, considering the current situation, these outputs will suffer further delays due to the inability to hold stakeholder consultations and secure endorsements, approvals, etc.

- 21. The evaluation will verify the project's results and challenges presented above that were carried out in the initial stage of the Evaluation Process, as well as the other purpose includes in the next chapter.

## **2. Evaluation purpose and scope**

22. The mid-term evaluation's (MTE) main purpose is to provide accountability to the Government of Guyana and the FAO Management on the project achievements to date, as well as recommended corrective strategy and measures needed to achieve the main objectives. To this end, the MTE will assess the results achieved, as per the project's objectives, processes and outcomes set at the design stage, along the lines of the results chain prepared by the project.
23. The MTE will be carried out by the FAO's Office of Evaluation (OED), and will be conducted transparently, impartially and independently. The evaluation will cover all the activities undertaken by the project until March 2021. In scoping and during the implementation of the evaluation, key stakeholders of the project will be involved, such as members of the PSC including representatives from the Government, FAO, and other partners engaged in the implementation at the regional level.
24. This MTE will focus on the implementation progress and performance of the SLDM project, including its management, governance, administrative processes and procurement. The evaluation should assess how the project's activities are being implemented and whether they are effectively achieving the outputs and outcomes established in the ProDoc. It will also assess the design of the Theory of Change and provide an exhaustive review of the M&E system design and implementation. If necessary, the evaluation can recommend a revision or redesign of the M&E system.
25. The MTE will take place between May and August 2021 and will be performed virtually due to the COVID-19 pandemic and the resultant travel restrictions. Virtual interviews will be conducted with stakeholders who have project responsibilities at a technical and managerial levels. Other data collection methods such as online surveys will be considered and if possible, a national consultant will join the evaluation team to perform some in-person interviews.



### 3. Evaluation objective and key questions

26. As mentioned above, the objective of the MTE is to review the progress and effectiveness of the project implementation, in terms of achievement of objectives, results and products. Specifically, it has the following objectives:
- i. Provide accountability to respond to the information needs and interests of FAO, the donor, the SLDM project staff, policymakers and other actors with decision-making power as well as the main project beneficiaries.
  - ii. Improve, as applicable, the implementation of the SLDM project and the joint management approach being utilized.
  - iii. Assess the remaining project implementation period with its outstanding activities and results and identify the technical priority areas that should be the focus of the project implementation objectives for the remaining period.
  - iv. Analyse the budget management to identify the intermediate results of the project and the budget lines that require additional financial resources and propose where these funds should be reallocated and link them directly with the project objectives.
27. The MTE will seek to provide recommendations for follow-up actions to the project team, partners and government counterparts to set the project on track to achieve its intended results over the remaining implementation period and considering the COVID-19 health crisis. During the MTE a critical look at the project's implementation strategy is needed to see how to adjust the results framework to optimize achievement of the main project goals and delivery, and ensure sustainability, in line with the GRIF funding mechanism (<http://www.guyanareddfund.org/>).
28. The evaluation is guided by six overarching evaluation questions and respective sub-questions concerning these criteria and dimensions. A first draft and proposal of questions are presented in Table 2, and will be validated and completed during the inception phase of the midterm evaluation.

**Table 2. Evaluation questions**

| Criteria and main question  | Sub-questions   |
|---|---|
| <b>1) Relevance: <i>How adequate was the project design in supporting the activities and expected outcomes?</i></b> | 1.1 To what extent is the project design realistic and able to implement Sustainable Land Development and Management in Guyana?<br>1.2 Was the project design appropriate for delivering the expected outcomes?<br>1.3 Has there been any change in the relevance of the project since its design, such as new national policies, plans or programmes that affect the relevance of the project objectives and goals?<br>1.4 Was the project design participatory in the sense that it took into consideration the inputs and needs of the targeted global, national and local stakeholders and the operational partners?<br>1.5 How was the internal coherence of the project in terms of synergies and complementarity between objectives, components, activities and outputs? |
| <b>2) Effectiveness: <i>What results have been achieved so far, and what is still outstanding?</i></b>              | 2.1 How effectively has the project delivered on its expected outputs to date, in terms of their quality, quantity and timeliness (against milestones)?   |

