



ASSESSMENT OF DEVELOPMENT RESULTS SEYCHELLES

EVALUATION OF UNDP CONTRIBUTION



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ASSESSMENT OF DEVELOPMENT RESULTS: SEYCHELLES

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FOREWORD

The Evaluation Office of the United Nations Development Programme has conducted this independent evaluation of UNDP's work in Seychelles, to contribute to organizational learning from past cooperation and to strengthen future results. The evaluation examines the relevance and strategic positioning of UNDP support and contributions to the country's development from 2003 to 2009. It assesses UNDP interventions under the various thematic areas of the country programme with the aim of providing forward-looking recommendations meant to assist the UNDP country office and its partners in the formulation of the forthcoming country programme.

Seychelles is a Small Island Developing State (SIDS) in the Indian Ocean consisting of over 115 islands, mostly uninhabited. In the period from independence in 1976 to 2003, the country made remarkable social and economic progress. The economy grew consistently and all social and economic indicators demonstrated regular advances. The profiles of economic and social indicators are more akin to those of industrialized nations. In addition, the country had significant individual, institutional, financial and technical capacity. However, by the turn of the century, maintaining social achievements was becoming an increasing strain on national finances. Besides, economic growth was based increasingly on unsustainable borrowing. The country also faced growing environmental and governance challenges.

The evaluation found that the UNDP support has generally been well aligned to national policies and plans and has responded to priorities and needs in the environment and governance sectors. UNDP has been successful in mobilizing large amounts of funding to national environmental priority issues. This creates a real possibility of protecting the country's critical

natural resources base. In democratic governance, UNDP interventions have generally been well institutionalized and sustainable. UNDP support to raising awareness on human rights, strengthening the Parliament and the judiciary, and supporting national capacity to develop human resources responded to national needs and priorities. UNDP contributed to building capacity of the government to respond to disasters, and in disaster risk reduction. The evaluation, however, points to missed opportunities in the area of public-sector reforms and a more systematic support to developing capacities in the environment sector.

The evaluation recognizes the importance of continued UNDP engagement in the areas of environment and governance, where enhanced national capacity can lead to significant results. It suggests that UNDP should have a more systematic approach to capacity development, both in supporting the Government in assessing the capacity needs and addressing some of those issues in environment and governance. It is also suggested that UNDP should explore the role it can play in the area of public sector reforms. To be able to have proactive engagement in development issues where globally UNDP has advantage, the organization should have a fund mobilization strategy. To maximize contribution to development results it is suggested that the forthcoming programme should pay adequate attention to build synergies between the practice areas.

This assessment would not have been possible without the strong interest and support of numerous officials of the Government of Seychelles. I would like to offer sincere thanks to Ahmed Afif, Principal Secretary, Ministry of Finance, Barry Faure, the present Principal Secretary, Ministry of Finance, and Didier Dogley, Principal Secretary, Ministry of Environment,

Government of Seychelles. The evaluation team is also indebted to the representatives of civil society and non-governmental organization and the donor community of Seychelles and Mauritius who generously gave their time and contributed frank views. I wish to extend sincere appreciation to Ronny Jumeau, Ambassador, Permanent Representative of the Permanent Mission of the Republic of Seychelles to the United Nations.

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LIST OF ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AfDB	African Development Bank
CBD	Convention on Biological Diversity
CCA	United Nations) Common Country Assessment
CEFRAD	Centre for Rights and Development
CO	(UNDP) Country Office
DRDM	Department of Risk and Disaster Management
DG-TTF	Democratic Governance Thematic Trust Fund
DoE	Department of Environment
EDF	European Development Fund
EMPS I	Environmental Management Plan of Seychelles, 1990-1999
EMPS II	Environmental Management Plan of Seychelles, 2000-2010
EO	(UNDP) Evaluation Office
EU	European Union
FAHA	Faith and Hope Association
FAO	Food and Agriculture Organization
GEF	Global Environment Facility
GONGO	Government-Organized (or Controlled) Non-Governmental Organization
HASO	HIV/AIDS Support Organization
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HRAP	Human Resources Action Plan
IAS	Invasive Alien Species
IMF	International Monetary Fund
IOC	Indian Ocean Commission
KABP	Knowledge, Attitudes, Behaviour and Practices
LUNGOS	Liaison Unit of Non-Governmental Organizations of Seychelles
MDG	Millennium Development Goal
MERP	Macro Economic Reform Programme (of the Government of Seychelles)
MET	Ministry of Environment and Transport
MEY	Ministry of Education and Youth
MIC	Middle Income Country
MHSD	Ministry of Health & Social Development
MOE	Ministry of Education
MoFA	Ministry of Foreign Affairs
NAO	National Authorization Officer (for EU programmes)
NCC	Net Contributing Country
NCSA	National Capacity Self-Assessment
NDC	National Disaster Committee

