

External Assessment of the Project: Enhancing the Framework for the Development of a Heritage Economy in the Caribbean – Phase III

Final Report

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Executive Summary

Enhancing the Framework for the Development of a Heritage Economy in the Caribbean (EFDHEC) is a US\$1,900,497.30 project coordinated by the Culture and Tourism Section of the OAS (DED/SEDI/OAS). The Project's beneficiaries include Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago. The purpose of EFDHEC Phase III, which began in June 2018, was to "Strengthen human and institutional capacities of participating Member States, with local community participation, in promoting Cultural Heritage as a viable economic resource".

The Department of Planning and Evaluation (DPE) of the Organization of American States (OAS) commissioned this external assessment. The overall objective was two-fold: 1) to assess the performance of EFDHEC (Phase III) in the beneficiary countries in the context of Phases I and II, by reviewing its advances to date and comparing them to those established in the Project objectives; 2) to determine to what extent the recommendations and lessons learned from the evaluation of Phase II and the formative evaluation report were taken into account in the design of Phase III. The evaluation focused on the extent to which the Project has been able to deliver its main outputs and outcomes (immediate and intermediate outcomes).

The evaluation was conducted from mid-February to mid-June 2020. Evaluation activities were guided by an evaluation matrix that outlined the main evaluation issues, key questions and sub-questions, measurable indicators, and sources of data. The evaluation used mixed methods including interviews and document review. It did not include country missions (in-person or virtual) considering other missions recently conducted as part of the formative evaluation in 2019 and in light of travel bans due to COVID-19. The evaluator contacted 24 respondents suggested by the OAS and 16 of these agreed to be interviewed. The evaluator reviewed all documents provided by the OAS and by Coherit, the consulting firm responsible for executing many of the Project activities, and academic articles related to the topic of this evaluation. The evaluation was affected by the COVID-19 pandemic (access to high-ranking officials in Member States, delay in start-up of the evaluation). The pandemic also affected the achievement of some Project outcomes.

Findings

Relevance

The EFDHEC Project remains well aligned with the development pillar of the OAS, the OAS Charter, and the Strategic Plan 2016-2020. The reliance of Caribbean Member States on the tourism industry further supports the relevance of the EFDHEC; its focus on Heritage Tourism aims to build the capacities of Member States to differentiate themselves in the tourism sector. COVID-19 is negatively affecting the tourism sector of the Caribbean region. In the medium-term, Member States are aiming at increasing investments in the tourism industry but not necessarily in Heritage Tourism.

Effectiveness

Output 1:¹ The EFDHEC has built the capacities of the Caribbean Heritage Network (CHN). Three of its five planned outputs have been achieved with success, due in part to the active leadership of the CHN Director. The other outputs are on hold due to the pandemic. Although the Project engaged officials from Member States in a workshop on the potential of the CHN, the expected outcomes of this activity have not been achieved and the design and value for money of this activity are seriously questioned. The proposal for sustaining the CHN has been developed but the evaluation has no information as to whether the proposal was accepted by UWI.

Output 2: The ARCHES software system was installed in Jamaica and Barbados to support the development of national registers of Heritage sites. The Jamaica Register is operational and successful, but Barbados has failed to make progress in operationalizing its Register. The Project provided training to build country capacities to map Heritage sites and conducted a mission to expand Caribbean knowledge of Heritage economies. While participants appreciated these activities, the Project has not assessed the knowledge acquired.

Output 3: Through the EFDHEC Project, cultural authorities from Jamaica, Guyana, and Saint Lucia were trained on how to engage communities in identifying authentic Heritage values. The training was of high quality and in high demand and led to comprehensive baseline assessment reports in the three countries. The Project experienced challenges in establishing a sustainable endorsement program. This was aggravated by insufficient buy-in from Member States, evidenced by insufficient financial assistance to businesses for an endorsement program. The EFDHEC missed the opportunity to learn from other OAS projects offered to small- and medium-sized businesses.

Output 4: Despite delays on the part of the Open Campus of the University of the West Indies, two online courses were revised and delivered and were rated favourably by participants. However, the quality of the revisions is poor and does not meet academic standards. The majority of participants in online courses passed the final exams and self-reported that they increased their knowledge. However, the design of the online courses did not include pre- and post-testing to measure increases in knowledge.

Output 5: The Project helped increase the knowledge of regional cultural authorities on the importance of protecting regional Heritage. Some participants have applied their newly acquired knowledge to inform their work in developing or nuancing legislation on Heritage protection.

Most EFDHEC outputs will be achieved by the end of Project execution. Those that will not be achieved are affected by several factors, including the pandemic and insufficient support from national governments. The sustainability of EFDHEC results varies by categories of activities but is modest overall.

Twelve of the thirteen recommendations of the Mid-Term Evaluation were accepted and most have been implemented. One was not addressed and two are still in progress.

¹ As per EFDHEC documentation, the term 'output' is used to describe a stream of work implemented by the EFDHEC, within which activities, outputs and outcomes (as per the Results-based management terminology) are designed to achieve the overarching goal of the Project.

Efficiency and Management

The overall quality of Project design was somewhat improved in Phase III due to the inclusion of some new features suggested in the evaluation of Phase II. At the project level, EFDHEC design compares well with other global initiatives aimed at supporting a Heritage economy. However, the quality of design of specific EFDHEC activities varies.

Reporting on Project results has been done through the Report on Progress of Project Implementation (RPPI) in a timely manner and according to plan. Results monitored were sometimes outputs rather than outcomes and this affects the ability to say if change has really occurred.

The budget allocations for EFDHEC outputs remain within normal ranges but highlight the high price of conducting in-person regional activities.

There is some anecdotal evidence of a gender integration perspective in the EFDHEC Project, but gender integration was not part of the design, nor of the reporting.

Conclusion and lessons learned

EFDHEC is reaching the end of its execution at a time when the tourism industry is seriously affected by a pandemic. Some notable changes were made to the Project in Phase III, indicating that the OAS had taken on relevant recommendations from previous phases. Across the five Project outputs, activities are at different stages of implementation and completion. While the evaluation raised concerns about the sustainability of several results achieved, some, such as the online courses, stand a strong chance of being sustained and with benefits to be scalable.

The status of EFDHEC implementation, and by extension the status of results achievement, has been affected to some degree by external factors such as the pandemic and, since 2018, by economic and capacity issues affecting many countries in the Caribbean region. Project results have also been affected by internal challenges such as delays at start-up and delays in implementation and issues with project design.

Lessons learned from the project pertain to its overall design and strongly suggest that there is a need to revisit and invest further in project design at the macro- and micro-levels in the event of a future phase of project activity. In the evaluation of Phase II, two lessons were highlighted and they resonate equally well for EFDHEC Phase III, namely:

1. Country buy-in, through an identified alignment of project activities with national-level priority areas, is required to inform project design and subsequent implementation.
2. The internal capacity of implementation partners should be carefully weighed against the project scope, objectives and intended results prior to partner selection.

Recommendations

As the EFDHEC ends, the following recommendations are made to the OAS with a view to improving the achievement of results should the OAS wish to invest in similar projects in the future.

Recommendation 1: The OAS should take stock of lessons learned in the EFDHEC project to inform future project design.

- It should examine very closely all assumptions underpinning the ToC, in particular those suggesting investments (people, time, money) by Member States beyond project execution. In the case of EFDHEC these assumptions were somewhat ambitious given the human resource capacity gaps in several Ministries and the weakened economy of some participating countries (Barbados).
- As necessary, include initiatives / activities in project design that will trigger and sustain Member State commitments throughout project execution. For instance, regular discussions about project achievements with Member States representatives, showcasing Member States.

Recommendation 2: The OAS should reflect on and consider alternative approaches to deliver its regional activities that are less resource-intensive.

- While there is a strong culture of in-person regional meetings in the Caribbean, the evaluation highlighted the high cost of organizing such activities. The COVID 19 pandemic has demonstrated that a lot can be achieved through virtual consultation. And while in-person meetings have merit (fostering strong links amongst participants, supporting a more fluid exchange of discussions) a project like the EFDHEC with limited resources could strike a more optimal balance between in-person and virtual interface.

Recommendation 3: In projects that include training activities the OAS should verify that both learning acquired and learning application post-training will be measured.

- This can be achieved through more systematic measurement of intermediate outcomes achieved (learning acquisition) and of outcomes achieved (use of learning).
- The evaluation noted that beyond self-reported evidence it remains unclear if any of the knowledge transferred has been used. In the future, it is suggested that training activities include two or more of the following: a) pre-post testing to measure learning acquired; b) evaluation of participant satisfaction data upon completion of the course; c) administration of a survey at periodic intervals post-training to assess if and how participants have used learning acquired.

Recommendation 4: To demonstrate project knowledge management and enhance project effectiveness, the OAS should foster synergies between all its activities undertaken in the same country and in the region.

- The OAS should build more on lessons learned from its investments in other projects (other sectors) in the region to maximize the success of any of its other projects. This can be done through documenting lessons learned and using the information to inform new designs.
- Another possibility would be to task the OAS focal points to support and facilitate the exchange of lessons learned between all OAS projects within any given country and in the region.

Recommendation 5: At the outset of any future project, the OAS should consider trade-offs between expected outcomes and project scope within the context of a fixed budget.

- The evaluation of Phase II suggested that more outcomes could be achieved if the Project focused on fewer countries or included fewer activities. The design of Phase III of EFDHEC did not reflect this recommendation and an additional stream of work was added, with no changes to the number of beneficiary countries.
- Under such conditions the OAS and the funding agency may need to flag more proactively the implications of such decisions on outcome achievement.

Acronyms

CHN	Caribbean Heritage Network
COVID-19	Coronavirus Disease of 2019
CTO	Caribbean Tourism Organization
DAC	Development Assistance Committee
DED	Department of Economic Development
DPE	Department of Planning and Evaluation
EFDHEC	Enhancing the Framework for the Development of a Heritage Economy in the Caribbean
GDP	Gross Domestic Product
LFM	Logical Framework Matrix
MS	Member States
MTE	Mid-Term Evaluation
OAS	Organization of American States
OECD	Organisation for Economic Co-operation and Development
RPPI	Report on Progress of Project Implementation
SBDC	Small Business Development Center
SEDI	Executive Secretariat for Integral Development
SHTEP	Sustainable Heritage Tourism Endorsement Program
ToC	Theory of Change
ToR	Terms of Reference
UNEG	United Nations Evaluation Group
US	United States
USAID	United States International Development Agency
UWI	University of the West Indies

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1 Introduction

At the request of the United States (US) Permanent Mission, the Department of Planning and Evaluation (DPE) of the Organization of American States (OAS) commissioned an external assessment of the project *Enhancing the Framework for the Development of a Heritage Economy in the Caribbean (EFDHEC)* (The Project).

We are pleased to submit this draft final report in accordance with the terms of reference (ToR) presented in 5.2 Recommendation 5: Appendix I. The overall objective of this evaluation was two-fold: 1) to assess the performance of EFDHEC (Phase III) in the beneficiary countries in the context of Phases I and II, by reviewing its advances to date and comparing them to those established in the Project objectives; 2) to determine to what extent the recommendations and lessons learned from the evaluation of Phase II and the formative evaluation report were taken into account in the design of Phase III. In terms of scope, the evaluation focused on the extent to which the Project has been able to deliver its main outputs and outcomes (immediate and intermediate outcomes). The evaluation measured the achievements to date of Phase III of the EFDHEC by:

- i. Conducting a summative evaluation in order to identify the main achievements and results of the Project.
- ii. Conducting a cost-benefit analysis of the Project by identifying social and economic costs and benefits.
- iii. Determining the relevance of the Project as per the OAS mandate and priorities in countries.
- iv. Making recommendations for future, similar projects based on the evaluation's findings.
- v. Determining, to the extent possible, the efficiency and effectiveness of the Project as best reflected in the available results to date.
- vi. Critically analyzing the formulation, design, implementation and management of the Project and making recommendations as needed.
- vii. Assessing the institutional and financial sustainability of the interventions financed by the Project.
- viii. Documenting lessons learned related to the formulation, design and implementation for future similar interventions.
- ix. Making recommendations, as appropriate, to improve the formulation, design and implementation for future similar interventions.
- x. Assessing if and how the Project addressed the cross-cutting issue of gender perspective and to what results.²

The report is organized as follows:

- Further to this introduction, section 2 contains background information on the Project
- Section 3 outlines the evaluation methodology
- Section 4 presents the evaluation findings

² Call for resúmenes «External Evaluation Consultant of the Project: Enhancing the Framework for the Development of a Heritage Economy in the Caribbean – Phase III» - Section II, 2.2 items i) to x).

- Section 5 presents the conclusions, lessons learned and recommendations
- Appendices I – VI provide supporting documentation.

2 Project Background

The EFDHEC Project is a US\$1,900,497.30 project coordinated by the Culture and Tourism Section of the OAS (DED/SEDI/OAS). It receives funding contributions from the following sources:

- University of the West Indies (UWI): US\$ 62,880.00
- UWI Open Campus: US\$ 63,378.00
- OAS: US\$ 229,227.30
- OAS Member States: US\$ 270,000.00
- US OAS: US\$ 1,275,012.00

The Project's beneficiaries include Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago.

The Project is currently in its third phase, which was scheduled to begin in January 2018 but actually started up in June 2018. Phase I and Phase II aimed at contributing to expanding the socio-economic benefits of regional Cultural Heritage in the Caribbean region.³ Building on that, the purpose of Phase III of the Project was to "Strengthen human and institutional capacities of participating Member States, with local community participation, in promoting Cultural Heritage as a viable economic resource". Phase III aimed to use the various tools and approaches developed in Phase II of the Project to enable beneficiary countries to develop and manage their Cultural Heritage with a view to creating employment opportunities.

In order to achieve its overall purpose, Phase II of the Project was organized around six components presented in Table 2.1 below.

³ During Phase I (SID-1213) and Phase II (SID-1403) the Project was called "Expanding the Socio-Economic Potential of Cultural Heritage in the Caribbean".