|   |   |
|---|---|
|   | <p>2.2 To what extent has the project delivered on its outputs, outcomes, and objectives?</p> <p>2.3 Were there any unintended results?</p> <p>2.4 Are stakeholder engagement interventions effective in enhancing the achievement of project outcomes?</p> <p>2.5 Are there any barriers or other risks that may prevent future progress towards, and the eventual achievement of, the project's intended longer-term impacts?</p> <p>2.6 What can be done to improve the likely achievement of positive impacts of the project?</p> <p>2.7 To what extent has the project established the planned M&amp;E activities?</p> <p>2.8 To what extent is the project collecting lessons and best practices, and incorporating learning into the project?</p>  |
| <p><b>3) Efficiency: To what extent has the project been implemented efficiently? Has the project been implemented efficiently, cost-effectively, and been able to adapt to any changing conditions thus far?</b></p>   | <p>3.1 To what extent has the project been designed efficiently, cost-effectively, and in a timely manner?</p> <p>3.2 To what extent are the coordination mechanisms to implement the project functioning and contributing to project efficiency?</p> <p>3.3 To what extent are the project activities following the planned timeline?</p> <p>3.4 To what extent did the executing agency effectively discharge its role and responsibilities related to the management and administration of the project?</p> <p>3.5 To what extent has the project management been able to adapt to changing conditions to improve the efficiency of project implementation?</p> <p>3.6 To what extent has FAO assistance resulted in the achievement of current successes? What have been the main challenges that you have faced in delivering the project?</p> <p>3.7 What were the major factors influencing the achievement or non-achievement of project results?</p> <p>3.8 How can the delivery be improved in the second half of the project - what changes or adjustments are needed?</p> |
| <p><b>4) Sustainability</b></p> <p><i>To what extent has the project supported financial, institutional, socio-economic, and/or environmental improvements to sustain long-term project results?</i></p>  | <p>4.1 What is the likelihood that project results will continue after project completion?</p> <p>4.2 What is the likelihood that the targeted stakeholders will take ownership of the implemented methodology and other project activities?</p> <p>4.3 What are the key risks that may affect the sustainability of the project results and benefits (consider financial, socio-economic, institutional and governance, and environmental)?</p> <p>4.4 How country counterparts and beneficiaries will ensure project continuation?</p>  |
| <p><b>5) Factors affecting performance: What are the main factors that have affected or are likely to affect the effectiveness, that could prevent future progress towards and the eventual achievement of the project's intended longer-term impact?</b></p> | <p><b>Project execution and management</b></p> <p>5.1 What have been the main challenges in relation to the management and administration of the project?</p> <p>5.2 How well have risks been identified and managed (both at the project design phase and later)?</p> <p>5.3 To what extent has FAO provided oversight and supervision (technical administrative and operational) during the project execution phases?</p> <p>5.4 How effective is the participation (actors), coordination and decision-making among the PSC?</p>   |

|   |   |
|---|---|
|   | <p>5.5 How effective is the actual governance in the project to take strategic and operative decisions?</p> <p><b>Financial management</b></p> <p>5.6 What have been the challenges related to the financial management of the project, including the budget allocated?</p> <p>5.7 What have been the challenges related to the procurement and administration process?</p> <p>5.8 How can the delivery be improved in the last months of the project -what changes are needed?</p> <p><b>Monitoring and evaluation</b></p> <p>5.9 (M&amp;E design) Was the M&amp;E plan practical and sufficient?</p> <p>5.10 (M&amp;E implementation) To what extent has the project budgeted and implemented a sound M&amp;E plan and tools to track project delivery and evaluate its results towards achieving its objective?</p> <p>5.11 (M&amp;E use) Was the information from the M&amp;E system appropriately used to make timely decisions and foster learning during project implementation?</p> <p><b>Stakeholder engagement</b></p> <p>5.12 Were other actors involved in project design or implementation, and how effective has the project's partnership strategy been in supporting delivery of the project's results to date?</p> <p>5.13 To what extent is the choice and range of partners included in project implementation, and their capacities, appropriate?</p> <p><b>Communication, awareness raising and knowledge management</b></p> <p>5.14 How effective has the project been in communicating and promoting its key messages and results to partners, stakeholders and a general audience? How can this be improved?</p> <p>5.15 How visible has the project been to partners and stakeholders – what is their general opinion of the profile of the project to date?</p> <p>5.16 What has been learned by project beneficiaries thanks to the project?</p> |
| <p><b>6) Cross-cutting issues: Have equity issues been appropriately incorporated into project execution and have gender and youth considerations been effectively incorporated in the project?</b></p> | <p>6.1 Were gender equality, youth and indigenous peoples considerations taken into account in project implementation and management?</p> <p>6.2 How does the project engage with women and youth?</p> <p>6.3 What can the project do to enhance its gender benefits?</p> <p>6.4 What can the project do to enhance its youth benefits?</p> <p>6.5 To what extent has the project ensured the inclusion of local herders, women groups, youth and indigenous peoples?</p>   |