NGO	Non-Governmental Organization
NHRDC	National Human Resource Development Council
NPASD	National Plan of Action for Social Development
NSA	Non-State Actors
OCHA	(UN) Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the (United Nations) High Commissioner on Human Rights
PCU	Project Coordination Unit
PIR	Project Implementation Review (of UNDP/GEF projects)
PUC	Public Utilities Corporation
QUANGO	Quasi-Non-Governmental Organization
RBA	Regional Bureau for Africa (of UNDP)
RBM	Results-Based Management
ROAR	Results-Oriented Annual Report
RRF	Results and Resource Framework (of the UNDP Country Programme)
SADC	Southern Africa Development Community
SAQA	South African Qualifications Authority
SFA	Seychelles Fishing Authority
SGP	Small Grants Programme (of UNDP/GEF)
SIDS	Small Island Developing State
SIM	Seychelles Institute of Management
SLM	Sustainable Land Management
SNC	Second National Communication (to the UNFCCC)
SQA	Seychelles Qualification Authority
ToR	Terms of Reference
UN	United Nations
UNCCD	United Nations Convention on Combating Desertification
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDP/GEF	The units in UNDP responsible for GEF programmes and projects
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCCC	United Nations Framework Convention for Climate Change
UNFPA	United Nations Population Fund
UNODC	United Nations Office on Drugs and Crime
WHO	World Health Organisation (of the UN)

EXECUTIVE SUMMARY

The “Assessment of Development Results (ADR): Evaluation of UNDP Contribution – Seychelles” was led by the Evaluation Office (EO) of UNDP and was carried out by a team of independent consultants between June and November 2009. The ADR covers the UNDP programme from 2003, covering two programme cycles and its objectives were:

- To provide an independent assessment of the progress, or lack thereof, towards the expected outcomes envisaged in the UNDP programming documents. Where appropriate, the ADR was also expected to highlight unexpected outcomes (positive or negative) as well as any missed opportunities.
- To provide an analysis of how UNDP has positioned itself to add value in response to the national needs and the changes in the national development context;
- To present key findings, draw key lessons, and provide a set of clear and forward-looking options for the Regional Bureau for Africa and the country office to consider when adjusting current strategy and preparing the next country programme (CP).

The ADR had two main components: an analysis of UNDP contributions to development results in both thematic and cross-cutting areas, and an assessment of UNDP’s strategic positioning in response to development needs. The ADR set out to: (i) document the status in Seychelles at the outset of the review period; (ii) document the development challenges faced by Seychelles and the priorities for international cooperation *during* this period; (iii) determine what and how UNDP was expected to contribute to addressing these challenges; (iv) determine the contribution made by UNDP, the impact of its programmes and activities, and the lessons learned.

The evaluation followed several stages including scoping, data collection, documentation review, stakeholder interviews and workshops, and participatory analysis. The ADR team was able to meet with almost all pertinent stakeholders and review most UNDP activities and outputs during the review period. Given the lack of a clear baseline and measurable targets, the evaluation where appropriate used the triangulation method to validate observations and findings. Finally, the ADR followed a participatory approach, in which key stakeholders were regularly consulted at all stages.

An analytical matrix was developed to substantively guide the ADR data collection and analysis. Based on UNDP’s global mandate and country programmes in Seychelles, the matrix defined the evaluation criteria and the principal questions to be answered. It helped to ensure that the ADR focused on the effectiveness, efficiency, sustainability and relevance of UNDP’s efforts in Seychelles.

DEVELOPMENT CONTEXT IN SEYCHELLES

Seychelles is a Small Island Developing State (SIDS) in the Indian Ocean consisting of over 115 islands, mostly uninhabited. In the period from independence in 1976 to 2003, the country made remarkable social and economic progress. The economy grew consistently and all social and economic indicators demonstrated regular advances. As a result, by 2003 Seychelles was atypical of the majority of countries benefiting from UNDP support. The profiles of economic and social indicators were more akin to industrialized nations. In addition, the country had significant individual, institutional, financial and technical capacity.

However, by the turn of the century, maintaining these social achievements was becoming an increasing strain on national finances. Moreover, much of the economic growth had been based on unsustainable borrowing. By 2002, Seychelles was one of the most indebted countries, in per capita terms. The country also faced growing environmental and governance challenges.

Seychelles' ability to address these major challenges was limited by characteristics associated with its SIDS status – i.e., distance from markets, high dependence on imports and the impossibility of generating economies of scale. The fact that the level of international cooperation was greatly reduced subsequent to Seychelles' achieving Middle Income Country status in the late 1990s also was a key limitation.

