

# Ex post evaluation – Guyana

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**Sector:** Environmental policy and management (CRS Code 41010)  
**Programme/Project:** Conservation of Tropical Forests, GPAS I, with basic & advanced training: tropical forest protection BMZ No.: 1998 65 809\* with basic & advanced training 1930 03 183  
**Implementing agency:** Environmental Protection Agency (EPA)



## Ex post evaluation report: 2015

		Project GPAS I (Planned)	Project GPAS I (Actual)	Basic and advanced training measure (Planned)	Basic and advanced training measure (Actual)
Investment costs (total)	EUR million	2.68	2.75	0.369	0.369
Counterpart contribution	EUR million	0.12	0.35	0.000	0.000
Funding	EUR million	2.56	2.40	0.369	0.369
of which BMZ budget funds	EUR million	2.56	2.40	0.369	0.369

\*) Random sample 2015

**Summary:** The conservation of the tropical forests programme contributed to establishing a national protected areas system in Guyana. Using funds from GPAS I, representative ecosystems in Guyana were set up as protected areas in various parts of the country (“Guyana Protected Areas System / GPAS“), with the involvement of the local population which consists predominantly of indigenous people. Alongside the only official protected area in Guyana, the “Kaieteur“ National Park (KNP), it was primarily conservation initiatives in the north-west and south of the country (Shell Beach, Kanuku Mountains) that were funded. A basic and advanced training measure supported the training of park managers and rangers. In a second phase that cannot yet be evaluated here, a national endowment fund designed and co-funded together with Conservation International (CI) was promoted which was able to cover some of the ongoing costs for managing the protected areas.

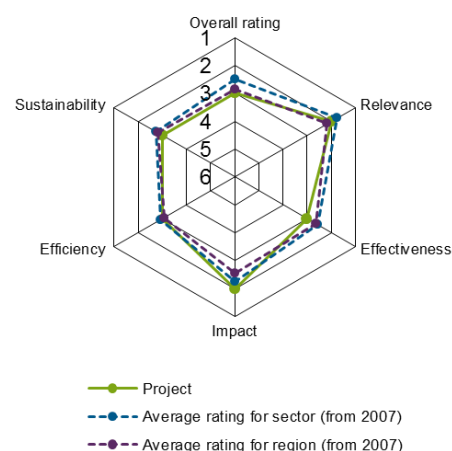
**Objectives:** The ultimate objective of GPAS I was to protect biodiversity in Guyana through the establishment of a national protected areas system. The adjusted project objective was the establishment and sustainable management of protected areas.

**Target group:** The target group of the project was the local population of the planned protected areas, staff of the EPA and non-governmental organisations (NGOs) with responsibility for managing protected areas as well as selected residents of the local communities who were to assume tasks in the new protected areas as park personnel.

## Overall rating: 3

**Rationale:** In spite of difficulties with efficient implementation and problems connected with ensuring that the target group benefited from small projects and training initiatives, Guyana now has a national protected areas system thanks to the project.

**Highlights:** When Guyana resolved to set up a national protected areas system, Financial Cooperation (FC) financing made a significant contribution to a small number of activities that had an enormous effect. FC funds were used to create the legal basis for national protected areas, establish protected areas and draw up management plans. Thereby the project helped to protect biodiversity. Patrols, on-site management and financing are crucial for sustainability going forward. Small projects in the field of sustainable resource utilisation and ecotourism intended to benefit the largely indigenous local population were least successful. The economic results of these small projects fell short of expectations.



## Rating according to DAC criteria

### Overall rating: 3

#### Relevance

The project aimed to find a solution to a core problem in terms of development policy: protecting biodiversity and preserving largely intact forest complexes through a National Protected Areas System (NPAS), while at the same time promoting the development of indigenous (Native American) neighbouring communities and the training of park managers and rangers. The programme can be considered relevant, especially considering the fact that Guyana had no protected areas system prior to the programme start.

The relevant national strategies in the forest sector were the guidelines for forest policy which had been adopted by the Cabinet in October 1997, shortly before the programme was designed. A specific protected areas strategy did not exist back then. However, a bill as a basis for legislation on protected areas was financed in the course of the programme with the help of Financial Cooperation (FC). The Protected Areas Act 2011 (Act No. 14 of 2011), which was passed in July 2011 and entered into force on 1 November 2011, provides a legal basis for Guyana's NPAS. Furthermore, it helps Guyana meet its international obligations with regard to the Convention on Biological Diversity (CBD), the UN Framework Convention on Climate Change (UNFCCC) and the Convention to Combat Desertification (UNCCD) as well as older conventions such as the Convention on the Illegal Trade in Endangered Species (CITES). The programme is also relevant against the backdrop of Reducing Emissions from Deforestation and Forest Degradation (REDD+) and Guyana's Low Carbon Development Strategy (LCDS) from 2009.

The project corresponded to both the thematic priorities of German development cooperation with Guyana (tropical forests and biodiversity) and the guidelines of the Deutsche Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (BMZ) sector concept for Development Cooperation with indigenous peoples in Latin America and the Caribbean. It further promised to contribute to the achievement of the Millennium Development Goals (MDGs, MDG 7: ensure environmental sustainability) and to the safeguarding of global public goods.