## 4. Methodology

29. The evaluation will adhere to the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation (2016) and will be in line with the OED Evaluation Manual (2015) and methodological guidelines and practices. The evaluation will adopt a consultative and transparent approach with both internal and external stakeholders. Triangulation of evidence and information gathered will underpin validation and analysis and will support the evaluation's conclusions and recommendations. It will adopt a set of internationally recognized evaluation criteria – relevance, effectiveness, efficiency, and sustainability, with an addition of crosscutting dimensions and will also emphasize factors affecting performance.
30. The selected lead evaluation consultant will validate the evaluation questions presented in Table 2, and propose a final evaluation matrix. This matrix will include key questions and sub-questions, indicators, and methods, tools and sources for data collection. The lead evaluation consultant will include the matrix in the evaluation inception report. The template for the evaluation matrix can be found in Appendix 1.
31. Data collection methods will include desk research and review, virtual interviews with various stakeholders and key informants located at FAO headquarters and in Guyana, virtual surveys to triangulate information and focus groups if possible. Due to the COVID-19 pandemic, the evaluation will follow all the necessary protocols to comply with the provisions of the country.
32. Final decisions about the design and methods for the evaluation should emerge from consultations among the project team, OED, the evaluators, and key stakeholders about what is appropriate and feasible (considering in particular the evolving COVID-19 situation) to answer the evaluation questions and meeting the evaluation's purpose and objectives.

## 5. Roles and responsibilities<sup>4</sup>

33. The FAO **Office of Evaluation (OED)**, through the evaluation manager, will be responsible for:
- i. ensuring all steps of the evaluation are carried out effectively and in a timely manner;
  - ii. developing the first draft evaluation TORs, ensuring inputs from all project stakeholders;
  - iii. incorporating stakeholders' comments and finalizing the TORs;
  - iv. identifying and recruiting the evaluation team;
  - v. briefing the evaluation team at the beginning of the evaluation on process, methodology and tools;
  - vi. ensuring wide availability of all project information and documentation, including available baselines, progress reports, monitoring data, background information on project context, stakeholder analysis, etc.;
  - vii. organizing meetings with relevant stakeholders and partners for the evaluation team, with support from the project team;
  - viii. organizing the field mission (if feasible during the COVID-19), including all logistical aspects, with support from the project team;
  - ix. circulating draft evaluation report for comments to all project stakeholders and ensuring that these are addressed by the Evaluation Team;
  - x. sharing the final report with project stakeholders.
34. **The budget holder and project lead technical officer (LTO)**, along with other members of the **Project Task Force (PTF)**, assist the evaluation manager in the evaluation through commenting on the evaluation TORs and draft reports, in the identification of potential consultants and in the organization of the evaluation mission and interviews, etc. They provide the evaluation manager and the Evaluation Team with all the project documents necessary for the evaluation. The budget holder is also responsible for leading and coordinating the preparation of the FAO management response and the follow-up report, fully supported by the LTO and other stakeholders, as relevant.<sup>5</sup>
35. **The evaluation team** is responsible for further developing and applying the evaluation methodology, for conducting the evaluation, and for producing the evaluation report. All team members, including the evaluation team leader, will participate in briefing and debriefing meetings, discussions, field visits, and will contribute to the evaluation with written inputs for the final draft and final report. The evaluation team will agree on the outline of the report early in the evaluation process, based on the reporting outline provided in Annex 1 of this TOR. The evaluation team will also be free to expand the scope, criteria, questions and issues listed above, as well as develop its own evaluation tools and framework, within time and resources available and based on discussions with the evaluation manager, and consultations with the budget holder and the PTF, as necessary. The evaluation team is fully responsible for its report which may not reflect the

---

<sup>4</sup> See more details about roles and responsibilities in the OED Project Evaluation Manual.

<sup>5</sup> OED guidelines for the Management Response and the Follow-up Report provide necessary details on this process.

views of the Government or of FAO. An evaluation report is not subject to technical clearance by FAO although OED is responsible for Quality Assurance of all evaluation reports.

36. **The Evaluation Team Leader** (lead evaluation consultant) leads the team in data collection and analysis, with the aim to arrive at the findings, conclusions and recommendations of the evaluation. The Team Leader prepares the draft and final evaluation reports, consolidating the inputs from the team members with his/her own.<sup>6</sup>

---

<sup>6</sup> For further details related to the tasks of the Evaluation team members, please refer to their specific job descriptions prepared at the time of their recruitment.

## **6. Evaluation team composition and profile**

37. An Evaluation Team will conduct the MTE. The selection of consultant(s) will be guided by the following principles:
- i. Recent experience with result-based management evaluation methodologies.
  - ii. Relevant experience in the Land Management and Land Administration sector and institutional development.
  - iii. Relevant experience in Survey, Geodesy, Cartography, Mapping, Land Administration, management, Cadastre plans, Registry & land leases, Spatial Data Infrastructure, GIS, Land Policy & Regulations. Experience with REDD+ a distinct advantage.
  - iv. Knowledge and application of gender and social inclusion issues and approaches.
  - v. Experience evaluating international cooperation development programs in the region.
  - vi. Working experience in Guyana an advantage.