UNDP RESPONSE

UNDP interventions in Seychelles started in 1977 and until 1997 provided modest upstream technical assistance to the Government of Seychelles. The 1997-2000 country programme supported national long-term planning, private-sector rehabilitation, and social security reform and planning. However, in 1997, following Seychelles' re-classification as a Net Contributing Country, UNDP decided to stop its allocation of core funds and to close the liaison office in the country. CP 1997-2000 was not implemented and there were very few UNDP-supported activities from 1997 to 2002.

In the early 2000s, UNDP and the Government set out to rebuild the programme with non-core funds. A country programme was developed for the 2003-2006 period with an initial focus on developing activities to be supported by the Global Environment Facility (GEF). This CP identified four environment-related programme areas, namely institutional and human capacity building; integrated water management; biodiversity conservation and climate change/energy efficiency. Remaining core funds from the previous cycle were used to develop GEF

proposals and support efforts to address the emerging HIV/AIDS problem.

Implementation of the CP 2003-2006 did not go according to plan. Most projects did not start as planned due to the lengthy process of obtaining non-core funds. At the same time, many unplanned projects did start. By the end of 2005, UNDP had several ongoing projects in Seychelles, financed by the EU, the Tsunami Flash Appeal funds as well as the GEF. UNDP had also re-established a small but effective office in the country.

The CP 2007-2010 was, again, based entirely on non-core funds. Building on the experience during 2003-2006 and on new opportunities, the thematic scope was much broader than environmental issues. This programme had four objectives: fostering an enabling environment for State actors and civil society empowerment in delivering services to achieve the MDGs; promotion of human rights; promotion and protection of the environment, and; sustainable disaster management.

MAIN ADR CONCLUSIONS

Seychelles is different from many countries benefiting from UNDP cooperation. It has a relatively high standard of living and relatively high capacity. These factors reduce the need for international cooperation. On the other hand, its SIDS characteristics and NCC status are factors that complicate international cooperation. Moreover, certain SIDS characteristics make international cooperation essential to the country as it addresses economic, environmental, social and capacity challenges.

In 1999, the GDP per capita was over US\$6,500 in Seychelles and the Government was guaranteeing and providing free education and health care for all citizens. The comprehensive education and social system, the strong State actors, the presence of some strong non-State actors, and the large percentage of qualified personnel all

facilitated effective cooperation with international partners.

Yet, Seychelles is a SIDS with a very small population and is located at a great distance from its trading and cooperation partners. It is highly dependent on imports, including food and energy. It cannot generate economies of scale, nor meet all of its capacity needs, nor appropriately diversify its economy. Hence, in order to address the many challenges, Seychelles needed international cooperation. These weaknesses were exacerbated by inappropriate financial and economic management in the 1990s and early 2000s, which led to an inefficient public sector and huge debts.

UNDP, like all international partners, faces challenges when working in isolated small island states. These factors tend to increase the overheads on UNDP support and tend to reduce its effectiveness and efficiency. It cannot achieve economies of scale in its support to Seychelles. It is also expensive and/or inefficient to provide a broad range of technical and operational support. As a result, UNDP activities in Seychelles are guided by and managed from the UNDP office in Mauritius, over 1700 km away. Furthermore, Seychelles' graduation to Middle Income Country status (and UNDP 'net contributing country' status) in 1997 had implications for international cooperation partners, and accessing UNDP's traditional form of support.

UNDP built a large programme in Seychelles during the period under review. At the beginning, UNDP's programme in Seychelles was very small and the organization had very little presence or visibility. By the end of the period, UNDP had not only contributed to development results in Seychelles, but had also established a sizeable programme. UNDP also established a reputable office and a visible presence. To achieve this, UNDP took advantage of certain unexpected opportunities to lay the foundation for future work and partnership building.

UNDP's annual delivery during in 2000-2002 was under \$20,000, and the organization had no permanent or regular presence on Seychelles. Despite this, UNDP always maintained cooperation and communication channels, and was able to exploit strategic partnership opportunities as they arose. A key strength of UNDP was its continuous presence in Seychelles, unlike most bilateral and multilateral development partners.

For example, initially, the World Bank was the Government's preferred agency to implement GEF projects. However, when it was no longer able to do so, the Government asked UNDP to take the lead in implementing GEF-funded projects. From that point onwards, UNDP built a strong trilateral partnership GEF-UNDP-Seychelles and used this as a basis to establish a large programme. Similarly, following the Asian Tsunami, UNDP took a lead in coordinating emergency assistance, and ably implemented a project co-financed by the EU. Based on this initial success and ongoing cooperation in Mauritius, the UNDP country office was able to build a solid collaboration with the EU in Seychelles, including further co-financing and, in turn, programme and development results.

A major focus of UNDP's work in Seychelles has been resource mobilization. In this, the organization has been very successful. However, the focus on resource mobilisation may have reduced its ability to address other strategic objectives or concerns.