Table 2.1 *Components of EFDHEC Phase III⁴*

COMPONENT		OVERVIEW OF ACTIVITIES
I.	Strengthening the institutional capacity of the Caribbean Heritage Network (CHN)	<ul style="list-style-type: none"> • Creation of CHN interest groups, training of officials, proposals for sustaining the CHN after the end of the Project
II.	Promoting heritage places in Barbados and Jamaica as a viable economic resource; involving communities in the process of identifying places of heritage significance	<ul style="list-style-type: none"> • Training of facilitators in these two countries; establishment of national registers/inventories of heritage places
III.	Establishing a Sustainable Heritage Tourism Endorsement Program in Guyana, Jamaica and Saint Lucia	<ul style="list-style-type: none"> • Training in community engagement in cultural and tourism activities; support in developing sustainability standards; enrollment of industries in the endorsement program
IV.	Enhancing a Regional Heritage Education Curricula	<ul style="list-style-type: none"> • Development of online curricula
V.	Enhancing the awareness of regional cultural authorities of the critical importance of protecting the region's heritage, of the essential components of effective heritage protection legislation and of methods of evaluating and improving existing legislation	<ul style="list-style-type: none"> • Training representatives of cultural authorities
VI.	Managing, monitoring and evaluation of the Project	<ul style="list-style-type: none"> • Regular project M&E reports to DPE

⁴ Terms of reference

3 Evaluation Methodology

3.1 Approach and Methods

The evaluation was conducted over a four-month period from mid-February to mid-June 2020 and required 35 days of labour. The evaluation had three phases: Evaluation start-up; Data collection and analysis; and reporting. A brief description of each phase is provided in the sub-sections that follow.

Evaluation activities were guided by an evaluation matrix (see 5.2Recommendation 5: Appendix II) that outlined the main evaluation issues, key questions and sub-questions, measurable indicators, and sources of data. Definitions for core dimensions of the matrix were extracted from the *OECD-DAC Glossary of Key Terms in Evaluation and Results-based Management*. In addition, a generic definition was developed for gender integration. These definitions were used in developing the evaluation matrix (see 5.2Recommendation 5: Appendix III [Appendix III](#)).

3.2 Evaluation Start-up

The evaluation began with a full day briefing held at the OAS Secretariat in February 2020. The consultant was briefed on the purpose of the evaluation and the expectations of the OAS. During that day the consultant conducted individual and team interviews with representatives of the U.S Mission to the OAS and with the Project management team.

The consultant gathered all necessary documents to be reviewed for the evaluation and agreed with the OAS on a preliminary list of stakeholders to interview during the data collection phase.

3.3 Data Collection and Analysis

The evaluation of EFDHEC Phase III was implemented through mixed methods and included interviews and document review. It was agreed with DPE that this assignment would not include a country mission (in-person or virtual) considering other missions recently conducted as part of the formative evaluation in 2019 and in light of travel bans due to COVID-19.

Stakeholder consultations: Stakeholders to be interviewed (either in-person or through telephone or SKYPE calls) were suggested by the OAS. The evaluator contacted all 24 respondents that were suggested and 16 of these agreed to be interviewed. The list of people interviewed is presented in **Error! Reference source not found.** and interview questions for each category of respondent are presented in 5.2Recommendation 5: Appendix IV .

Review of Documents: The evaluator reviewed all documents provided by the OAS and by Coherit, the consulting firm responsible for executing many of the Project activities, and additional academic articles related to the topic of this evaluation. The list of documents reviewed is presented in 5.2Recommendation 5: Appendix V .

Data collected were analyzed in compliance with international evaluation standards (UNEG, OECD DAC). The validity of data collected was ensured through cross-referencing and triangulation from multiple data sources.⁵

3.4 Limitations

The evaluation was undertaken during the lockdown period caused by the COVID-19 pandemic. As presented in Table 3.1, this has impacted the achievement of EFDHEC outcomes and, to some extent, the execution of the evaluation.

Table 3.1 *Effects of COVID-19 pandemic on the evaluation and on EFDHEC execution*

EFFECTS ON EVALUATION METHODOLOGY	
Overall approach and methodology	The calendar of the evaluation was modified by 3 weeks, to consider the slow-start-up resulting from the pandemic.
Access to documents and document review	No effect.
Access to stakeholders for interviews	3 respondents, all high-level officials (Ministers), were not available for interviews. On a positive note, those interviewed were willing to engage with the evaluator well beyond the 45 minute-timeframe originally scheduled.
EFFECTS ON EFDHEC EXECUTION	
Enabling environment for Heritage Tourism	COVID-19 is negatively affecting the tourism sector of the Caribbean region. This affects the relevance of the Project and is a departure from findings of the Mid-Term Evaluation.
Timeliness of Project execution	Although Project activities and outputs will be mostly completed by end of Project execution, we can expect some delays in achievement of some Project <u>outcomes</u> .
Sustainability of results achieved	Member States and UWI may wish to allocate resources to sectors other than Heritage Tourism. This will affect the sustainability of EFDHEC results.

⁵ The following methods of analysis were used: a) **Descriptive analysis:** descriptive analysis allowed the consultant to understand the contexts in which EFDHEC-Phase III was implemented and to describe its project components; b) **Content analysis:** the consultant used content analysis of documents and notes arising from stakeholder interviews to identify common trends, themes, and patterns for each of the key units of analysis. The consultant also used content analysis to flag diverging views and opposite trends. In these cases, further data collection may be needed. Emerging issues and trends constituted the raw material for crafting preliminary observations.

4 Evaluation Findings

This section presents the main findings related to each section of the evaluation matrix: relevance, effectiveness, efficiency and management, gender integration, and sustainability.

4.1 Relevance

Key evaluation questions: To what extent did EFDHEC- III align with OAS mandates and the priorities of countries benefiting from the interventions?

Finding 1: The EFDHEC Project remains well aligned with the development pillar of the OAS, the OAS Charter, and the Strategic Plan 2016-2020.

EFDHEC is aligned with the development pillar of the four pillars of the OAS (democracy, human rights, security and development), and with the approach fostered by OAS in its Mission Statement to achieve economic prosperity in the region through (...) inclusiveness, cooperation, and legal (...) instruments.⁶

A review of the OAS Charter also indicates that one of its purposes (f) is to promote the cultural development of its Member States.

OAS Charter, Article 2⁷

The Organization of American States, in order to put into practice the principles on which it is founded and to fulfill its regional obligations under the Charter of the United Nations, proclaims the following essential purposes:

- a) To strengthen the peace and security of the continent;*
- b) To promote and consolidate representative democracy, with due respect for the principle of nonintervention;*
- c) To prevent possible causes of difficulties and to ensure the pacific settlement of disputes that may arise among the Member States;*
- d) To provide for common action on the part of those States in the event of aggression;*
- e) To seek the solution of political, juridical, and economic problems that may arise among them;*
- f) To promote, by cooperative action, their economic, social, and cultural development;***
- g) To eradicate extreme poverty, which constitutes an obstacle to the full democratic development of the peoples of the hemisphere; and*
- h) To achieve an effective limitation of conventional weapons that will make it possible to devote the largest amount of resources to the economic and social development of the Member States.*

⁶ OAS Mission Statement. http://www.oas.org/en/about/what_we_do.asp

⁷ http://www.oas.org/en/sla/dil/inter_american_treaties_A-41_charter_OAS.asp

In 2009, at the Fifth Summit of the Americas, the OAS formally declared its intent to promote several sectors of the economy in small and vulnerable economies, including tourism. In their declaration, the 34 Heads of State and Government of the Americas stated that they:

...Must continue to make a particular effort to promote sustainable development in small and vulnerable economies of the Hemisphere by enhancing their competitiveness, human and institutional capacity-building, financial and physical infrastructure, as well as the development of information and communication technologies (ICT) and the development of the business sector and other productive economic sectors, including tourism. (*Declaration*, par. 12)⁸

Finally, the EFDHEC reflects the intent of the OAS Strategic Plan 2016-2020 since one of the key objectives is integral development to support cultural goals, as shown in the sidebar.

Integral Development⁹

Help member states to achieve their economic, social, and cultural development goals in a comprehensive, inclusive, and sustainable manner, taking into account the provisions of the OAS Charter, the Social Charter of the Americas, the Strategic Plan for Partnership for Integral Development, and other inter-American instruments

Finding 2: The reliance of

Caribbean Member States on

the tourism industry further supports the relevance of the EFDHEC. Its focus on Heritage Tourism aims to build the capacities of Member States to differentiate themselves in the tourism sector.

According to the Caribbean Tourism Organization (CTO)¹⁰, in the last five years, tourism has remained one of the region's major economic sectors, representing an average of 14% of its total GDP. This puts the region first in terms of tourism as a proportion of GDP and the region is often described as “the most tourism-dependent region in the world”.

As expressed by consulted stakeholders from the ministries of tourism in Member States, while tourism remains an important contributor to the Caribbean economy, the industry is faced with several challenges, including: the difficulties in countries differentiating themselves from one another, changes in consumer tastes, and the need to remain price competitive. Stakeholders also noted the need to diversify the tourism offer in order to match changing tastes and demography of tourists, who are increasingly inclined to travel for a cultural experience, beyond enjoying the sea and the sun.

Thus, while Heritage Tourism is a good complement to traditional tourism, it faces several challenges. As expressed in the literature and reinforced by interviews with stakeholders, the most important challenges are: a) absence of legal frameworks supporting heritage development; b) slowness in developing inventories of possible sites of restoration; c) lack of proper maintenance of heritage sites; d) limited community capacities in identifying heritage sites.¹¹ Each of the five components of the EFDHEC addresses one or more of these challenges, in particular bridging the capacity gap required to include Heritage Tourism as another avenue for tourism development, leading to economic prosperity.

⁸ Declaration of Commitment of Port of Spain, April 19, 2009 <http://www.oas.org/en/sedi/desd/mandates.asp>

⁹ <http://www.oas.org/en/saf/accountability/strategic-plan.asp>

¹⁰ OAS Strategic Plan 2016-2020

¹¹ Leslie-Ann Jordan & Lee Jolliffe (2013) “Heritage Tourism in the Caribbean: Current Themes and Challenges”, *Journal of Heritage Tourism*, 8:1, 1-8, DOI: 10.1080/173873X.2013.765735.

Finding 3: COVID 19 is negatively affecting the tourism sector of the Caribbean region. In the medium-term, Member States are aiming at increasing investments in the tourism industry but not necessarily in Heritage Tourism.

All data and interviews confirm that COVID 19 is a major upheaval for the tourism industry around the world, and even more so for countries whose economies are so reliant on the sector.

If, as the World Health Organisation (WHO) experts now predict, it cannot be contained, it is likely that COVID-19 will cause a shock to global economic growth. Because tourism benefits from the confidence that a vibrant world economy creates, even if the virus does not touch the region it will have negative economic implications on the Caribbean because of its high dependence on its visitors' willingness to travel.

The indications are that cruise and air travel are already being hit globally as new centres of infection emerge in Europe, North and South America, the Far East and elsewhere. There is also evidence that business travel is being postponed and hotel cancellations are surging in infected areas of Europe.¹²

Interviews with MS stakeholders indicate that, while all efforts will be made to boost the tourism sector, emphasis will be placed on activities with the highest return on the economy (cruises, resorts, hotel industry, etc.), and not immediately on Heritage Tourism. In addition, given the increasing health and safety needs in the COVID 19 context, the Ministries of Tourism will want to forge strong links with Health Ministries to meet international standards. This preliminary information suggests that the initiative and efforts to develop the Heritage Tourism economy may be curtailed, which will negatively affect the immediate relevance of projects such as EFDHEC.¹³

Stakeholder interview quotes

COVID 19 is hitting our country really hard. We will have to rebuild our tourism industry, starting where returns will be highest, including cruises and resorts. Investments in Cultural heritage activities may come, but at a much later stage.

Government representative from a Member State benefitting from EFDHEC

We had high hopes for Heritage tourism because, at the end of the day, it would help set us apart from other islands. But our whole economy is suffering and the Government will have to make huge investments in other sectors of the economy that have been affected by COVID. It is all a matter of greatest return. For now, I do not see our Government supporting Heritage tourism initiatives.

Civil Society representative from a Member State benefitting from EFDHEC

4.2 Effectiveness

This section examines the extent to which the Project's expected results have been achieved and the likelihood of achieving these results by the end of Project execution (June 30, 2020). It also presents the status of MTE recommendations and a cost-benefit analysis.

¹² <https://www.caribbean-council.org/covid-19-will-pass-the-economic-impact-could-be-longer-lasting/>

The tables on output achievements are colour-coded. Green indicates ‘achieved’, yellow indicates ‘partially achieved’ or on hold due to the pandemic, red indicates ‘not achieved’, and grey indicates ‘not measured’.

4.2.1 Output 1 – Strengthening the institutional capacities of the Caribbean Heritage Network

Finding 4: The EFDHEC has built the capacities of the Caribbean Heritage Network. Three of its five planned outputs have been achieved with success. The other outputs are on hold due to the pandemic.

This section discusses progress made toward strengthening the institutional capacity of the Caribbean Heritage Network (CHN).

As evidenced in Table 4.2 below, the Project has made significant progress towards achieving its planned outputs. As was noted in the Mid-Term Evaluation (MTE)¹⁴ and confirmed through interviews with members of the CHN, the CHN Director is providing charismatic leadership and devoting an incredible amount of energy towards the success of the network. Her successes are described below.

Managing the CHN Portal: The CHN Director has been trained in the management of the CHN Information Portal which is hosted by the Open Campus of the University of the West Indies. The evaluation confirms that the Information Portal is easy to update regularly and serves as an information exchange for professionals in the region.

Increasing membership: At March 2020, CHN had 225 members, which is almost double the target set by the EFDHEC. CHN members represent 11 Member States and include individuals with varied background (artisans, traditional craftspeople, students, etc.). CHN members interviewed for the evaluation praised CHN as a unique space where professionals with similar interests can e-gather, learn, exchange and grow professionally. Interestingly, as highlighted by a few interviewees, the COVID 19 context and lockdown seem to have increased the need for a network of professional peers. The CHN Facebook page continues to attract views and has more than 1000 followers.

Unfortunately, due to COVID 19, the inaugural CHN conference *Caribbean Conversations in Conservation* scheduled for March 16-19, 2020 in Barbados was postponed until further notice. This 4-day hands-on workshop-oriented conference for Heritage professionals was intended to further increase CHN membership.

Promotion of the CHN: The CHN Director is a convincing communicator and, according to interviewed CHN members and OAS staff, she has promoted the CHN at every opportunity – in her speeches, in the CHN Welcome Video, and in speaking spontaneously about the benefits of CHN with colleagues, staff and students. The new Director has revived the Newsletter and produced three editions.