At the time the programme was conceived in 1998, the project design was highly relevant within the context of establishing Guyana's NPAS. The Global Environment Facility (GEF), the World Bank and the European Union (EU) planned together with the Financial Cooperation (FC) to finance the development of a NPAS in Guyana, intended that the FC is limited to Kaieteur National Park. When the World Bank and the EU withdrew from financing after the programme launch due to vociferous demands from indigenous representatives, only certain elements of the holistic programme approach have been ensured. Consequently, the design had to be adapted and split over several phases. FC therefore decided to finance not only Kaieteur, but also the designation and establishment of two more protected areas as well as to set up a trust fund in the second phase for the sustainable financing of protected areas. In retrospect, it should be noted that the withdrawal of major financing partners posed a high risk of fragmentation and underfunding; for example, the project design lacked the financing to employ park managers and rangers in the field. In light of this, we assess the relevance of the project design as satisfactory.

In summary, we assess the relevance of the programme as high and the relevance of the design as satisfactory, owing to the fact that essential elements of the holistic concept had to be postponed until later phases. Overall, this results in good relevance.

### Relevance rating: 2

#### Effectiveness

The programme objective of the Guyana Protected Areas System (GPAS I) which was adjusted following the withdrawal of key co-financiers, consisted of the establishment and sustainable management of protected areas.

Since the indicators defined at programme appraisal are no longer relevant due to the adjusted design (indicators originally related only to the small FC portion of the overall programme), the evaluation mission has developed new indicators which can be used to measure the programme's success as follows:

Indicator	Ex post evaluation
At the end of GPAS I, additional protected areas are established and officially recognised.	Achieved. At the evaluation, two additional protected areas (Kanuku Mountains and Shell Beach) were established and certified. A significant portion – but not yet all – of the major ecoregions in Guyana are under protection. It would have been advisable to extend the Kanuku Mountains protected area to include neighbouring Savannah areas. Such an extension was not politically viable, however, as the regions are home to villages inhabited by the indigenous population. In 2011, Kanuku Mountains and Shell Beach were established as IUCN Category VI protected areas.
At the end of GPAS I, the park boundaries are defined and demarcated in collaboration with neighbouring communities.	Largely achieved. In 5 of the 8 communities visited members of the target group were able to show the park boundary on a map, to point to the boundary and to describe it. Due to the cost factor, however, the boundaries have not been marked out in the field.
At the end of GPAS I, management plans have been officially approved and implemented.	Partly achieved. A management plan was drafted and approved for Kanuku Mountains National Park. A management plan was then developed for Shell Beach under GPAS II, and has already been approved. Parallel to GPAS I, the World Wide Fund for Nature (WWF) financed the drawing up of a management plan for Kaieteur National Park. This report is more than 300 pages in length and must be shortened before it can be officially recognised.
At the end of GPAS I, park infrastructure and the administrative building are used by park management and visitors.	Achieved. Park infrastructure such as the ranger accommodation in Kaieteur or Tukeit, is currently used by 3 ready-trained and chosen rangers, with this number set to increase to 7 in the near future. Furthermore, in 2014 a total of around 7,000 visitors made use of the visitor centre. In comparison to 2001, visitor numbers in Kaieteur have more than tripled from 2,247 in 2001 to 7,204 in 2014. The administrative building of the Protected Areas Commission (PAC) built under GPAS II is used for the management of national protected areas.
Three years after the end of GPAS I, small-scale projects achieve planned economic returns.	Only partly achieved. Income from investments in small-scale projects was low for 5 of the 8 communities visited by the evaluation mission (see also 'Efficiency').
One year after the end of GPAS I, trained park managers and rangers use their newly acquired skills in their current field of activity, which is related to the training content.	Not achieved. As a result of the significant time difference between the end of training and the establishment and recognition of the Kanuku Mountains and Shell Beach protected areas, only a few of the total of 106 park managers and rangers trained at the Iwokrama Rainforest Reserve use the skills that they learned in their current field of activity which corresponds to the training content. What is more, the

number of participants was too high for all of them to be employed by just three parks, meaning that this element is more a question of institutional support for the centre rather than of needs-based training.

In conclusion, we assess the effectiveness of GPAS I as satisfactory owing to the established parks, the agreed management plans and the utilised park infrastructure. Points were lost here due to the lack of income from small-scale projects to improve the living conditions of local residents, and the training at Iwokrama International Centre for Rainforest Conservation and Development which proved ineffective for the protected areas system.

**Effectiveness rating: 3**

### Efficiency

We assess the efficiency of the GPAS I programme as unsatisfactory due to the six-year delay of programme start from 1998 to 2004, and to the delay of the effective start of activities by a further two years. The effective implementation period (2006 to 2011) was six years, in comparison to the originally planned five. This was due to the failed cooperation with the World Bank and EU, as well as the logistically demanding implementation of the small-scale projects and the use of Guyanese procurement provisions (Guyana's National Procurement Act, 2003). The delays not only led to the delayed support of the target group, but also doubled the costs of the consultant, which amounted to EUR 929,000 or 30 % of the total costs, and were far above the average for FC projects.