UNDP delivery has grown from under \$20,000 in 2002 to over \$1.6 million in 2008. It is predicted to increase further in 2009 and 2010. Total resources mobilized during the period are in excess of \$10.6 million.

In order to continue operations in Seychelles, UNDP has to constantly mobilize resources. This means devoting considerable efforts to resource mobilization. Over the short term, in personnel work plans, resource mobilization probably takes precedence over achieving development results. It also means, to some extent, aligning to the

strategic thinking of the concerned donor. In the past, this has made it difficult for UNDP to be as strategic and influential as it might have been had it used its own funds. This applies even in the environmental practice area, where UNDP has had a sizeable programme for some time.

UNDP support has generally been well aligned to national policies and plans and has responded to priorities and needs in the environment and governance sectors, as well as to the tsunami. Moreover, the support has been closely aligned with globally agreed priorities for development.

Seychelles does not have a multi-sectoral development plan or an equivalent to a Poverty Reduction Strategy Paper. Instead, the country has had a number of sectoral plans and policies, for example the Environmental Management Plans (EMPS I and II) and the National Action Plan for the Social Development, 2005–2015.

In the environment sector, UNDP made great efforts to ensure general alignment with EMPS I and II. The conceptual linkages and references are very clear. However, things are less clear in the governance and social sectors. For a start, there was not one clear national policy or plan for UNDP to follow. Moreover, although *consistent with* national policies and plans, UNDP's support to governance and social issues did not clearly *respond to* the relevant national policies and plans. This simply means the national policies were not reference documents in the identification and formulation of UNDP activities in those sectors.

At a general level, UNDP's support was aligned with the two concerned UNDP country programmes, which, in turn, were aligned to global priorities. Hence, the Seychelles programme support was aligned to UNDP global priorities. At a general level, UNDP activities in Seychelles were aligned with the UNDP Country Programmes for Seychelles, which, in turn, were aligned with UNDP's global priorities.

The content, approach and success of UNDP were greatly influenced by the funding sources, i.e., the GEF, the EU, the DG-TTF and the Tsunami Flash Appeal.

With the GEF, UNDP has been very successful in mobilizing large amounts of funding to national environmental priority issues. This creates a real possibility to protect the country's critical natural resources base. UNDP was greatly involved in the formulation and design of GEF-funded activities. However, the long formulation period and difficulties in institutionalizing some of this support threaten to undermine some of the capacity developed. More attention is also needed to ensure that this support appropriately builds up civil society.

With EU, most of the formulation was done prior to UNDP involvement. UNDP came on board as the implementer of activities already designed. However, in some cases, UNDP added substantive value, particularly with regard to human rights. Overall, these projects were relatively well anchored. However, UNDP was not in a position to make major changes to the substantive or institutional design of projects.

With the DG-TTF, tight deadlines necessitated a very short formulation period and quick implementation, and the results, overall, seems impressive. The DG-TTF approach also seems conducive to good anchoring, as UNDP is able to play a role in the design of the implementation arrangements.

Overall, the *design* of interventions appropriately addresses sustainability. Although in most cases it is too early to assess the sustainability of interventions, initial indications are positive, with some exceptions.

Almost all UNDP project *designs* address sustainability in a clear and appropriate way. In most cases, financial sustainability is to be assured through the government budget. Technical sustainability is to be assured through training and individual capacity building. Institutional

sustainability is to be facilitated as most support is with and through existing institutions, and contributes to their strengthening.

However, in some cases – as discussed at many points in the report – UNDP support has not been properly based on a thorough assessment of the institutional framework or of capacity needs. In some instances, UNDP support was not adequately institutionalized. These factors tend to undermine the sustainability of some actions. Furthermore, the ongoing restructuring process jeopardizes the sustainability of project activities. For example, trained officers have been retrenched or moved to other positions where they cannot readily apply their knowledge or abilities. Capacity retrenchment is a challenge in Seychelles that goes far beyond the UNDP programme.

In the Environmental Protection and Sustainable Energy practice area, UNDP has been very successful in mobilizing resources. Achievements have been made in raising awareness, increasing understanding and developing individual capacity. However, major delays in the approval of funds and the start-up of interventions have limited the contribution to development results. More could have been done in terms of anchoring interventions into organizations and into government plans, and linking capacity development support into national capacity development and related public-sector reform. Specifically, UNDP's record in assisting the DoE appears mixed.

Seychelles' famous natural environment and natural resource base is the *raison d'être* of its tourism industry and, therefore, a cornerstone of economic development. However, there are threats and some clear challenges to environmental-management capacity. In the late 1990s, EMPS II was formulated to cover the period 2000-2010. UNDP established a very large programme to support the EMPS, formulating 15 interventions under five outcomes, almost entirely financed by the GEF. UNDP also played a key role in ensuring that the global funds

responded to the priorities and specific needs of Seychelles.