Supporting the creation of CHN Interest Groups: As shown in Table 4.1, the CHN has six Interest Groups that are accessible through the CHN Information Portal. Moderators for each Interest Group have been trained in moderating virtual groups, but participation and engagement in the Interest Groups remain modest. The evaluation notes that this situation is common in any network where engagement is reliant on volunteer moderators. Interviews with the CHN Director and Interest Group participants suggest that

¹⁴ Green, Evan. 2019. “Midterm Evaluation of Phase III of the Project Enhancing the Framework for the Development of a Heritage Economy in the Caribbean.” Final Report.

participation and engagement of members increased slightly over time as topics became more contextualized. At March 2020, each Interest Group had approximately 50 participants.

Table 4.1 *Interest Groups of the Caribbean Heritage Network*

	FOCUS	MEMBERS AT JANUARY 2020
Heritage Education and Professional Development	Expanding the curricula of Heritage education at the primary and secondary levels, in university courses, and in professional training programs to teach a wide range of Heritage skills	54
Heritage Legislation and Fiscal Incentives	Content of Heritage Legislation Fiscal incentives for the protection of privately-owned Heritage sites	51
Inventories and Monitoring	Inventory techniques, digital applications, and the role of national registers	45
Socioeconomic Impacts of Heritage	Documenting the impacts of Heritage on society, fundraising, promotion of public-private partnerships and professional capacity sharing	42
Sustainable Heritage Tourism	Increasing the participation of cultural practitioners and Heritage-based firms by offering better access to the tourism market for products that meet locally approved standards of authenticity and sustainability	49
Traditional Crafts and Artisans	Creation of networks across the region to support the work of artisans who are engaged in the practice of rare or lost crafts and other traditional and cultural expressions	36
6 Interest Groups (target was 5 by end of Project execution)		275 Interest Group members

Finding 5: The EFDHEC engaged officials from Member States in a workshop on the potential of the CHN. However, the expected outcomes of this activity have not been achieved and the design and value for money of this activity are questioned.

In order to boost membership of the CHN, the EFDHEC designed a regional workshop activity in May 2019. The focus of this workshop was the *Potential of the Caribbean Heritage Network for developing the regional craft sector*. Expected outcomes were that workshop participants would meet with craftspeople in communities upon returning to their home countries, discuss the benefits of the CHN and that these craftspeople, in turn, would become members of the CHN.

The 2-day Craft Development workshop was held in Barbados on May 22 and 23, 2019¹⁵ and brought together representatives from Antigua and Barbuda, Barbados, Belize, Dominica, Grenada, Guyana,

¹⁵ The workshop was held at the Marriott Hotel in Hastings, Barbados from May 22-23, 2019. A total of 30 people were present over the two-day workshop and six of these were technical people associated with the project. Participants were disaggregated

Jamaica, Saint Lucia, St. Vincent and the Grenadines, the Bahamas, Trinidad and Tobago, the Association of Caribbean States, the Caribbean Organization of Indigenous People and the Kalinago Community of Dominica. The workshop was well designed and generated a high level of satisfaction from those who attended.¹⁶

While the workshop was appreciated by participants, it did not result in significant immediate outcomes. According to the *Craft Development Workshop – Barbados May 22-23: Report from Participants and Follow-Up to the Workshop*,¹⁷ upon returning to their home countries, the 30 attendees met, collectively, with 50 craftspeople within three months of the workshop and, amongst those 50 people, only six registered to become members of the CHN (at Fall 2019, no further evidence was available). Workshop participants gave various reasons to explain the very low number of new memberships—the most frequent were craftspeople’s poor access to the Internet and their lack of experience in seeking ideas and professional development through a network like the CHN.

Considering the cost of this activity (US\$ 192,000¹⁸), the evaluation questions the value for money of this activity. Some have argued that the decision to enrol in CHN is beyond the scope or control of the EFDHEC project. While this is true, the rationale for the workshop should have been tested and discussed at the design stage to decide if such a workshop was the best way to promote CHN membership.

Finding 6: The proposal for sustaining the CHN has been developed.

The proposal for sustaining the CHN has been developed. The CHN is hopeful that the CHN inaugural Conference scheduled for March 2020 and postponed due to the pandemic (it is intended to be rescheduled for November 2020.¹⁹) will lead to an increase in its membership. The evaluation has no data on whether the proposal was approved by UWI.

as follows: 17 females and 7 males from Antigua and Barbuda, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines, Trinidad and Tobago, and The Bahamas.

¹⁶ Report on Progress of Project Implementation (RPPI), January 31, 2020, Annex 4

¹⁷ OAS document

¹⁸ This amount includes all contributions, including in-kind contributions

¹⁹ As per the CHN website

Output 1: Summary of achievements²⁰

Table 4.2 *Output 1: Strengthening the Institutional Capacity of the CHN*

STRENGTHENING THE INSTITUTIONAL CAPACITY OF THE CHN				
OUTPUT LEVEL INDICATOR	BASELINE	TARGET	DATA FROM MTE	FINAL EVALUATION DATA ²¹
CHN membership increased by at least 20% by month 15 of Project execution and by 60% by the end of Project execution.	74	118	134	225
At least three (3) CHN Interest Groups operational by month 15 of Project execution and five (5) by the end of Project execution.	0	8	6	6
Officials from at least six (6) countries who were trained in the potential of CHN for building a sustainable craft sector begin meeting with craftspeople in their respective countries within 3 months of completing workshop.	0	6	11	9 ²²
Drafting of a proposal for sustaining the CHN after the end of Project is started by month 15 of Project execution.	0	1	0	0
Proposal for sustaining the CHN after the end of Project execution is approved by the UWI by the end of Project execution. ²³	0	1	0	No data available

²⁰ In the tables on outputs, green indicates 'achieved', yellow indicates 'partially achieved' or on hold due to the pandemic, and red indicates 'not achieved'.

²¹ No further data available beyond what was produced in the Report on Progress of Project Implementation (RPPI).

²² It is not clear why this number dropped from 11 in the MTE data to 9 in the final data.

²³ The evaluation has no information as to whether UWI has approved the proposal.

4.2.2 *Output 2 – Promotion of Heritage places in Jamaica and Barbados as a viable economic resource*

This section discusses the extent to which EFDHEC has been successful in building capacities for identifying and registering Heritage sites in Barbados and Jamaica. Table 4.3 provides a colour coded illustration of results achieved. The activities conducted to reach this output consisted of training, installation of software and support in the design of the website.

Finding 7: The ARCHES software system was installed in Jamaica and Barbados to support the development of national registers of Heritage sites. The Jamaica Register is operational and successful, but Barbados has failed to make progress in operationalizing its Register.

Through the EFDHEC, ARCHES software (to support national registers/inventories of Heritage places) was installed in Barbados and Jamaica. Jamaica already had a register hosted by the Jamaica National Heritage Trust (JNHT) but the ARCHES software, accompanied by training workshops on the use of the software, further enhanced the capacity of the country to manage its inventory of Heritage sites. Since the installation of the ARCHES software, the JNHT indicated that Jamaica has made remarkable progress in upgrading information on Heritage sites, adding new tabs, frequently asked questions, updating the welcome page of the Register. The Jamaica Register can be accessed at www.siteinventory.jnht.com. Interviewed stakeholders from Jamaica, Saint Lucia and Guyana commented on the quality and accessibility of the Jamaica Register, considering it a gold standard for the region. Thus, EFDHEC has achieved its expected outputs in Jamaica and changes that resulted from this investment are likely to be sustained beyond Project completion.

In Barbados, progress in developing a register has been minimal, aggravated by a systemic lack of human resources in many ministries; large numbers of public sector staff were laid off as a result of financial restrictions imposed by the International Monetary Fund (IMF).²⁴ While the ARCHES software was installed in 2018 and the Register was established, fewer than 10 entries have been entered in the Register since 2019. The EFDHEC Project manager and Coherit (Project implementer) have proposed concrete actions (primarily training of staff to maintain the Register and enter data correctly) and have flagged the issue at the highest level of the Government of Barbados, but no positive action has been taken by the government. As months go by, and without further ownership of the Register by the Government of Barbados and investments in training, it is very likely that the Register will become obsolete.

²⁴ Barbados experienced a serious financial crisis in 2018, resulting in financial restrictions by the IMF and the development of a comprehensive Economic Recovery and Transformation (BERT) plan aimed at restoring fiscal and debt sustainability, addressing falling reserves, and increasing growth. As a result, the public sector experienced significant layoffs, up to 20% of staff in several ministries.

Finding 8: The EFDHEC Project provided training to build country capacities to map Heritage sites and conducted a mission to expand Caribbean knowledge of Heritage economies. While participants appreciated these activities, the Project has not assessed the knowledge acquired.

Delivery of training

Following the installation of the ARCHES software, Coherit (the implementing partner for training activities) designed and delivered four workshops aimed at building country capacities in conducting inventory mapping of their Heritage sites and maintaining Heritage registries. The first workshop was held in Barbados in December 2018, a second workshop in Guyana in August 2018, and two workshops in Jamaica in August 2018 and January 2019, as well as a workshop in September 2019 in Barbados on Community Participation in National Inventories and Registers. In all, the EFDHEC Project trained 13 facilitators, surpassing by 10 the original target.

In written feedback and telephone interviews with selected participants, workshop participants indicated a very high level of satisfaction for the hands-on approach and the relevance of the materials. They enjoyed tremendously the mixed backgrounds in the classroom, which contributed to shared learning.

We rarely have opportunities to engage with communities. One of the key benefits of these workshops was to work with communities, learn from them and with them. In many ways, they are closer to articulating what constitutes our real Heritage.

Participant from Jamaica

The only potential improvement, noted in the Mid-term Review, was the need to further clarify the nominating process for workshop participants, which, according to some, was rather rushed due to delays in Project start-up.

Fact-finding mission

In addition to the provision of training, EFDHEC undertook a fact-finding mission to the Gullah-Geechee National Cultural Heritage Corridor in coastal areas of the southeastern United States.²⁵ The corridor has close historical connections with the Caribbean and is administered as a National Heritage Area of the US.

As articulated in the most recent Report on Progress of Project Implementation (RPPI) and verified through interviews with mission participants, the participants were able to experience different aspects of a sustainable Heritage economy (cuisine, crafts, monument preservation, marketing strategies of historic sites, etc.). Based on interviews, and on a review of the agenda and activities conducted, there is no doubt that the fact-finding mission was a good opportunity to expose representatives of National Authorities to different ways of thinking and doing. Fact-finding missions are, in general, inspiring experiences that encourage reflection about human behavior and culture change.

²⁵ The Gullah-Geechee National Cultural Heritage Corridor is a National Heritage Area established by the US Congress to recognize the unique culture of the Gullah Geechee people, who have traditionally resided in the coastal areas of the sea islands of North Carolina, South Carolina, Georgia and Florida.

Assessment of learning acquisition

The EFDHEC did not conduct pre- or post-activity surveys or measurements of knowledge for the training workshops or for the fact-finding mission. Therefore, the evaluation cannot assess if, as projected, these activities led to a 10% increase in knowledge and skills of participants.

We can note however that workshop participants unanimously (close to 100% in each workshop) self-reported in their post-workshop feedback that their skills have been built and this was further supported by interviews with participants. With respect to fact-finding missions, there is anecdotal evidence of success self-reported by those involved.

Output 2: Summary of achievements

Table 4.3 illustrates the degree of achievement based on the output-level indicators for this objective. The evaluation has colour coded the third indicator (increase in knowledge by 10%) in gray because no assessment of knowledge was made pre- and post- workshops. This had been noted in the MTE and a suggestion was made to modify the indicator to capture the number of participants attending the workshop rather than the increase in knowledge. While monitoring the number of participants is easier to manage, such an indicator provides no sense of whether the course content increased participants' knowledge (effectiveness).

Table 4.3 *Output 2: Progress in building capacities to identify and promote Heritage places*

OUTPUT LEVEL INDICATORS	BASELINE	TARGET	MTE DATA	FINAL EVALUATION DATA
National registers/inventories of Heritage places established and or enhanced in the two beneficiary countries (Barbados and Jamaica) by the end of Project execution.	1	2	1	2
At least two facilitators from Barbados and Jamaica trained in how to involve communities in the process of identifying places of Heritage value and in how to submit places for inclusion in the National Register inventory by the end of Project execution.	1	3	1	13
Increase in knowledge of trained officials of new initiative for promoting Heritage places in their countries as viable economic resources increased by 10% by the end of Project execution.	0%	10%	Not measured	Not measured

4.2.3 Output 3 – Establishment of a Sustainable Heritage Endorsement program in Guyana, Jamaica and Saint Lucia

Finding 9: Through the EFDHEC Project, cultural authorities from Jamaica, Guyana, and Saint Lucia were trained on how to engage communities in identifying authentic Heritage values. The training was of high quality and in high demand and led to comprehensive baseline assessment reports in the three countries.

The EFDHEC intended to train representatives from cultural and/or tourism authorities in Guyana, Jamaica and Saint Lucia in how to engage communities in identifying authentic Heritage values and places of significance. The demand for these workshops was high and 30 participants registered and completed these workshops (significantly exceeding the target of six). Most of the participants (26) were from cultural or tourism authorities and the others were from NGOs.

In August 2018 a workshop was held in Guyana to help prepare representatives from Guyana, Jamaica and Saint Lucia to develop a Baseline Assessment of their Heritage Economy. As reported in the RRIP and the MTE, and verified through document review, all three countries completed baseline assessments and attended a second workshop in July 2019 to share their experiences in carrying out their assessments and engaging with communities.

In September 2019 a third workshop was held in Guyana and was focused on the process of establishing a Sustainable Heritage Standard and Review Process. The key objective of this workshop was to train participants in how to formulate Sustainability Standards, which were to serve as the essential tool for the assessment of applications for endorsement.

Feedback obtained from training participants was very positive. A review of written evaluation feedback as well as interviews with selected participants and facilitators suggest that the content of all workshops was relevant to the needs of the countries and that facilitators were experienced and knowledgeable and eager to support participants during and after the sessions. A few shortcomings were noted, including the duration of workshops (too short) and the targeting of participants.

We are truly grateful for having benefitted from the incredible knowledge of our trainers. They were always available, even after the course, mentoring, tailoring their advice to my specific needs.

Illustrative quote from a participant, reflecting the views of all 7 interviewed

The two tangible immediate outcomes were Baseline Assessment Reports and comprehensive Elicitation Reports. It was expected that, following the training, participants would hold meetings to engage communities in identifying authentic Heritage value and places of significance. All three countries submitted elicitation reports describing their approach to engaging with communities, challenges encountered and key issues emerging.

Finding 10: The EFDHEC Project experienced challenges in establishing a sustainable endorsement program. This was aggravated by insufficient buy-in from Member States, evidenced by insufficient financial assistance to businesses for an endorsement program. The EFDHEC missed the opportunity to learn from other OAS projects offered to small- and medium-sized businesses.