The high costs of the delays are offset to some extent by the fact that a national park system and two additional parks were established at a relatively low cost by international comparison. In this context, we assess the efficiency of this element as high.

The small-scale projects demonstrate unsatisfactory efficiency. While small-scale projects improved relations between the target group and the Environmental Protection Agency (EPA) and made the demarcation of protected areas in neighbouring areas acceptable, in two-thirds of the villages visited there were no longer-term economic benefits or positive effects on the livelihood of the local population. Around EUR 900,000 was disbursed for 3,000 families. Alternatively, this amount would have been sufficient to give each family a one-off payment of around EUR 300 (e.g. by means of a protection contract over five years, which is linked to improved protection and the alternative use of resources in protected areas). Such a process would likely have had more positive impacts at target group level and would also have relieved the project-executing agency of the responsibility of overseeing small grants covering a broad spectrum of technical processes. At the same time, however, direct payments would also result in a higher expectation of subsequent payments.

The efficiency of the training was unsatisfactory. A total of 106 individuals were trained through Iwokrama Centre. The costs for this were high and yet the training course focused neither on supplying the three parks with rangers nor on the creation of the protection system.

In summary, we assess the efficiency of GPAS I as unsatisfactory due to the large delays and the resultant delayed benefits for the target group, as well as the increased consulting costs. While the allocation efficiency for the establishment of the protected areas was high, it was low for the small-scale projects and training.

**Efficiency rating: 3**

### Impact

The ultimate objective of GPAS I was to protect biodiversity in Guyana through the establishment of a national protected areas system.

The indicators adjusted by the evaluation mission are assessed as follows:

Indicator	Ex post evaluation
Following GPAS I the Protected Areas Act is passed. (This indicator is to be understood as a proxy for the support provided by the government).	Achieved. The Protected Areas Act (Act No. 14 of 2011), which was passed in July 2011 and entered into force on 1 November 2011, provides a legal basis for Guyana's NPAS.
Following the end of GPAS I, the PAC is set up in order to manage the protected areas system. (This indicator is also to be understood as a proxy for the support provided by the government).	Achieved. The PAC was established under the Ministry of Natural Resources and the Environment in order to manage Guyana's NPAS.
Following GPAS I forest degradation is prevented and biodiversity is protected.	Largely achieved. In 2013, Guyana reportedly had a low deforestation rate of 0.068 % per annum. The volume of commercial wood per hectare is relatively low and infrastructure access costs are high, especially in the mountainous protected areas. As a result, relatively few forests are used commercially. On the other hand, gold and diamond mining takes place in the peripheral zones of protected areas and particularly in Kaieteur, as a result of which river embankments are sifted and gold is extracted from the rock using mercury. This affects the water quality and biodiversity in the park. The Geology and Mines Commission has seized the equipment of indigenous miners once before, as they did not leave the protected area even after receiving a warning. It is therefore essential that on-site monitoring ensures that compliance with the legislation is stepped-up in the future.
Improve the livelihood of the local population.	Largely not achieved. Although no specific indicators for measuring success are used in the documentation of small-scale projects, and two impact assessments from 2013 (Pitamber and Martin 2013, 16 small-scale projects and Pitamber and Spitzer 2013, 12 small-scale projects) could provide only qualitative assessments, it can be assumed that the majority of small-scale projects have failed to have an impact on the livelihood of the local population.

In conclusion, we rate the overarching developmental impact of GPAS I as good.

**Impact rating: 2**

### Sustainability

Guyana's NPAS was established and enshrined in law. However, this will only contribute to the protection of forests and biodiversity in the future if on-site monitoring, law enforcement and management are financed by the government and by the fund specially established for this purpose under GPAS II. There is a maintenance system for infrastructure in the Kaieteur protected area and in the administrative building in Georgetown which is implemented down to the smallest detail under the current management.

Only a small proportion of the small-scale projects for local residents will continue to be sustainable in the future and the training in Iwokrama can be considered sustainable for the individual (within the meaning of personal training), but not for the protected areas system as a whole.

Once the National Protected Areas Trust Fund (NPATF) is fully established and functional, the park system is likely to be sustainable.

In conclusion, we assess the sustainability prospects of GPAS I as satisfactory, although the future financing of the protected areas system by means of the trust fund has not yet been fully ensured.

**Sustainability rating: 3**

### Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being **relevance, effectiveness, efficiency** and **overarching developmental impact**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

<b>Level 1</b>	Very good result that clearly exceeds expectations
<b>Level 2</b>	Good result, fully in line with expectations and without any significant shortcomings
<b>Level 3</b>	Satisfactory result – project falls short of expectations but the positive results dominate
<b>Level 4</b>	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
<b>Level 5</b>	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
<b>Level 6</b>	The project has no impact or the situation has actually deteriorated

Rating levels 1-3 denote a positive assessment or successful project while rating levels 4-6 denote a negative assessment.

### Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (level 3).