UNDP, however, has not been able to achieve the aims set out in the two country programmes. This mostly reflects the over-ambitious nature of the programmes rather than a lack of achievement. Moreover, very significant start-up delays, mostly caused by factors beyond UNDP Seychelles' control, have undermined results.

Although it is still too early to assess UNDP's work in this practice area, some contributions can be seen. UNDP has contributed to enhancing technical capacities at the individual level by providing training, exposure to new tools, and on-the-job learning. Ongoing projects and activities are providing knowledge, policy and technical support. These could be complemented with greater advocacy and more effective strategic support to the environmental sector. One of the initiatives taken by Government and UNDP has been the establishment of a single PCU for all UNDP-implemented GEF projects in the environmental practice area. This is thought to be the only example worldwide of such a coordinated approach and is probably a best practice.

However, many stakeholders felt that overall management capacity in the environment sector, particularly in government agencies and the DoE, has *declined* during the period under review. This is supported by anecdotal evidence. Several factors – mostly beyond UNDP's control – may have contributed to such a decline. However, some findings suggest that certain aspects of the UNDP programme may also have contributed, or at least missed opportunities to reverse this trend. These include an inadequate anchoring into institutions and government plans. They also include the basing of project designs on substantive issues rather than on a proper assessment, partly because international forces drove the design. Finally, UNDP interventions were not linked to ongoing public-sector reform, for example, to the Macro Economic Reform Programme (MERP) since 2004.

In Democratic Governance, interventions covered many areas: supporting and raising awareness on human rights, strengthening the Parliament and the judiciary, supporting national capacity to develop human resources and strengthening civil society and its ability to support vulnerable groups. Overall, the contribution to development results seems reasonable, particularly given the time and resources available. Interventions have generally been well institutionalized and sustainable. There are some exceptions, from which lessons may be learned.

UNDP's support to the Parliament and the judiciary has been strategic and focused. It was designed to respond to well-defined needs, and was well institutionalized into the pertinent institutions. The interventions made significant contributions considering the relatively small expenditures. The support to strengthening judiciary appears promising.

Through a series of catalytic and well-planned interventions, UNDP contributed to making human rights issues visible and more recognized as legitimate concerns by stakeholders, including the government. It also contributed to training many key actors and to raising awareness. Overall, this complemented work by the government and other partners. However, on issues related to human rights, poverty alleviation and social welfare, sustainability and impact would probably have been strengthened by better coordination and institutionalization of activities with, for example, the Gender and Population Unit in the Social Development Department.

UNDP also supported three national agencies – the SIM, the SQA and the NHRDC – to reduce capacity constraints. In each case, the support responded to a well-defined need and was well institutionalized. Overall contributions to the SIM and the SQA were strategic and made a difference. The work with the NHRDC, suffered from some limitations, and achieved less. Notably, UNDP did not link its overall capacity-development interventions into ongoing national policies and processes. This contributed to a missed opportunity.

Work under this practice area also set out to raise the capacity of LUNGOS, and civil society in general, to support vulnerable populations, as defined by EU project documentation. However, the design of this support was not based on an adequate initial assessment of the existing institutional context. The MHSD already had a mechanism for supporting vulnerable populations via NGOs and civil society, which seemed to be functioning rather well. The UNDP project seems to have supported a parallel mechanism, without seeking coordination or complementarity, both in design and during implementation. Although support to LUNGOS may be justified – and the organization has gained strength – the intervention does not seem to have been carefully developed. In addition, this work suffered considerable delays.

In the Disaster Response and Preparedness practice area, UNDP has built capacity to respond to disasters and in risk reduction; and especially helping the Government to respond effectively to the Asian Tsunami.

Seychelles is vulnerable to natural disasters and needs to improve the domestic capacity to prevent and manage them. As a main international partner on this issue, UNDP played a key role in developing this capacity. UNDP support seems highly effective and reasonably efficient. The country now has far more capacity in this sector. The support was provided directly to the mandated government department – the DRDM – and therefore should be sustainable. Although it is not possible to measure the specific attribution, it is clear that UNDP support has made an important difference.

In the immediate response to the Asian Tsunami, UNDP played a key role in the coordination of resource mobilization. In project implementation, although UNDP support was mostly administrative, it was timely and in direct response to identified needs. UNDP was present and made a difference at a critical moment.

UNDP addressed certain cross-cutting issues, such as human rights and environment and HIV/AIDs, through project interventions. However, these and other issues, including adapting to climate change, were not well mainstreamed throughout projects, notably in the environmental sector.