The overall goal of the three workshops was to support Guyana, Saint Lucia and Jamaica in the development of their sustainability standards, the implementation of their review panel and the identification of business mentors. During the third workshop in September 2019, participants developed a workplan and a calendar starting in September 2019 and ending in May 2020, hopefully with the first Sustainability Endorsement awarded.

At March 2020, eleven (11) small businesses among the three countries had been selected and approved for enrolment in the Endorsement Program but all further activities have been on stand-by since then. The evaluation considers that the target of enrolling 20 small businesses by Project completion and delivering endorsement awards by May/June 2020 will not be achieved.

Notwithstanding the pandemic context and the six-month delay in EFDHEC start-up, the main reason for this shortcoming lies in the Project assumption that without any form of Project support after the workshops, the countries would commit the necessary financial support to businesses enrolled in the Endorsement Program to assist them in developing and marketing their sustainable products. In Guyana and Saint Lucia, stakeholders clearly stated that government authorities had made no such provision for financial support to potential businesses selected.

In our country (Guyana) I can say that small businesses were truly excited about the prospect of developing and marketing local products. Competition from other countries for arts and crafts, in particular China, is huge. We cannot compete with the low price of their products. But we offer no financial assistance to these businesses, for the design of the logo, for printing costs, nothing! How are they supposed to finance these costs if the government does not help?

EFDHEC beneficiary

This analysis is supported by the report on the Implementation of the Sustainable Heritage Endorsement Program in Grenada,²⁶ which concluded that the success of any such program in the Caribbean region would require funding from the national governments that have responsibilities for these portfolios, specifically to provide assistance in:²⁷

- product development and enhancement of current products
- development of marketing plans
- writing proposals for funding and sourcing avenues for grants/loans/investments
- developing sound social media plans and websites
- being export-ready.

²⁶ 'Any model to promote sustainable heritage tourism is best promoted by the Government ministries / departments which have responsibilities for these portfolios' RPPI, January 31s, 2020, p.11/33

²⁷ OAS RPPI reporting period 07/02/2019-01/01/2020. P.12/23

These limitations are frequently encountered in programs aimed at building the capacities of small and medium-sized businesses, particularly in the Caribbean.²⁸ The evaluation questions whether such insights were taken into consideration in the design of this activity and whether EFDHEC was sufficiently informed by lessons learned from the Small Business Development Center (SBDC) established in the OAS Member States under the SBDC project.

Output 3: Summary of Achievements

Table 4.4 *Output 3: Establishing Sustainable Heritage Endorsement Programs*

ESTABLISHMENT OF A SUSTAINABLE HERITAGE TOURISM ENDORSEMENT PROGRAM IN GUYANA, JAMAICA AND SAINT LUCIA				
OUTPUT LEVEL INDICATORS	BASELINES	TARGETS	MTE DATA	FINAL EVALUATION DATA
At least two Cultural and/or Tourism Authorities from Guyana, Jamaica and Saint Lucia trained on how to engage communities in identifying authentic Heritage value and places of significance start holding meetings with communities in their respective countries by month 15 of Project execution.	0	6	0	30
Sustainable standards to ensure authenticity of any products or services submitted for endorsement defined and approved by relevant authorities in at least two of the beneficiary countries by month 27 of Project execution.	1	4	1	1
A total of 9 businesses amongst the three beneficiary countries (Guyana, Jamaica, St. Lucia) approved for enrolment in the Endorsement Program by the end of Project execution.	11	20	11	11

4.2.4 Output 4 – Enhancement of Regional Heritage Education Curricula

Finding 11: Despite delays on the part of the Open Campus of the University of the West Indies, two online courses were revised and delivered and were rated favourably by participants. However, the quality of the revisions is poor and does not meet academic standards.

As noted in the MTE and confirmed by interviews held with Open Campus of the University of the West Indies (UWIOC), the content of two courses was modified by two consultants from Jamaica and Belize to

²⁸ https://issuu.com/caribank/docs/micro_small_and_medium_enterprise

respond to recommendations made during Phase II of the Project. These recommendations aimed at contextualizing the course content to the Caribbean environment and illustrating the content with examples from the region. Despite delays in the delivery of the courses due to logistical issues at UWIOC, the two online courses were offered in the September 2019 semester (August-December 2019) with the following enrolments:

- Heritage Site Management: 17 students completed the course (out of 29 registered)
- Museum Conservation Skills: 20 students completed the course (out of 27 registered)

Although participants appear to have enjoyed the courses and rated them favourably, several questions remain about the quality of the revisions. Interviews with UWIOC and with Coherit which was tasked to review the courses revisions, as well as a review of the material point to three problematic areas: a) non explicit citation of sources of most of the revisions; b) didactic quality (insufficient learning activities); c) organization of the material. As noted in the RPPI report²⁹ and confirmed through interviews with UWIOC, there were many delays in the preparations for the delivery of the courses and several changes in the staff responsible for coordinating the implementation of this EFDHEC output.

At least 50-60% of the content has been copy pasted from other sources and not properly cited. (...) As the content is currently presented, it would not meet UWI's explicitly stated policy of using sources without attribution.

Comment on Course Revision HIST 6821 Museum Conservation Skills
<https://www.open.uwi.edu/sites/default/files/docs/Plagiarism.pdf>

There is interest on the part of UWIOC to deliver the courses in future semesters, but there are two potential obstacles. The first is that it is anticipated that few students would enroll without the OAS scholarships which covered 75% of course fees during the EFDHEC project, as the cost of these courses is prohibitive in the Caribbean (US\$660). The second is that UWIOC would need the copyrights for these courses in order to deliver them; currently the OAS holds the copyrights for these courses.

The sustainability of this output is at high risk, and the benefits of an investment of US\$235,419.30 are questionable in that it resulted in 37 students trained in courses of questionable quality and for which UWIOC has no copyrights.

Finding 12: The majority of participants in online courses passed the final exams and self-reported that they increased their knowledge. However, the design of the courses did not include pre- and post-testing to measure increases in knowledge.

The two online courses had traditional exams. For the Heritage Site Management course, 76.5% of participants passed, while 90% of participants passed the Museum Conservation Skills course. Participants were asked to provide an evaluation at the end of the course and reported that they had increased their knowledge. However, the design did not include pre and post-course testing, so it was not possible to measure the increase in participants' knowledge.

²⁹ RPPI reporting period 07/02/2019-01/01/2020

Output 4: Summary of achievements

Table 4.5 *Output 4: Enhancing Regional Heritage Education Curricula*

ENHANCEMENT OF REGIONAL HERITAGE EDUCATION CURRICULA				
OUTPUT LEVEL INDICATORS	BASELINES	TARGETS	MTE DATA	FINAL EVALUATION DATA
Two online courses on heritage reviewed and improved.	0	2	2	2
Positive average increase in knowledge of course content by course participants by end of Project execution.	Course participants have no knowledge or limited knowledge of content of the course.	Students all increase their knowledge of both courses by the end of the course delivery.	Too early to assess.	90% pass rate (Museum Conservation Skills) 76.5 % pass rate (Heritage Site Management)

4.2.5 *Output 5 – Increase in knowledge of regional cultural authority of the importance of protecting regional Heritage*

Finding 13: EFDHEC delivered effectively on this expected output. Some participants have applied their newly acquired knowledge to inform their work in developing or nuancing legislation on Heritage protection.

In order to achieve Output 5, EFDHEC organized and delivered a workshop for all participating Caribbean Member States³⁰ at the OAS Headquarters in August 2019.

While there is no evidence, other than self-reporting, suggesting that participants increased their knowledge of Heritage Protection Legislation, there is strong evidence that participants used learning acquired to take action upon returning to their respective countries. Based on preliminary data from the RPPI, Antigua and Barbuda have taken action to revise their legislation on Heritage Sites Management. There are preliminary indications that Barbados and Jamaica have used the workshop content to inform their existing legislation review process.

³⁰ The following countries sent representatives to the workshop: Antigua and Barbuda, Barbados, Belize, Dominica, Grenada, Jamaica, St. Kitts and Nevis, Saint Lucia, St. Vincent and the Grenadines, Suriname and The Bahamas.

Output 5: Summary of Achievements

Table 4.6 *Output 5: Increasing Awareness of the Importance of Protecting Regional Heritage*

OUTPUTS	OUTPUT LEVEL INDICATORS	BASELINE	TARGETS	MTE DATA	FINAL EVALUATION DATA
Enhancing the awareness of regional Cultural Authorities of the critical importance of protecting the region's Heritage, of the essential component of effective Heritage protection legislation and for methods of evaluating and improving existing legislation.	Positive average increase in the knowledge of regional authorities of the importance of protecting regional Heritage, the essential components of effective Heritage protection legislation and of methods of evaluating and improving legislation by 10% by end of Project execution.	Workshop participants have no knowledge of importance of heritage protection legislation	Increase in the knowledge of workshop participants of the importance of Heritage protection legislation	Too early to assess	Not measurable

4.2.6 Overall results achieved by the EFDHEC Project by end of Project execution

Finding 14: By the end of Project execution, almost all Projects output results will have been achieved. The scope of actual changes (outcomes) deriving from these outputs is modest.

Based on data available on June 15, 2020 all EFDHEC activities planned will be completed by the scheduled end date (June 30), apart from the final approval of the CHN sustainability plan which, to our knowledge, had not yet been approved by UWI.

However, the extent to which these activities have led to an actual change (outcome) remains modest. At the end of the day, the EFDHEC will have produced the following tangible changes in the Heritage economy ecosystem of the Caribbean region:

1. The EFDHEC Project has created a network (CHN) of approximately 300 individual members clustered in five (5) interest groups, sharing an interest in the topic.
2. The EFDHEC has also allowed Jamaica to launch its Register of Heritage sites.
3. The EFDHEC has allowed the Open Campus of the UWI to design and deliver two online courses.
4. Finally, 109 stakeholders representing government, NGO and community sectors have participated in different courses (ranging from 2 days to one semester duration) on topics related to Heritage economy and Heritage conservation. However, minimal evidence has been formally tracked to assess if and how such exposure / skills transfer has been used.

Unfortunately, while EFDHEC has invested in different activities to support Member States in developing Sustainability Standards, the Endorsement Program is not operational.

4.2.7 Sustainability of results achieved

This section focuses on the likelihood of EFDHEC results being sustained.

Finding 15: The sustainability of EFDHEC results varies by categories of activities but is modest overall.

Low to medium likelihood of sustainability

Short workshop training activities that built individual capacities have very modest sustainability. Training literature suggests that if new knowledge / skills acquired are not applied or if opportunities for applying them are not met, retention rate is less than 2% of learning acquired. In the case of EFDHEC, some participants did use new learning acquired, for instance to engage with craftspeople (activity 1.3), but the outcome was nominal (five new registrations in CHN); or to continue in developing legislation (activity 5.1)

Sustainability Standards: There were encouraging signs that Guyana, Jamaica and Saint Lucia would eventually be able to develop these standards. Artisans were motivated by the prospect of having authenticity labels on their products that would encourage visitors to purchase locally made crafts. Unfortunately, the sustained production of labels requires some additional resources from national governments; at the time of the evaluation, there was no evidence that governments would provide such resources.

Caribbean Heritage Network: Given its reliance on a clear champion, the current CHN Director, the CHN runs the risk of becoming dormant if there is a change of leadership, and if it does not offer its members enough activities to encourage them to remain members. Network analysis shows that energy, participation and membership tend to increase before, during and immediately after any given event (such as a conference, workshop, etc.). At the moment, CHN is organizing its annual conference for November 2020. Up until then and immediately after, one can anticipate some traffic on the network. Coherit was mandated to write a sustainability plan for CHN, following the annual conference. If they proceed with the write up and develop a clear pathway to sustainability, with dedicated financial and human resources, the CHN may be sustained.

CHN Interest Groups: According to EFDHEC plan and the Coherit Contingency Plan, Coherit trained five individuals to moderate the five Interests Groups (IG) of CHN. This was a good thing because it is hard to sustain a community of practice such as these IGs without some form of moderation. However, the evaluation has no indication if these moderators operated on a voluntary basis or if they received some form of remuneration for their work. This uncertainty about resources to support moderators puts the viability of the IGs at risk.

High likelihood of sustainability

National Registers: The National Register developed in Jamaica has a very high likelihood of being sustained. It brings together many ingredients that support sustainability: quality (the site is very well designed, easy to access and informative); it has full ownership from the Government of Jamaica (it is hosted by the Jamaica National Heritage Trust [JNHT]), and it is being used (interviewed representatives of JNHT reported a steady weekly increase in the number of visitors to the site despite COVID 19).

Online courses: The online courses have a high likelihood of being sustainable if they are incorporated into the Open Campus of UWI academic offerings. The only hurdle to sustainability is the issue of copyrights. At the moment, the OAS retains full copyrights for these courses and Open Campus UWI is hoping to receive these rights.

4.2.8 Status of MTE recommendations

Finding 16: Twelve of the thirteen recommendations of the Mid-Term Evaluation were accepted and most have been addressed.

The Project accepted 12 of the 13 MTE recommendations and provided an acceptable rationale for rejecting one recommendation. Table 4.7 provides an overview of the degree to which recommendations from the MTE have been addressed. Two recommendations are still in progress and only one recommendation was not addressed.

Table 4.7 Status of Implementation of MTE Recommendations

LESSONS LEARNED AND RECOMMENDATIONS FROM THE MTE	FINDINGS FROM THE FINAL EVALUATION
1) The membership process for Caribbean Heritage Network (CHN) should be streamlined.	The OAS rejected this recommendation and provided a strong rationale for this decision.
2) The roles and responsibilities for the CHN and other project activities should be made clearer.	In progress. Unclear if/when this will be completed.
3) The Project should strengthen efforts to deepen awareness of Ministers of Tourism (and Finance and Planning) of the economic potential of Cultural Heritage as part of tourism.	Done
4) The Project should plan to administer surveys in late 2019 to gather data on relevant Output indicators.	Done
5) The Project should monitor closely the progress being made on all Output indicators yet to be achieved but should, in particular, monitor some key project components.	Done
6) Indicators related to Output 5 should be revised.	Done
7) Indicators related to Output 2 should be revised.	Done
8) Indicators at the Goal level should be revised.	Done
9) Given the condensed timeline, new targets may need to be developed as well as enhanced monitoring of all targets for each quarter for the remainder of the Project.	Done

LESSONS LEARNED AND RECOMMENDATIONS FROM THE MTE	FINDINGS FROM THE FINAL EVALUATION
10) Communication and coordination between countries and between the different Outputs of the Project should be improved.	In progress
11) The Project should involve the Caribbean Tourism Organization (CTO).	Done
12) The Project should pursue more opportunities for synergies with the SBDCs.	Not done
13) The Project needs to ensure that planned sustainability plans – in particular under Outputs 1, 2, and 3 – are developed and commitment to their implementation ensues.	Done

4.2.9 Cost-benefit analysis

The TOR for this assignment asked us to provide some insights on the cost-benefits of the EFDHEC. While we do not have the data to do a rigorous economic analysis, nor were we asked to, we can hypothesize the types of social, economic and other returns that the EFDHEC could lead to – in other words, the possible benefits of this \$2 million investment.