## 7. Evaluation products (deliverables)

38. This section describes the key evaluation products the evaluation team will be accountable for producing. At the minimum, these products should include:
- i. Evaluation inception report. An inception report should be prepared by the evaluation consultant before going into the main data collection phase. It should detail the evaluator's understanding of what is being evaluated and why, explain how each evaluation question will be answered by detailing methods, sources of data and data collection procedures. The inception report should include the Theory of Change, the final evaluation matrix and a proposed schedule of tasks, activities and deliverables.
  - ii. Draft evaluation report. A draft evaluation report will be prepared by the lead Evaluation consultant following the first debriefing on the main preliminary results of the Evaluation. The project team and key project stakeholders will have the opportunity to comment on the draft evaluation report.
  - iii. Final evaluation report. This report will include an executive summary and illustrate the evidence found that responds to the evaluation questions listed in the TOR. The report will be prepared in English, with numbered paragraphs, following the OED template for report writing. Supporting data and analysis should be annexed to the report when considered important to complement the main report. Translations in other languages of the Organization, if required, will be FAO's responsibility. The final evaluation report, along with the management response, will be published online and be publicly available.
  - iv. Evaluation brief and other knowledge products or participation in knowledge sharing events, if relevant.



## 8. Evaluation timeframe

| <b>Task</b>   | <b>Dates</b>                                   | <b>Duration</b> | <b>Responsibility</b> |
|---|--|-----------------|-----------------------|
| Launch of the evaluation and TOR Finalization                           | April  | 1 month         | OED                   |
| Team identification and recruitment                                     | April  | 1 month         | OED                   |
| Reading background documentation provided by the PTF – Inception report | May  | 5 days          | Evaluation team       |
| Briefing of the evaluation team to key project stakeholders             | June   | 1 day           | Evaluation team       |
| Evaluation Report first draft for circulation                           | June   |                 | OED/Evaluation team   |
| Evaluation Report final draft for circulation                           | July   |                 | Evaluation team/OED   |
| Validation of the recommendations                                       | July   |                 | Evaluation team/OED   |
| Final Report, including publishing and graphic design                   | August   |                 | OED                   |
| Management Response   | 1 month after the Final report is issued       |                 | Budget holder         |
| Follow-up report  | 1 year after the management response is issued |                 | Budget holder         |

# Appendices

## Appendix 1. Evaluation matrix template

| Evaluation Questions                                 | Sub-Questions/Indicators | Comments | Methods/Informants |
|--|--------------------------|----------|--------------------|
| <b>1. Approach/Design (examples of sub-headings)</b> |                          |          |                    |
| Question 1.1:  |                          |          |                    |
|  |                          |          |                    |
|  |                          |          |                    |
| Question 1.2:  |                          |          |                    |
|  |                          |          |                    |
|  |                          |          |                    |
| <b>2. Results: Outcome level</b>                     |                          |          |                    |
| Question 2.1:  |                          |          |                    |
| <b>3. Results, Output level</b>                      |                          |          |                    |
| Question 3.1:  |                          |          |                    |
|  |                          |          |                    |
| Question 3.2:  |                          |          |                    |
|  |                          |          |                    |
| <b>4. Equity/Gender</b>                              |                          |          |                    |
| Question 4.1:  |                          |          |                    |
|  |                          |          |                    |
| <b>5. Sustainability</b>                             |                          |          |                    |
| Question 5.1:  |                          |          |                    |
|  |                          |          |                    |

## **Appendix 2. Contents of the evaluation report**

Acknowledgements

Acronyms and abbreviations

Executive Summary

1 Introduction

1.1 Purpose of the evaluation

1.2 Intended users

1.3 Scope and objective of the evaluation

1.4 Methodology

1.5 Limitations

2 Background and context of the project

2.1 Context of the project

2.2 Theory of change

3 Findings

3.1 Evaluation question A

3.2 Evaluation question B

4 Crosscutting issues

4.1 Gender; Human Right; Indigenous people; Stakeholder Involvement; etc.

5 Conclusions and Recommendations

5.1 Conclusions

5.2 Recommendations

6 Lessons Learned

Appendices

Annexes

*A full template of the evaluation report is provided in Annex 1 (attached separately)*

Office of Evaluation  
evaluation@fao.org  
www.fao.org/evaluation

**Food and Agriculture Organization of the United Nations**  
Rome, Italy



Some rights reserved. This work is available  
under a CC BY-NC-SA 3.0 IGO licence.