There were projects focusing on HIV/AIDS, gender, human rights, and environment. However, gender and HIV/AIDS do not seem to be mainstreamed into other components, notably into the environmental projects. Likewise, the support to the Parliamentarians and the judiciary does not address gender or HIV/AIDS issues. There is no evidence of climate change being mainstreamed into the UNDP programme. Nor does support in the governance practice area address environmental issues, apart from some micro-grants.

UNDP has missed opportunities to build linkages across the practice areas.

The EU- and DG-TTF-funded interventions complement each other and allow UNDP to provide holistic and comprehensive support to the democratic governance sector. However, GEF interventions are separate from EU/DG-TTF projects, both substantively and operationally. There is little evidence of any synergies between these. This separation may also have been a source of some missed opportunities. For example, support provided to the NHRDC by the EU-funded projects could have helped address capacity development in the environment sector by linking it into the public-sector reform and restructuring processes.

A weakness affecting the programme seems to have been an incomplete understanding of capacity development. Notably, the ongoing public-sector reform presented unique capacity challenges and opportunities that were not fully understood or exploited.

Although Seychelles has many capable individual experts, its small population means that there will

always be a shortage of some expertise, and there will always be a need for individuals to multi-task. Likewise, in the public sector, although there are many capable officers implementing policies and delivering services, they have faced many challenges in recent years. As Seychelles continues moving towards a market-led economy, the Government, facing further downsizing and budgetary pressures, is expected to play more of a facilitating role. Thus the capacity needs of the country are different from those in other countries, requiring a tailor-made approach.

The ADR found several examples where UNDP provided capacity development solutions that may have been more appropriate to other countries. One was the strengthening and channelling of support through LUNGOS without first assessing the existing public-sector system, which was well advanced in comparison with other countries in the region. It would have been prudent to determine support after an analysis of the strengths and weaknesses of the existing mechanism. Other such inappropriate approaches include the establishment of separate project management offices and some of the training under the GEF.

Capacity development has to be based on a solid analysis of the institutions – governmental and non-governmental – involved in addressing the concerned development challenge, and of their mandates, roles and responsibilities. Only then can interventions be designed appropriately. However, in too many cases, notably in the environment practice area, capacity development activities were designed around a substantive issue or end-point, not in response to an identified need. In all areas, as a result, much of the capacity built is ad hoc or incomplete. Likewise, the training was not adequately linked to the ongoing public-sector reform or to specific manpower development plans/departmental work plans. In effect, much of the training became general awareness-raising exercises on relevant issues. This also may be why many stakeholders felt that UNDP interventions produce too many documents and workshops.

In governance and disaster response, the process was generally adequate to ensure that UNDP interventions were institutionalized, and that capacity building, including training, could contribute directly to the country's needs.

Throughout the period under review, the government had been considering and/or enacting public-sector reform (starting with the MERP). It was inevitable that this would have a major influence on the way the government functions, and, consequently, on UNDP's partner agencies. UNDP did not properly align itself with or understand the public-sector reform situation. There is no evidence of UNDP's capacity development interventions being modified as a result of this reform. Consequently, the impact of some support was lessened. UNDP was not able to assist its partners – in particular the DoE – to better manage this reform. This is even more of a missed opportunity because UNDP was at one point working with the NHRDC, a key player in national capacity development.

The UNDP programme made great efforts to work with and to strengthen NGOs, in both the governance and environmental sectors. However, this was not based on a full understanding of NGOs and ways of developing their role and capacity. The interventions were well intended but could have benefited from greater clarity or vision.

UNDP made successful efforts to work with NGOs in the environment and governance practice areas. It has also supported interventions that aimed to strengthen NGOs and civil society in all sectors. It is currently supporting LUNGOS as an umbrella organization, and of all NGOs in Seychelles, as well as developing a strategy. These efforts are both needed and appreciated.

NGOs play a vital role in any democracy and therefore merit support from the international community. There have been many active and dynamic NGOs in Seychelles, notably in the

environment sector, and these have grown in recent years. However, the NGO sector has been confused by the formation of many so-called 'governmental NGOs' (GONGOs) and the lack of distinction between charitable organizations and enterprise-oriented non-governmental micro-associations. Moreover, it seems that many NGOs and GONGOs grew as a response to the possible availability of international funds – including from UNDP – instead of evolving to address a development challenge.

UNDP's work with NGOs needed to negotiate this complex NGO architecture. This is best achieved by developing interventions based on a proper institutional assessment. However, it seems that, on too many occasions, the need to work with NGOs was the starting point in designing an activity, rather than being logically justified through an assessment.

During the period under review, the UNDP Programme Management has been adequate to manage the size and complexity of the programme and responding to the expectations placed on UNDP. However, certain weaknesses in programme management are now starting to show.