In Section 4.2.6, we noted some tangible outcomes achieved by the EFDHEC Project. These tangible results have the potential to lead to the following benefits, which were also noted in the evaluation of Phase II:

- Revenues for the region arising from the cultural heritage tourism trade
- Increased national awareness of the need to preserve cultural heritage sites and provide or increase the resources required to facilitate preservation
- Greater opportunities for networking and knowledge-exchange among cultural heritage professionals, artisans and interested persons to enhance skills/ capacities
- Creation of synergies for increased levels of country-specific and regional-level cooperation in the area of cultural heritage.

From a different perspective, the EFDHEC has also increased visibility for the donor in the Caribbean region.

At this point, it is difficult to put values on these potential benefits and there are very few other comparator projects. We can say that the potential benefits of the EFDHEC could have been maximized with greater buy-in from national governments and with improved designs of some activities.

4.3 Efficiency and Management

4.3.1 A challenging context overall

Most consulted stakeholders felt that EFDHEC implementation was rushed, which was noted in the MTE and confirmed by interviews with OAS stakeholders and Project beneficiaries. Several reasons were cited (and verified by the evaluation), but the most important was the six-month delay at start-up. The Project was planned to start in January 2018 but the MoU with the implementing agency was not signed until June 2018 and no activities took place during these six months.

Setbacks to EFDHEC Start-up

Extensive delays in signing the agreement with Coherit, resulting in a six-month delay in start-up and thus a compressed calendar for execution. EFDHEC officially started in June 2018.

Despite the start-up delay, the project management team made significant efforts to catch up on the execution of project activities and, at September 2019, most aspects of project implementation were beginning to get back on track. Unfortunately, managing with a condensed schedule led to some quality issues and insufficient time to advertise training offerings, target the right training participants, and allow beneficiary countries to carry out workshop follow-up activities. The implementing agency and the evaluation both noted that the time pressure often led to trade-offs between respecting the project schedule and ensuring the conditions necessary for quality project execution.

Due to the current pandemic, activities have been put on hold, postponed or cancelled and will not be completed by June 30, 2020.

4.3.2 Project design

Finding 17: The overall quality of Project design was somewhat improved in Phase III due to the inclusion of some new features suggested in the evaluation of Phase II.

The evaluation of Phase II recommended the review of several features of the Project design to increase its robustness. It was recommended that the Project engage more intentionally with government authorities, instead of partnering solely with civil society, and provide capacity building for government authorities in order for them to play a lead role in maintaining Project outcomes upon completion of project execution. It was also recommended that training be regionally contextualized.

As shown in Table 4.8, these recommendations were incorporated into the design of Phase III and the evaluation notes that in each activity the EFDHEC engaged significantly with government authorities of Member States, most often from a Ministry of Tourism, Ministry of Culture, or equivalent. Participants in various Project activities (i.e., training, fact-finding missions, workshops) included a wide representation from these government authorities. As noted in interviews, the Project also provided government authorities with multiple opportunities for coaching through either the implementing agency (Coherit) or the OAS Project Manager. All consulted participants acknowledged the incredible personalized support received from the OAS and Coherit following each group activity.

Table 4.8 *Changes made in the design of EFDHEC Phase III*

KEY LIMITATIONS IN PROJECT DESIGN AND TOC IDENTIFIED AT PHASE II	WHAT WAS DONE DIFFERENTLY IN PHASE III?
Limited buy-in from Member States, potentially affecting their support beyond project execution	Systematically engaging government agencies in each of the five outputs Including both civil society and government agencies in all activities
Limited capacities within government authorities to execute certain Project activities	Phase III included the delivery of train-the-trainer workshops to create a multiplier effect (i.e., upon returning from training, trainees would, in turn, train others).
Increased need to contextualize Project outputs to increase its relevance to the Caribbean region	In Phase III experts from the region were hired to contextualize the curriculum developed by Coherit
Other features added (beyond the recommendations of Phase II evaluation) to improve design	In Phase III EFDHEC added an output (Output5) aimed at strengthening Heritage tourism at the institutional level, thus linking the three levels of capacity building : 1) individual training activities with multiple training activities; 2) strengthening organizations – strengthening organizations through systems (registrar, portal); 3) strengthening at the institutional level (legislation).

A third recommendation of the Phase II evaluation was not addressed in the design of Phase III, namely the need to revisit each Project output to ensure that sufficient resources would be allocated to support execution. The Phase II evaluation argued that, given the modest budget and the large number of beneficiary countries, resource allocation should be reviewed to: reduce the number of outputs, reduce the number of beneficiary countries, increase the budget envelope, extend the deadline for completion of Project execution, reduce expected changes at the outcome level, or any combination of these possibilities.

However, the EFDHEC Phase III budget was not increased, the deadline for completion of Project execution remained unchanged, the number of beneficiary countries was not reduced, and the number of outputs was increased (albeit to improve the quality of Project design). This evaluation argues that it was unrealistic to assume, after Phase II, that the Project could deliver more activities with an expanded scope without increasing the budget or making other changes to the overall set of deliverables. This speaks to the difficulty in striking a balance between achieving results at the country level and the ambition to execute a regional project.

Finding 18: At the project level, EFDHEC design compares well with other global initiatives aimed at supporting a heritage economy. However, the quality of design of specific EFDHEC activities varies.

Tourism is a strong contributor to the economy in several regions of the world and the development of Heritage economies is increasing. A review of the literature³¹ on the integration of cultural heritage and tourism highlights at least 14 variables considered as enablers of this integration. As shown in Table 4.9, each of the five outputs of EFDHEC contributes to the development of one or more of these contextual enablers.

³¹ Tolina Loulanski & Vesselin Loulanski (2011): The sustainable integration of cultural heritage and tourism: a meta-study, Journal of Sustainable Tourism, 19:7, 837-862. <http://dx.doi.org/10.1080/09669582.2011.553286>

Table 4.9 *Factors contributing to the development of a Heritage Economy (based on literature)*

FACTORS SUPPORTING SUSTAINABLE CULTURAL HERITAGE TOURISM	EXAMPLE CITED IN THE LITERATURE	FEATURES OF EFDHEC OUTPUTS REFLECTING THESE FACTORS
Involvement of local government in activities	Education and training (stakeholder education; conservation ethics education)	Inclusion of government and civil society in all outputs Wide stakeholder education through face-to-face and online training
Balance of initiatives supporting authenticity of products and cultural site interpretation	Place-centered interpretation and hospitality management	EFDHEC included Outputs related to the development of authenticity of products as well as capacity building for communities to allow them to understand (interpret) what a cultural site is.
Shift toward sustainability-centered tourism management and practice	Revision of the current tourism-heritage relationship/ changing focus from marketing to conservation	Several of the training offered in-person or online focused on conservation
Integrated planning and management within different agencies	Multiagency and multi-disciplinary approach, etc.	Multi-agency approach (museums, UWI, ministries of tourism, communities, private sector)
Integrated governance and stakeholder participation in all strategies linking heritage and tourism	Government leadership, management and support; synchronized national, regional, and local governance and legislation, etc.	Multi-agency approach (museums, UWI, ministries of tourism, communities, private sector)
Controlled/balanced growth of tourism development	Segmentation strategy; balance of private and public interest; balance between tourist needs and local needs, etc.	Not applicable
Incorporation of cultural heritage and tourism in national sustainable development frameworks and policies	Integration of both tourism and cultural heritage as part of destination and resources planning	The Register in Jamaica is an example of such integration
Market and product diversification	Value-based heritage resource selection and product transformation; sensitive and creative product development and market positioning	
Destination Management	Infrastructure, transport, to heritage sites, landscape	Not applicable

FACTORS SUPPORTING SUSTAINABLE CULTURAL HERITAGE TOURISM	EXAMPLE CITED IN THE LITERATURE	FEATURES OF EFDHEC OUTPUTS REFLECTING THESE FACTORS
Heritage capital approach	Planning and management for Heritage sustainability	All courses (online and in-person) focused on this topic
Site Management	Site management tools; precautionary principles; international cooperation, transferable lessons and benchmarking, etc.	Not applicable
International governance and support	Global good practice exchanges; cross national comparisons; joint pilot projects and programs, etc.	Regional project that fostered exchanges cross-frontiers as well as a study tour in the US
Adequate and diversified sources of funding	Mixed funding; encouraging financial self-reliance of communities, business and heritage sites; etc.	Contribution from the OAS and from countries (in-kind contributions)
Theoretical and methodological knowledge base	Collaboration between academics and practitioners	Potential Collaboration between Open Campus and future practitioners, and governments representatives who registered in the courses

Despite this overall favourable comparison, the quality of the EFDHEC design varies. While some activities supporting different outputs were well designed (such as the support leading to the development of the Heritage Registers), others, including many of the training activities, have some design limitations. Some design limitations could have been avoided from the outset, for example the exclusive reliance on self-reporting to assess knowledge acquisition from training. Other limitations, such as the rushed selection of training participants, were due to the compressed Project execution calendar. The evaluation also questions the use of some regional in-person workshops, given the low return on investment (e.g., activity 1.12. Workshop held in Barbados for an overall cost of US\$192,066, that brought together 30 participants who upon returning to their countries were able to encourage fewer than 10 craft persons to join CHN).

4.3.3 Monitoring and reporting

Finding 19: Reporting on Project results has been done through the RPPI in a timely manner and according to plan. Results monitored were sometimes outputs rather than outcomes and this affects the ability to say if change has really occurred.

Project reporting mechanisms for EFDHEC were adequate for monitoring implementation progress at the level of activities and outputs. Appropriate reporting mechanisms were established between the technical project consulting firm and the regional implementing partner agencies. Coherit Associates LLC produced all requested reports, covering the period of project execution and these reports provide details on the implementation of activities for all Project outputs. The OAS project manager submitted reports on the

progress of project implementation (RPPI) to the Department for Planning and Evaluation for review and comment and these reports reported on the status of the Project, including information on the implementation of project activities, the achievement of project outputs and resource disbursement per project component.

The evaluation notes that the EFDHEC Results Framework has some limitations in terms of monitoring changes resulting from activities conducted. In some cases, the Results Framework includes an indicator at the *outcome* level (i.e., the existence of a Register of a Heritage site, further to the conduct of a training activity on that topic).

In other cases, monitoring and reporting are done at the level of the output because the way the activity was designed did not allow collecting outcome data. This is particularly true of Output 2 and Output 5. The Results Framework included in the grant agreement listed indicator 2.2. as follows:

- *Increase in knowledge of trained officials of new initiatives for promoting heritage places in their countries as viable economic resources increased by 10% at the end of project execution.*

Similarly, for Output 5, indicator 5.1. is as follows:

- *Increase in knowledge of regional Cultural Authorities of the importance of protecting regional heritage, the essential components of effective Heritage protection legislation and of methods of evaluating and improving legislation increased by 10% by the end of Project execution.*

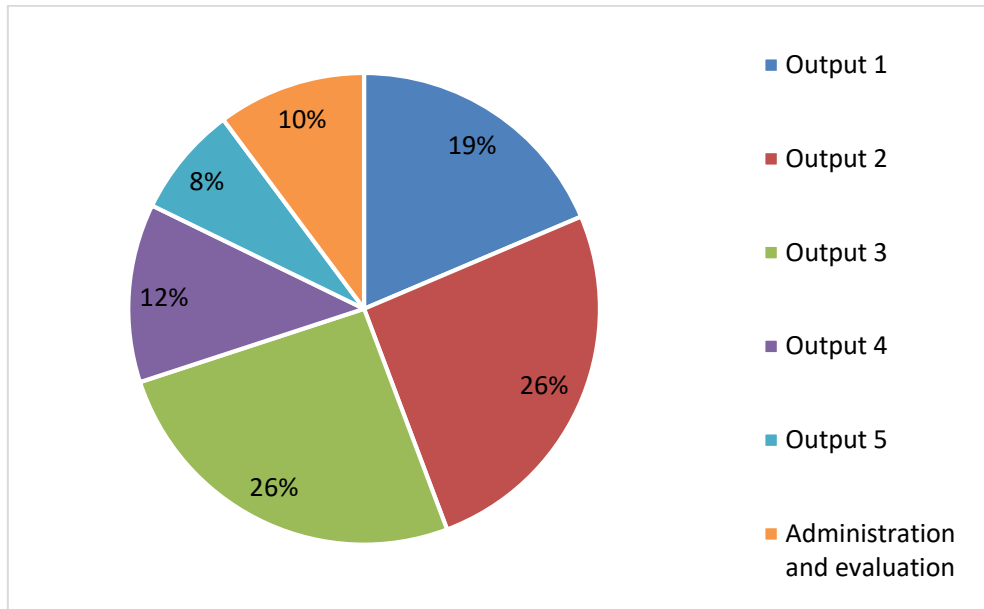
The design of EFDHEC training activities did not include pre- and post- testing and therefore it was not possible to report on these results. This was noted in the Mid-term Evaluation of EFDHEC and, in response to the MTE recommendation changes were made to these indicators. Rather than tracking the percentage of increased knowledge, the RPPI tracked the number of training participants complemented by participants self-reporting about how much they had learned. This proxy measures provide less of an understanding about whether these activities resulted in real changes.