The UNDP programme appears well managed. All UNDP personnel based in Seychelles were found to be professional, highly respected and appreciated throughout the country. The personnel of the Seychelles office are multi-tasking and managing a large number of activities over many thematic areas. The inputs of the Environment and Energy Unit Manager from Mauritius have been effective and generally strategic. In a short period UNDP has established a presence in the country and is comfortably managing a large portfolio.

However, as the programme has grown in scope and complexity, challenges have appeared. First, the Seychelles office is over-stretched and struggling to meet all demands. Notably, it does not seem to have the time/people to play a strategic advocating role, nor to provide

substantive guidance on institutional or capacity development. At another level, it is not able to provide adequate operational support to the environmental projects, relying too much on the Mauritius office.

Second, there are concerns about results-based and adaptive management. The system of setting targets and indicators, monitoring performance, reporting on performance, and using monitoring reports to guide management decisions is very incomplete.

Finally, the CP document seems to have been of little use. The two country programmes bear little resemblance to the activities subsequently implemented. They were not used as a planning or monitoring document. The country programme format was designed for countries with considerable core funds and, moreover, to meet UNDP headquarters requirements, rather than being conceived as a planning or management tool at the country level.

The UNDP office played a role in promoting joint UN activities to increase synergies and development results.

The UNDP office has facilitated the work and involvement of other UN agencies in Seychelles, generally on an ad-hoc basis and in response to specific issues. UNDP provides logistical support to many UN agencies.

RECOMMENDATIONS

PROGRAMME STRATEGY

UNDP should develop a new approach to country programming in Seychelles. The country programme should respond more directly to national targets, should be fully embedded and owned, and should balance more equitably the forces driving UNDP interventions. As part of an overhaul of planning and programming, UNDP should also strengthen project planning and management.

The three forces driving UNDP interventions are (i) UNDP's global practice areas; (ii) potential sources of co-financing, and; (iii) government and national priority needs. The process to prepare the country programme should ensure these forces are equitably respected and accounted for. The country programme process should also be results-based and adaptive.

The starting point for preparing the country programme would be to list national priorities and then identify UNDP interventions areas, both in conjunction with the Government. Following discussions with potential co-financers and other stakeholders, a range of interventions could then be mapped out, along with targets and assumptions. Finally, an adaptive management mechanism should be established, involving the Government and UNDP, in order to follow the organization's progress and adapt its programme on a regular basis to emerging needs and opportunities. This may be based around an annual CP implementation plan. The country programme can then evolve in line with available funding. This approach may also help achieve programmatic and operational coherence across the many UNDP interventions, and, therefore, possibly economies of scale.

Building on past efforts towards results-based-management at the project level, UNDP should further strengthen its project-level system of monitoring, indicators and reporting. These could play a greater role, and could serve to support improved project decision making, rather than merely completing formalities for headquarters or funding agencies. Indicators at the project level should link up to indicators at the programme level.

With respect to the ongoing public-sector reform process, UNDP has a role to play in the forthcoming country programme. UNDP should clearly define this role. This includes determining gaps and weaknesses in the reform process and then strategically positioning UNDP based on its comparative strengths.

Seychelles has been implementing public-sector reform for many years, starting with the MERP in the early 2000s. In recent times, the government has worked closely with the World Bank, the IMF and the African Development Bank to secure their support for a comprehensive public sector reform process and economic reform. It is unlikely that it is necessary for UNDP to provide direct support on these issues.

However, given the overall economic and social changes reform may lead to, and the opportunities it may create, a clear complementary role for UNDP is emerging. The UNDP should review the situation and opportunities, and, based on its comparative advantage, define its role.

UNDP involvement may focus on ensuring that the poor and the vulnerable population do not become victims of the reform and that inequalities do not rise. This would involve, to some extent, ensuring that the planned UNDP involvement in 10th EDF responds with synergies and complementarities to the ongoing restructuring processes. An alternative role for UNDP would be to develop capacity in its partner organizations in the social and environmental sectors to implement the reform. Specifically, this may mean developing their capacity to plan, budget and allocate resources. A third possible role for UNDP would be in ensuring enhanced accountability and transparency throughout the reform process.

In order to better align with the public-sector reform, UNDP may have to develop new partnerships, including with the World Bank and the IMF. UNDP should ensure that public-sector reform takes into consideration the requirements of the social sectors, environment and the poor. In turn, this will require strengthening of UNDP's substantive capacity (see recommendation below).

Specifically, UNDP may wish to strengthen links with the Vice President's Office, the NHRDC, the Department of Public Administration as well as with the human resource units in its

partner ministries. This will help ensure that training under UNDP's programme is linked into the public-sector reform and to national plans and policies.

UNDP should support an institutional analysis and capacity assessment of the DoE. This can be done as an integral part of the process of developing the third Environmental Management Plan of Seychelles, with finances from ongoing projects. This would include establishing indicators of capacity and capacity development.