4.3.4 Costing of outputs

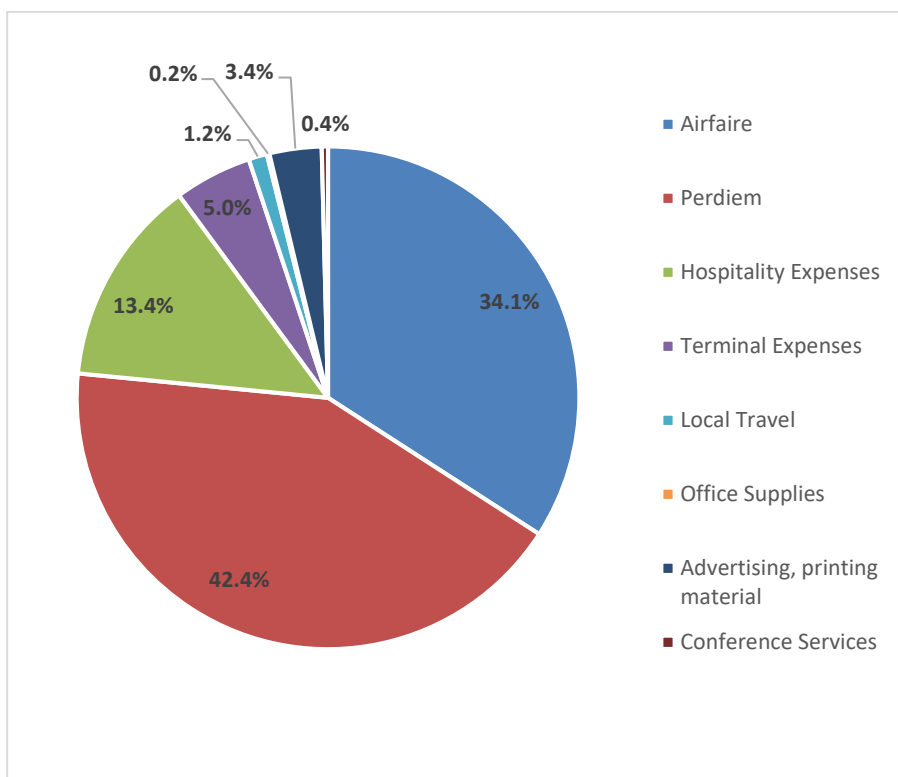
Finding 20: The budget allocations for EFDHEC outputs remain within normal ranges but highlight the high price of conducting in-person regional activities.

As shown in Figure 4.1, administration and evaluation account for 10% of the overall budget, which is a reasonable percentage and reflects good practice in project management. The division of funds between the five outputs is reasonable with Outputs 2 and 3, the most time-intensive and the most regionally focused, absorbing slightly more than half of the overall budget.

Figure 4.1 Budget by deliverable as a % of cost with cost contingency



The total budget includes the costs of conducting regional activities – which was US\$337,009.00 or 18% of the total budget (lowered from 21% in Phase II). We question whether some of these funds could have been used differently, particularly now that we see how training can be delivered online. Was it worth the costs of airfares, per diems and hotels to bring together 10 participants? On the other hand, there are some benefits in engaging face-to-face, and there is also a strong tradition in the Caribbean region to conduct face-to-face workshops and conferences that tend to increase costs.

Figure 4.2 *Distribution of costs of regional activities*

4.4 Gender Integration

Finding 21: There is some anecdotal evidence of a gender integration perspective in the EFDHEC Project, but gender integration was not part of the design, nor of the reporting.

As reported in the evaluation of Phase II and reinforced in the Mid-term evaluation, there is no evidence of incorporation of a gender perspective in Phase III.

- The Results Framework includes no indicators aimed at capturing gender participation in any of the five outputs
- The RPPI does not disaggregate data by gender; information on gender is found in the Annexes of the report where the names of workshop participants and members of the CHN are listed.

Some MTE interviewees indicated that attempts were made to ensure that both men and women participated in workshops delivered at the community level. No such data was found to confirm (or deny) this in our final evaluation.

Although in its design EFDHEC had not intended to include or to target specifically men or women, some minimal gender analysis could have been done and reported on in terms of the gender of those involved in activities.

5 Conclusion and Recommendations

5.1 Conclusion and Lessons Learned

EFDHEC is reaching the end of its execution at a time when the tourism industry is seriously affected by a pandemic. Some notable changes were made to the Project in Phase III, indicating that the OAS had taken on all relevant recommendations from previous phases. Almost all activities will be completed by June 30, 2020, but the scope of changes resulting from these activities remains modest overall. While the evaluation raised concerns about the sustainability of several results achieved, some, such as the online courses, stand a strong chance of being sustained and with benefits to be scalable.

The status of EFDHEC implementation, and by extension the status of results achievement, has been affected to some degree by external factors such as the pandemic and, since 2018, by economic and capacity issues affecting many countries in the Caribbean region. Project results have also been affected by internal challenges such as delays at start-up and delays in implementation and issues with project design.

Lessons learned from the project pertain to its overall design (see section 4.3.2) and strongly suggest that there is a need to revisit and invest further in project design at the macro- and micro-levels in the event of a future phase of project activity. In the evaluation of Phase II, two lessons were highlighted and they resonate equally well for EFDHEC Phase III, namely:

- Country buy-in, through an identified alignment of project activities with national-level priority areas, is required to inform project design and subsequent implementation.
- The internal capacity of implementation partners should be carefully weighed against the project scope, objectives and intended results prior to partner selection.

5.2 Recommendations

As the EFDHEC Project ends, the following recommendations are made to the OAS with a view to improving the achievement of results should the OAS wish to invest in similar projects in the future.

Recommendation 1: The OAS should take stock of lessons learned in the EFDHEC project to inform future project design.

- It should examine very closely all assumptions underpinning the ToC, in particular those suggesting investments (people, time, money) by Member States beyond project execution. In the case of EFDHEC these assumptions were somewhat ambitious given the human resource capacity gaps in several Ministries and the weakened economy of some participating countries (Barbados).
- As necessary, include initiatives / activities in project design that will trigger and sustain Member State commitments throughout project execution. For instance, regular discussions about project achievements with Member States representatives, showcasing Member States.

Recommendation 2: The OAS should reflect on and consider alternative approaches to deliver its regional activities that are less resource-intensive.

- While there is a strong culture of in-person regional meetings in the Caribbean, the evaluation highlighted the high cost of organizing such activities. The COVID 19 pandemic has demonstrated that a lot can be achieved through virtual consultation. And while in-person meetings have merit (fostering strong links amongst participants, supporting a more fluid exchange of discussions) a project like the EFDHEC with limited resources could strike a more optimal balance between in-person and virtual interface.

Recommendation 3: In projects that include training activities, the OAS should verify that both learning acquired and learning application post-training will be measured.

- This can be achieved through more systematic measurement of intermediate outcomes achieved (learning acquisition) and of outcomes achieved (use of learning).
- The evaluation noted that beyond self-reported evidence it remains unclear if any of the knowledge transferred has been used. In the future, it is suggested that training activities include two or more of the following: a) pre-post testing to measure learning acquired; b) evaluation of participant satisfaction data upon completion of the course; c) administration of a survey at periodic intervals post-training to assess if and how participants have used learning acquired.

Recommendation 4: To demonstrate project knowledge management and enhance project effectiveness, the OAS should foster synergies between all its activities undertaken in the same country and in the region.

- The OAS should build more on lessons learned from its investments in other projects (other sectors) in the region to maximize the success of any of its other projects. This can be done through documenting lessons learned and using the information to inform new designs.
- Another possibility would be to task the OAS focal points to support and facilitate the exchange of lessons learned between all OAS projects within any given country and in the region.

Recommendation 5: At the outset of any future project, the OAS should consider trade-offs between expected outcomes and project scope within the context of a fixed budget.

- The evaluation of Phase II suggested that more outcomes could be achieved if the Project focused on fewer countries or included fewer activities. The design of Phase III of EFDHEC did not reflect this recommendation and an additional stream of work was added, with no changes to the number of beneficiary countries.
- Under such conditions the OAS and the funding agency may need to flag more proactively the implications of such decisions on outcome achievement.

Appendix I Terms of Reference



**GENERAL SECRETARIAT OF THE ORGANIZATION OF AMERICAN STATES
STRATEGIC COUNSEL FOR ORGANIZATIONAL DEVELOPMENT AND MANAGEMENT FOR RESULTS
DEPARTMENT OF PLANNING AND EVALUATION**

Call for Resumes:

"External Evaluation Consultant of the Project: Enhancing the Framework for the Development of a Heritage Economy in the Caribbean – Phase III"

Type of Appointment: Individual consultancy

Organizational Unit: Department of Planning and Evaluation

Duration: approximately 4 months (35 non-consecutive days, see paragraph 5.1).

Consulting Fee: based on experience, education and skills

Duty Station: Washington DC, Member Countries and consultant's place of residence

Deadline: no later than *January 20th, 2020* to Jacqueline Cook at jcook@oas.org

Profile: The consultant must demonstrate a minimum of 10 years of experience in project evaluation and must hold a graduate degree in public policy, economics, evaluation, social sciences and management or related area; and have experience working in Latin America and the Caribbean. In addition, the consultant should be proficient in the use of the English language, oral and written. Experience in the Culture sector, in working with an international organization in the Americas, and in the evaluation of similar projects are not a requirement but will be a plus.

I. BACKGROUND:

- 1.1 At the request of the US Permanent Mission the Department of Planning and Evaluation (DPE) is coordinating an external assessment of the Project "Enhancing the Framework for the Development of a Heritage Economy in the Caribbean" (EFDHEC). This assessment is part of the DPE's greater efforts to conduct formative and summative evaluations of projects and programs executed by the OAS. Such efforts, coordinated and supervised by the DPE, began over 10 years ago with the evaluation of initiatives financed by the Spanish Fund for OAS and has been extended to operations financed by other donors, such as Canada and the United States of America. These evaluations, in addition to systematizing and documenting the results of the interventions, have the goal of capitalizing on these experiences for the improvement of future project and program formulations and designs, and institutionalizing best practices in monitoring and evaluation within the Organization. EFDHEC is a project that currently is being coordinated by the Culture and Tourism Section of the OAS (DED/SEDI/OAS).
- 1.2 Phases I and II of the program have had the same goal of contributing to expanding the socio-economic benefits of regional Cultural Heritage as valuable, non-renewable public resources through a new paradigm of public engagement. The objectives of Phase I (SID-1213) and II (SID1403) of "Expanding the Socio-Economic Potential of Cultural Heritage in the Caribbean" were to identify key

regional stakeholders and gain their input to inform an inter-sectoral strategy for promoting the protection and development of regional Cultural Heritage resources by governmental institutions, the private sector, and Civil Society, and to strengthen the capacity of participating Caribbean countries in the preservation, development, and use of Cultural Heritage resources with local community participation in the following aspects: legislation and fiscal policy, monitoring, planning and evaluation, sustainable Tourism, and Education and professional development, respectively

- 1.3 Phase III of EFDHEC, is a continuation of the projects above. The rationale for this Phase stems from the acknowledgement of OAS Member States of the Caribbean that there is a need to diversify their vulnerable national economies, and to explore the development of non-traditional areas. This is critical, since over the years the majority of the Caribbean countries have come to rely heavily on the Tourism industry, to the extent that Tourism is now one of the region's main economic drivers. The 2017 World Travel and Tourism Council report on the economic impact of Tourism in the Caribbean shows that the region presently ranks first among world regions for the direct contribution of Travel and Tourism to GDP (15.2%). However, it ranks 8th out of 13 world regions for projected growth in the next decade, 9th out of 13 for projected contribution to regional employment, and 10th out of 13 for projected contribution to capital investment (p. 10). Furthermore, Tourism leakage remains a major problem for the growth of local economies with 50-90% of money spent by tourists escaping national economies and ultimately the region. (See E.C. Harvey, "Strategic Plan for Regional Development" 2010, CARICOM).
- 1.4 It is clear therefore, that in the coming years the region must explore the development of niche markets to counteract growing international competition and combat the leakage of Tourism revenues. The growing niches of Cultural and Heritage Tourism are promising areas for investment and growth, as they help destinations to distinguish themselves in a crowded marketplace while at the same time providing opportunities for local entrepreneurs to market their authentic cultural assets and contribute to local economies.

EFDHEC

- 1.5 The EFDHEC is currently being executed with a budget of over US\$1.9 million (including in-kind contributions), Phase III of the program aims at strengthening human and institutional capacity of participating Member States, with local community participation, in promoting their Cultural Heritage as a viable economic resource.
- 1.6 The Project has focused on the following areas of development:
 - Strengthening the institutional capacity of the Caribbean Heritage Network, offering training on ways to optimize its use as a medium through which Heritage professionals, communities, and organizations can support each other by combining and utilizing their particular skills and resources in complementary ways, and as a tool for the promotion and marketing of Heritage resources;
 - Increasing awareness of the critical importance of protecting the region's Cultural Heritage;
 - Strengthening the capacity of beneficiary countries (Barbados and Jamaica) to promote their Heritage places as viable economic resources, through the introduction of an efficient system of documentation of these places, as well as training on good practices in the marketing and promotion of the Heritage places;
 - Strengthening the capacity of beneficiary countries (Guyana, Jamaica and Saint Lucia) to enhance the development of Sustainable Heritage Tourism through the establishment of a Sustainable Heritage

Tourism Endorsement Program to support and promote products and services which are authentic representations of the countries' Cultural Heritage;

- Providing online courses in Heritage to fill existing gaps in regional education curricula; and
- Promoting and including community engagement in all aspects of the development and promotion of Heritage.

PREVIOUS EXTERNAL EVALUATIONS

1.7 In 2017, the DPE coordinated the external evaluation of Phase II of the project. At the time, it was concluded that the project was at a critical stage and it was recommended a revision of the project design and Budget component by component. The complete Report can be accessed here: http://www.oas.org/en/saf/accountability/docs/Cultural_Heritage_Revised_Final.pdf

1.8 Likewise, Phase III was subject to a formative evaluation in 2019, mainly to assess the progress and performance of the project. Overall, findings and prospects were mixed in terms of efficiency, effectiveness and sustainability. The complete Report can be accessed here: http://www.oas.org/en/saf/accountability/docs/Final_OAS_MTE_Report_Sept.pdf

II. OBJECTIVE OF THE CONSULTANCY:

2.1 The objective of the external evaluation is two-fold: i) to assess the performance of "Enhancing the Framework for the Development of a Heritage Economy in the Caribbean" (Phase III) in the beneficiary countries in the context of Phases I and II, by reviewing its advances to date and comparing them to those established in the Project objectives; and ii) to determine to what extent the recommendations and lessons learned from the evaluation of Phase II and the formative evaluation report were taken into account in the design and conclusions of Phase III.

A. Scope of the evaluation.

2.2 The evaluation will measure the achievements to date of Phase III of the EFDHEC. To achieve the objective the Consultant shall:

- i) Conduct a summative evaluation in order to assess the Project's performance in achieving its objectives.
- ii) Conduct a cost-benefit analysis of the project, by identifying social and economic costs and benefits of the project, and analyze relevant literature and comparable projects.
- iii) Determine the relevance of the Project per the OAS mandates and the priorities of the countries benefitting from the interventions.
- iv) Make recommendations for future similar projects based on the evaluation's findings.
- v) Determine, to the extent possible, the efficiency and effectiveness of the Project as best reflected in the available results to date.
- vi) Critically analyze the formulation, design, implementation and management of the Project and make recommendations as needed.

- vii) Assess the institutional and financial sustainability of the interventions financed by the Project.
- viii) Document lessons learned related to the formulation, design, implementation, management and sustainability.
- ix) Make recommendations, as appropriate, to improve the formulation, design and implementation for future similar interventions.
- x) Assess if and how the project addressed the crosscutting issue of gender perspective and with what results.

2.3 In addition to the above, the consultancy will make every attempt to answer the following performance questions:

- i) Were the outcome indicators achieved?
- ii) Were results achieved attributable to the actions of the operation?
- iii) Was the Project's implicit Theory of Change valid?
- iv) Are the outcome indicators the appropriate measurement of success?
- v) Are the Project's indicators S.M.A.R.T.?
- vi) Did the Project team apply results-based management principles from its inception to date?
- vii) Was the process for the selection of beneficiaries done based on pre-established criteria, and were the criteria appropriate?
- viii) Were best practices and recommendations from the previous evaluation taken into account during the design and applied during the implementation, and if not why?
- ix) Were lessons learned from Phases I and II taken into account during the design and applied during the implementation of Phase III, and if not why?
- x) Was the monitoring mechanism used as an efficient and effective tool to follow-up on the progress of Project's actions?

B. Information sources.

2.4 Among other sources the consultant will review the following:

- i) Project document.
- ii) Progress implementation reports.
- iii) Logical Framework Matrix.
- iv) Products derived from the implementation of the Project and means of verification.
- v) Mid-term evaluation report.
- vi) Any other document deemed relevant for the completion of the work.

C. Stakeholders.

2.5 Among other stakeholders the consultant will consider the following:

- i) Project Team.

- ii) Beneficiary countries.
- iii) Local and national counterparts.
- iv) Donors.
- v) Department of Planning and Evaluation, OAS.
- vi) Beneficiaries, individual in member countries

III. ACTIVITIES

- 3.1 This consultancy will be coordinated and supervised by the Department of Planning and Evaluation (DPE), and shall perform the following activities, without prejudice to other tasks that are necessary to complete the work:
- 3.2 The consultant shall work in close collaboration with the Culture and Tourism Section (DED), who will in turn designate a member of its staff to facilitate the evaluation process. The evaluation process will take a participatory approach and take into account the views of all key stakeholders. In general, the evaluation will be based on interviews, analysis of documents, field visits, hard data, use of relevant evaluation instruments (i.e. application of surveys, focus groups, etc.) and all available data sources, as required. In addition, the consultancy shall:
 - 3.3 Develop a brief work plan and evaluation framework for the consultancy, including the description of the activities to be performed and the products as well as the order and focus of each.
 - 3.4 Review key documents, relevant to the design and execution of the Project, among them: the Project proposal, Logical Framework, progress reports, and financial documents, among others.
 - 3.5 Conduct interviews and collect information from key stakeholders, including: project team members, U.S. Mission officials, government officials, and direct and indirect beneficiaries, among others.
 - 3.6 Conduct a field visit to a beneficiary country. This visit will be discussed and agreed upon with the project team and the DPE.
 - 3.7 Conduct interviews and focus groups to validate the implicit chain of results (Logic Model) for the Project, by determining if it was adequate and valid for the expected and actual results.
 - 3.8 Establish and document the Project's efficiency and identify lessons learned and recommendations for the ongoing and future executions.
 - 3.9 Assess the management of the Project to date in the use of planning and implementation tools, such as the annual operations plan, logical framework, and Project monitoring reports among others.
 - 3.10 Determine the relevance of the criteria used for the targeting of beneficiaries and make appropriate recommendations for similar initiatives in the future.
 - 3.11 Analyze how and if the Project incorporated a gender perspective approach in the design and execution of its components, and if there were any such efforts, determine how consequential it was.
 - 3.12 Review and suggest adjustments to the indicators identified in the Logical Framework, identify and propose and measure indicators that were not considered in the design but are relevant to determine the effects of the operation.

- 3.13 Determine whether lessons learned and recommendations drawn from the evaluation of Phase II and the mid-term evaluation of Phase III were taken into account during the design and applied during the implementation of Phase III.
- 3.14 Produce a midterm report describing the progress of the final evaluation and the findings to date. The report will be accompanied by a Power Point presentation. Participate in a videoconference with OAS headquarters to present the report.
- 3.15 Produce a final report analyzing and describing the execution, outputs and outcomes of the supported actions; lessons learned, recommendations and conclusions; a section for sustainability and beneficiaries, among others. The report will be accompanied by a Power Point presentation.

IV. PRODUCTS AND DELIVERABLES

- 4.1 The consultancy will produce and deliver the following documents taking into consideration each of the activities described in the above section:
 - i) A detailed work plan and the evaluation Framework within 15 days of signing the contract.
 - ii) A mid-term report on the progress of the consultancy including the Theory of Change and a Power Point to be presented on a previously agreed date.
 - iii) Final Evaluation Report including all products mentioned above and a Power Point Presentation to be presented at OAS headquarters on a previously agreed date.

V. TIMEFRAME & PAYMENT SCHEDULE

- 5.1 It is expected that the consultancy will require a total of 35 non-consecutive working days between February and May 2019.
- 5.2 The payment schedule is as follows:
 - 20% Upon signing the contract.
 - 40% Upon delivery of a midterm report accompanied by a Power Point presentation.
 - 40% Upon delivery of the Final Evaluation Report accompanied by a Power Point presentation.

VI. PROCUREMENT PROCESS

- 6.1 The contracting will follow the procurement processes outlined by OAS tender regulations, ensuring the application of competitiveness and transparency principles.
- 6.2 Consultants interested in participating in the selection process should send the expression of interest and CV *no later than January 20th, 2020* to Jacqueline Cook at jcook@oas.org.

Appendix II Evaluation Matrix

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
1.0 Relevance of the EFDHEC	1.1 To what extent did EFDHEC- III align with OAS mandates and the priorities of countries benefiting from the interventions?	1.1.1 What evidence is there to show that project activities were in alignment with any (one or more) of the OAS pillars? ³²	<ul style="list-style-type: none"> Evidence of alignment between project design and OAS purpose/principles/chapter/pillars Stakeholder perceptions 	<ul style="list-style-type: none"> OAS strategic documents (OAS Charter and amendments) OAS website Consultations with: <ul style="list-style-type: none"> OAS staff
		1.1.2 Is there any evidence that the implementation of EFDHEC-III aligned with national priorities in the recipient countries?	<ul style="list-style-type: none"> Evidence of alignment between project design and national priorities for culture/heritage/tourism Stakeholder perceptions 	<ul style="list-style-type: none"> Country-level strategic documents for the culture/ heritage/tourism sectors Consultations with: <ul style="list-style-type: none"> OAS staff Project implementing agencies
2.0 Effectiveness of the Project to contribute to the development of a Heritage Economy in selected Caribbean member States through enhancing economic activities	2.1 How successful was the Project in strengthening the capacities of the Caribbean Heritage Education Network (CHN)? (Output 1)	2.1.1 At February 2020, has the project led to the establishment of five (5) CHN Interest Groups?	<ul style="list-style-type: none"> Existence and activities of CHN interest groups Number of members registered and participating on the online CHN by the end of Project execution Stakeholder perceptions 	<ul style="list-style-type: none"> Product of Component 1, including supporting documents (e.g., memorandum of understanding; website content) Project document Progress reporting and project updates Launch documents Consultations with: <ul style="list-style-type: none"> OAS staff Donor Project advisors Project implementing agencies

³² Defending Human Rights; Ensuring a Multi-dimensional Approach to Security; Fostering Integral Development and Prosperity; Supporting Inter-American Legal Cooperation

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
resulting from five Outputs ³³				
		2.1.2 Has CHN membership increased by 60% as planned? If not, why?	<ul style="list-style-type: none"> • Comparison of membership lists at different points in time in the Project execution 	<ul style="list-style-type: none"> • Report for CHN Director including membership list
		2.1.3 Has a proposal for sustaining the CHN been drafted?	<ul style="list-style-type: none"> • Existence of proposal 	<ul style="list-style-type: none"> • Document
		2.1.4 Have officials from at least six countries been trained in the potential of the CHN for building a sustainable craft sector?	<ul style="list-style-type: none"> • List of workshop participants include representatives from at least six countries 	<ul style="list-style-type: none"> • Report from participating countries (workshop participants) • Minutes of meetings held with Craft sector representatives • Stakeholders (Country representatives, OAS Project staff)
		2.1.5 Will a proposal for sustaining CHN be submitted by the end of the Project?	<ul style="list-style-type: none"> • Existence of proposal 	<ul style="list-style-type: none"> • Consultant (Coherit)
	2.2 To what extent did the Project promote Heritage places in Barbados, Jamaica as a viable economic resource? (Output 2)	2.2.1 Have at least 2 facilitators from Barbados and Jamaica been trained in in how to involve local communities in identifying places of Heritage value?	<ul style="list-style-type: none"> • Records of community workshops/training sessions • Stakeholder perceptions 	<ul style="list-style-type: none"> • Record of dissemination • Consultations with: <ul style="list-style-type: none"> – Participants – Trainers (Coherit)
		2.2.3 Has knowledge of participants (of new initiatives for promoting Heritage places) in these workshops increased (by at least 10%)	<ul style="list-style-type: none"> • Results of pre/post workshops/training sessions show an increase of knowledge by at least 10% 	<ul style="list-style-type: none"> • Product of Component 2, including supporting documents, as applicable • Record of dissemination

³³ Output 1: Strengthening the institutional capacity of the CHN; Output 2: Promotion of Heritage places on Barbados and Jamaica as viable economic resources; Output 3: Establishment of a Sustainable Heritage Tourism Endorsement Program in Guyana, Jamaica and Saint Lucia; Output 4: Enhancement of Regional Heritage Education Curricula; Output 5: Enhancing the awareness of regional Cultural Authorities of the critical importance of protecting the regions' Heritage (source: EFDHEC SID 1704 Logical Framework).

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
			<ul style="list-style-type: none"> Stakeholder perceptions 	<ul style="list-style-type: none"> Consultations with: <ul style="list-style-type: none"> OAS staff Donor Project advisors Project implementing agencies
		2.2.3 What evidence is there to show that the Project established an official Register Process of historic places and cultural sites in Barbados and Jamaica? (Component 3)	Screenshots of National Inventory websites and reports from local coordinators <ul style="list-style-type: none"> Stakeholder perceptions 	<ul style="list-style-type: none"> Products of Component 3, including supporting documents, (e.g., guidelines) Record of dissemination Consultations with: <ul style="list-style-type: none"> OAS staff Donor Project advisors Project implementing agencies
	2.4 Did the Project establish a Sustainable Heritage Endorsement Program in Guyana, Jamaica, and Saint Lucia? (output 3)?	2.4.1 Have at least nine (9) businesses amongst the three beneficiary countries been approved for enrolment in the Endorsement Program at the end of Project execution?	<ul style="list-style-type: none"> Criteria for endorsement informed by local cultural values and place perceptions defined by the end of 2015 Number of heritage tourism products and services submitted for endorsement by the end of Project execution Sustainable heritage tourism endorsement program approved by the Grenada National Trust and Heritage experts and made available to participating countries by May 2016 Stakeholder perceptions 	<ul style="list-style-type: none"> Products of Component 4, including supporting documents, (e.g., needs assessment reports) Record of products submitted for endorsement Consultations with: <ul style="list-style-type: none"> OAS staff Donor Project advisors Project implementing agencies

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
		2.4.2 Have at least two (2) Cultural and/or Tourism Authorities from Guyana, Saint Lucia and Jamaica been trained in how to engage communities in identifying authentic Heritage values and places of significance?	<ul style="list-style-type: none"> • Workshop list of participants includes at least two representatives from each of the 3 participating countries • Course on cultural heritage offered and scholarships made available by the UWI Open Campus by the end of Project execution • Stakeholder perceptions 	<ul style="list-style-type: none"> • Consultations with: <ul style="list-style-type: none"> – OAS staff – Donor – Project advisors – Project implementing agencies
		2.4.3 Have standards to ensure the authenticity of products and services been submitted for endorsement in two of the beneficiary countries by month 27 of Project execution?	<ul style="list-style-type: none"> • Existence of standards in at least two participating countries 	<ul style="list-style-type: none"> – Document detailing approved sustainability standards – Stakeholders perception – OAS Project progress reports.
	2.5 Did the Project develop a Regional Heritage Education Curricula?	2.5.1 Did the Project develop two online courses in Heritage and are these online courses offered to the Caribbean region?	<ul style="list-style-type: none"> • Course on community Heritage offered and operational • Online registration demonstrates regional participation 	<ul style="list-style-type: none"> • UWI online portal • Documents (list of registered participants) –
		2.5.2 Do participants appreciate the online courses?	<ul style="list-style-type: none"> • UWI Positive course evaluations by online courses participants 	<ul style="list-style-type: none"> • Documents (course evaluations) • Interviews (if possible) with participants and instructors • Consultations with: <ul style="list-style-type: none"> – OAS staff
		2.5.3 Did participation in these online courses increase participants' knowledge by 10%?	<ul style="list-style-type: none"> • UWI reports of pre/post tests show an increase in knowledge of participants by 10% (at least) • Participants perception 	<ul style="list-style-type: none"> • Participants pre/post tests summaries • Interview with selected participants

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
	2.6 Did the Project enhance the awareness of regional Cultural Authorities of the critical importance of protecting the regions' Heritage?	2.6.1 To what extent did the project contribute to increasing the awareness of Regional Authorities on the importance of the topic?	<ul style="list-style-type: none"> • Perception of regional Cultural Authorities that the Project increased their awareness of the topic. 	<ul style="list-style-type: none"> • Stakeholders interviews
	2.7 To what extent was the Project's implicit Theory of Change (ToC) effective?	2.7.1 Does the ToC identify a logic flow between resources invested in the Project, and expected results along the chain of outputs, outcomes and impacts?	<ul style="list-style-type: none"> • Evidence of an outcomes framework comprising early, intermediate and long-term outcomes • Evidence of assumptions that connect the change pathway • Evidence of interventions needed for outcomes achievement • Evidence of SMART indicators 	<ul style="list-style-type: none"> • Project document, including logical framework • Progress reporting • Project completion report • Consultations with: <ul style="list-style-type: none"> – OAS staff – Donor – Project advisors – Project implementing agencies
		2.7.2 Are assumptions for project success clearly identified?	<ul style="list-style-type: none"> • Evidence of an outcome framework comprising early, intermediate and long-term outcomes • Evidence of assumptions that connect the change pathway • Evidence of interventions needed for outcomes achievement • Evidence of SMART indicators 	<ul style="list-style-type: none"> • Project document, including logical framework • Progress reporting • Project completion report • Consultations with: <ul style="list-style-type: none"> – OAS staff – Donor – Project advisors – Project implementing agencies
	2.8 Has there been good return on investment of the EFDHEC Project?	2.8.1 Have the social and economic benefits surpassed the social and economic costs?	<ul style="list-style-type: none"> • Stakeholders perception • Analysis of costs of outputs and outcomes achieved 	<ul style="list-style-type: none"> • OAS Stakeholders • EFDHEC funders perception • Document

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
3.0 Efficiency and Design	3.1 To what extent has project funding been managed efficiently?	3.1.2 Were funds allocated to recipient countries on-time?	<ul style="list-style-type: none"> Schedule of disbursement respected 	<ul style="list-style-type: none"> Progress reports Project financial records Stakeholders perception
		3.1.3 Is the ratio of funds allocated to beneficiary/allocated to project consultant optimal for development effectiveness	<ul style="list-style-type: none"> Degree of alignment of this ratio with development effectiveness criteria 	<ul style="list-style-type: none"> Financial reports Development project management literature
	3.2 How has the design of the Project affected its capacity for results achievement?	3.2.1 Were best practices and recommendations from the two previous evaluations considered during the design and applied during the implementation of Phase II? If not, why?	<ul style="list-style-type: none"> Integration of best practices from past evaluations in the design of Phase III 	<ul style="list-style-type: none"> Project document of Phase III Consultations with: <ul style="list-style-type: none"> OAS staff Donor Project advisors Project implementing agencies
		3.2.2 Did lessons from Phase II inform the design and implementation of Phase III? If not, why?	<ul style="list-style-type: none"> Evidence of incorporation of lessons learned Perceptions of stakeholders 	<ul style="list-style-type: none"> Phase II Evaluation reports Progress reports Project completion report Project financial records
		3.2.3 Was the Project monitoring mechanism suitable (efficient and effective) to track progress (including SMART indicators, outcome indicators, use of results-based management throughout the Project implementation)	<ul style="list-style-type: none"> Evidence of timely and reliable project monitoring reports Evidence of use of monitoring data to inform subsequent phases of project implementation 	<ul style="list-style-type: none"> Progress reports Project completion report Project monitoring mechanism Consultations with: <ul style="list-style-type: none"> OAS staff Donor Project advisors Project implementing agencies

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
4.0 Cross-cutting Issues	4.1 To what extent did the Project address the cross-cutting issue of gender?	4.1.1 How was gender integrated into the Project design and implementation?	<ul style="list-style-type: none"> • Evidence of project alignment with OAS gender priorities • Evidence of project alignment with national priorities for gender integration • Evidence of gender balanced decision-making and leadership • Perceptions of stakeholders 	<ul style="list-style-type: none"> • Project document • OAS strategic priorities for gender integration • Progress reports • Project completion report • Country-level strategic priorities for gender integration • Consultations with: <ul style="list-style-type: none"> – OAS staff – Donor – Project advisors – Project implementing agencies
5.0 Sustainability	5.1 What is the likelihood for the institutional and financial sustainability of project results?	5.1.1 Will project outputs and outcomes be sustained once the OAS funding support ends?	<ul style="list-style-type: none"> • Evidence of sustainability planning by implementation agencies • Evidence of available funding for future phases of project activity (from regional/international sources) • Evidence of available country-level funding for implementation of selected project components • Evidence of alignment of project activities with national priorities • Stakeholder perceptions 	<ul style="list-style-type: none"> • Project document • Progress reports • Project completion report • Sustainability plans • National strategic documents for culture/heritage/tourism • Regional curricular for heritage education • Consultations with: <ul style="list-style-type: none"> – OAS staff – Donor – Project advisors – Project implementing agencies
		5.1.2 What measures have project stakeholders put in place to sustain project results?	<ul style="list-style-type: none"> • Evidence of sustainability planning by implementation agencies 	<ul style="list-style-type: none"> • Project document • Progress reports • Project completion report

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
			<ul style="list-style-type: none"> • Evidence of available funding for future phases of project activity (from regional/international sources) • Evidence of available country-level funding for implementation of selected project components • Evidence of alignment of project activities with national priorities • Stakeholder perceptions 	<ul style="list-style-type: none"> • Sustainability plans • National strategic documents for culture/heritage/tourism • Regional curricular for heritage education • Consultations with: <ul style="list-style-type: none"> – OAS staff – Donor – Project advisors – Project implementing agencies
6.0 Lessons Learned	6.1 Have recommendations from previous evaluations (Phase II) been integrated into EFDHEC Phase III?	6.1.2 Have recommendations made in earlier evaluations have informed the design and the implementation of EFDHEC Phase III? If not, why?	<ul style="list-style-type: none"> • Evidence that one or more recommendations have been included in designing and implementing Phase III 	<ul style="list-style-type: none"> • OAS Management responses to evaluation of Phase II and mid-term evaluation of Phase III.
7.0 Recommendations	7.1 To what extent has EFDHEC- Phase III generated key lessons that can be used to inform a future phase of project activity?	7.1.1 What, if any, are the lessons learned from the establishment of a Caribbean Heritage Network?	<ul style="list-style-type: none"> • Lessons learned from network formulation • Lessons learned for future enhancement/management/sustainability of regional heritage network • Stakeholder perceptions 	<ul style="list-style-type: none"> • Synthesis of results of data analysis
		7.1.2 What lessons, if any, have emerged from the development of a regional standard for evaluating and improving protective heritage legislation and related financial incentive policies and laws?	<ul style="list-style-type: none"> • Lessons learned from formulation of standard • Lessons learned for enhancing/managing/sustaining regional standard to evaluate and improve protective heritage legislation 	<ul style="list-style-type: none"> • Synthesis of results of data analysis

EVALUATION ISSUES	KEY EVALUATION QUESTIONS	EXAMPLES OF SUB-QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA
			<ul style="list-style-type: none"> Lessons learned for enhancing/managing/sustaining regional standard to evaluate and improve financial incentive policies and laws Stakeholder perceptions 	
		7.1.3 What are the key lessons, if any, emerging from the development of a regional model for establishing national registers of Heritage places?	<ul style="list-style-type: none"> Lessons learned from formulation of regional model Lessons learned for enhancing/managing/sustaining regional model for national registers of heritage places Stakeholder perceptions 	<ul style="list-style-type: none"> Synthesis of results of data analysis
		7.1.4 Which key lessons, if any, have emerged from the regional directory and curricular enhancement of Heritage education?	<ul style="list-style-type: none"> Lessons learned from formulation of regional directory Lessons learned from curricular enhancement Lessons learned for 	<ul style="list-style-type: none"> Synthesis of results of data analysis
			<ul style="list-style-type: none"> enhancing/managing/sustaining regional directory of heritage education Lessons learned for managing/sustaining curricular enhancement of heritage education Stakeholder perceptions 	

Appendix III OECD-DAC Definitions

CORE EVALUATION DIMENSION		DEFINITION
i.	Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.
ii.	Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
iii.	Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
iv.	Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.
v.	Cross-cutting Issue (Gender)	The integration of gender in project activities.
vi.	Lessons Learned	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
vii.	Recommendations	Proposals aimed at enhancing the effectiveness, quality, or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations should be linked to conclusions.

Appendix IV Interview Questions

Interview Protocol, Department of Economic Development

Relevance and Effectiveness

Relevance

To the Region

(Jamaica, Saint Lucia, Barbados, Guyana)

CARICOM Regional Cultural Policy

To the OAS

Comprehensive Strategic Plan of OAS 2016-2020 (OEA/Ser, G GT/VE- 31/16 May 2, 2016) and in particular the Strategic Objective of the Development Pillar.

To Raising the Profile of Cultural Heritage in the Caribbean

Is cultural heritage sufficiently valued in the Caribbean?

Effectiveness

Output 1: Strengthening the institutional capacities of the CHN

- 1) Follow-up from the MTE –
 - Are the 6 Interest groups fully operational?
 - Have Officials from participating Member States conducted meetings/sessions in their reaching out to communities?
 - Update on Coherit proposal development for sustaining CHN –
 - Likelihood that this proposal will be approved by UWI at the end of Project?
 - Update on the Open Campus role in providing web hosting services for the CHN portal
- 2) Any other areas of progress worth mentioning?
- 3) What is the likelihood of indicator targets for output 1 to be reached?
 - CHN membership increased by at least 20% by the month 15 of Project Execution and by 60% by the end of Project Execution (H)
 - At least 3 CHN Interest groups operational by the month 15 of Project Execution and by 5 by the end of Project Execution (M to H)
 - Officials from at least 6 participating countries who were trained in the potential of the CHN begin meeting with Craftspeople within 3 months of completion of workshop (M to H)
 - Drafting a proposal for sustaining CHN (H)
 - Proposal for sustaining the CHN after Project ends (M)

Output 2: Promotion of Heritage places in Barbados, Jamaica and The Bahamas as a viable economic resource, involving communities in the process of identifying places of Heritage significance.

Output 3: Update of page 14 of MTE

Establishment of a sustainable Heritage Tourism Endorsement Program in Guyana, Jamaica, Saint Lucia

Telephone Interview Protocol: US Mission at the Organization of American States

1.0 Introduction

- Presentation
- Overview of the evaluations: objective, questions, method
- Confidentiality

2.0 Relevance

- What are your views on the ongoing relevance of the Project *Enhancing the Framework for the Development of a Heritage Economy in the Caribbean* (the Project) for the US Agency for International Development? (i.e., alignment with USAID Strategy? With US Foreign Policy for Latin America and the Caribbean? Over the years, has the Project been more/less relevant?)

3.0 Effectiveness

- What aspects of the Project have been effective? Less effective?
- To what extent is USAID satisfied with the quantity and the quality of results achieved? Why?
- Do you consider the Project to have produced good returns for the investments made?

4.0 Management

- How satisfied are you with the way in which the Project was managed by the OAS? Why?
- Did the US Mission receive timely and useful technical and financial reports on Project progress?

5.0 Future

- Can you share USAID plans for supporting this Project or similar projects in the region?

Thank you for sharing your insights and for your collaboration

Interview Protocol with the OAS EFDHEC Team: Update on Recommendations from the MTE

To what extent were the recommendations from the MTE incorporated into Phase III?

INTERVIEW QUESTIONS: UPDATE ON RECOMMENDATIONS FROM THE MTE			
RECOMMENDATIONS	EVIDENCE THAT...	DEADLINE	WHAT IS THE UPDATE AT MARCH 2020?
Clarifying roles and responsibilities for the CHN	Responsibility for the CHN is passed over to the Director of UWI? Director of CHN is guided to develop an organigram?	End of Project execution	
Strengthening efforts to deepen awareness of Ministry of Tourism of Heritage Project's economic potential	Workshop for Cultural and Tourism officials on involving communities in identifying places for Heritage value Inclusion of representative from Culture and Tourism sectors in all workshops related to SHTEP ³⁴		
Administration of survey to gather data on all relevant output indicators	Students taking online course are surveyed Cultural and other Authorities attending workshops are surveyed	Late 2019 December 2019 - January 2020	
Closer monitoring of output indicators	Populating Arches inventories is monitored. Adoption and roll-out of Endorsement program is monitored. UWI's offering of online courses for Fall 2019 is monitored.		
Indicators related to output 5 must be revised	LFM has amended indicator 5 in its RPPI ³⁵		

³⁴ Sustainable Heritage Tourism Endorsement Program

³⁵ Indicator should now read: 5.1 Increase in knowledge of at least six (6) regional Cultural Authorities of the importance of protecting regional heritage, the essential component of effective Heritage protection legislation and of method of evaluating and improving existing legislation by end of Project Execution.

Appendix V List of Documents Reviewed

Budget Information

Campbell, Richard, Celia Toppin, and Effy Gomez. 2018. Enhancing the Framework for the Development of a Heritage Economy in the Caribbean (SID1704). Project Document, Department of Planning and Evaluation, Washington, DC: Organization of American States.

Organization of American States. 2019. "Enhancing the Framework for the Development of a Heritage Economy in the Caribbean" SID1704 Budget.

Organization of American States. 2019. "Enhancing the Framework for the Development of a Heritage Economy in the Caribbean" SID1704 Logical Framework Matrix.

Mid-Term Evaluation

Green, Evan. 2019. "Midterm Evaluation of Phase III of the Project Enhancing the Framework for the Development of a Heritage Economy in the Caribbean." Final Report.

Organization of American States. Department of Economic Development. 2019. "Midterm Evaluation of Phase III of the Project Enhancing the Framework for the Development of a Heritage Economy in the Caribbean (SID1704)" Management response to the recommendations made in the External Evaluation Report.

Progress Reports

Organization of American States. July 2018. Report on Progress of Project Implementation (RPPI) SID1704.

Organization of American States. January 2019. Report on Progress of Project Implementation (RPPI) SID1704.

Organization of American States. July 2019. Report on Progress of Project Implementation (RPPI) SID1704.

Organization of American States. Department of Planning and Evaluation. June 2018. Project Status Report based on the RPPI, "Enhancing the Framework for the Development of a Heritage Economy in the Caribbean SID1704."

Organization of American States. Department of Planning and Evaluation. January 2019. Project Status Report based on the RPPI, "Enhancing the Framework for the Development of a Heritage Economy in the Caribbean SID1704."

Organization of American States. Department of Planning and Evaluation. July 2019. Project Status Report based on the RPPI, "Enhancing the Framework for the Development of a Heritage Economy in the Caribbean SID1704."

Organization of American States. Department of Financial Services. Financial Report for Project SID1704 on July 19, 2018 prepared by DV.

Organization of American States. Department of Financial Services. Financial Report for Project SID1704 on February 12, 2019 prepared by PG.

Organization of American States. Department of Financial Services. Financial Report for Project SID1704 on August 27, 2019 prepared by PG.

Other Sources

Libonati, Genevieve. Genevieve Libonati to Kim Osborne, Washington, DC, December 26, 2017.