Seychelles is developing the EMPS III at a time that UNDP has a large environmental programme and strong working relations in the sector. This is a perfect opportunity for UNDP to reverse some of the weaknesses in its previous cooperation.

UNDP could use these interventions, working with the Department of Public Administration and the Vice-President's office, to undertake a comprehensive institutional analysis and capacity assessment of this sector, or of the DoE. This analysis will identify roles and responsibilities, linkages and mandates, strengths and weaknesses. This will also identify capacity development targets and indicators. To strengthen standard environmental management expertise, UNDP would have to bring expertise on capacity development and organizational change to this process.

This can help ensure that subsequent UNDP support contributes sustainably to DoE capacity development. This work should cover both government and non-government organizations, and help reduce some of the existing tensions.

As part of the forthcoming country programme, UNDP should develop a clear strategy to guide its work with and its support to NGOs. This may be based on a transparent analysis of the justification of supporting/creating NGOs to implement government policy or to address national priorities.

As mentioned many times, NGOs are critical in Seychelles and UNDP should support their development. This should be based on a more thorough understanding of the complex NGO architecture in the country. All actions should draw from a single strategy. The aim of supporting NGOs should be either (i) to strengthen authentic NGOs as an effective complement to governmental organizations or (ii) to increase the impact of the UNDP programme through partnership with NGOs.

UNDP should clearly define what is meant by 'NGOs' as well as the nature of international support that can best help them in Seychelles. This may be linked to the environment sector analysis (previous recommendation), or may be a separate process. Key aspects could be:

- clarify the differences between NGOs, private sector, government think tanks and associations;
- determine the potential contribution of NGOs to development;
- determine the value NGOs can add in the environment sector;
- determine the added value, if any, of using LUNGOS as a parallel and/or complementary mechanism to deliver support to vulnerable people, compared with support to addressing efficiency issues in the existing system;
- determine the needs of NGOs.

The ongoing support provided through LUNGOS to study the legal context for NGOs can be a starting point.

PROGRAMME OPERATIONS

In order to effectively implement the forthcoming country programme, UNDP should determine ways of strengthening its Seychelles Office.

If UNDP is to be more effective in socio-economics and public-sector development and

institutional strengthening in the country, it requires stronger capacity in Seychelles related to these issues as well as in advocacy. One possibility would be to strengthen the office with an expert on these substantive issues, or to ensure the office has reliable and regular access to such expertise for example through the UNDP regional offices. The office may also be clearly mandated and enhanced to advocate and act more strategically. The Seychelles Office may also be strengthened in terms of project financial management and managing information/documents. Finally, a specific ToR should be developed for the office in consultation with the government and other partners.

As part of the preparation of the next country programme, UNDP should explore a broader range of international development partnerships.

Present and previous UNDP partners – the GEF, the EU, the DG-TTF, the French government, among others – remain important. However, there are many other international actors in Seychelles, and too little is known of their aims, criteria and approaches. There may be many opportunities for strategic or operational partnerships for UNDP. To start, UNDP should initiate discussions with potential international partners such as the United Arab Emirates, China and India.

LESSONS LEARNED

The following lessons pertain to UNDP globally.

UNDP's global corporate value is greatly enhanced by its presence in all developing countries. Moreover, this presence is appreciated at the country level, even if understood to be costly. UNDP made great efforts to keep communication channels open with Seychelles and to keep functioning through the 1998-2003 period, when other international partners were departing and permanently stopping operations. This meant that UNDP was available

to help in Seychelles with the Tsunami crisis (2004) and in other moments of need. This was greatly appreciated by the government. In turn, this led to a platform for increased cooperation.

UNDP's cooperation with SIDS is complicated and expensive. Moreover, the threshold whereby a country becomes an NCC does not fully account for the difficulties faced by SIDS and their vulnerability to capacity weaknesses and external shocks.

Despite the above challenges, it is essential to keep programmes running. Strategic positioning can make this successful and cost-effective. The Seychelles programme has demonstrated that country programmes in NCCs can be largely self-financing. However, in order to maintain quality control and independence, and avoid the office being fully focussed on resource mobilization, the UNDP global core budget may provide seed funding. This could be discussed with UNDP senior management in New York, and possibly a proposal submitted to the Executive Board.

Long project formulation processes, combined with externally driven criteria – even when strongly aligned to national priorities and well intentioned – have a tendency to undermine institutionalization and capacity development. The resulting projects may be less effective, and may even contribute to weakening capacity. Great care must be taken to avoid this through proper checks and balances.

The most successful projects: (i) had a clearly defined responsible government department that was actively seeking UNDP cooperation; (ii) were aligned to a clear objective or work plan of the concerned government department, and; (iii) benefited from a short design and approval process.

The approach of having a single project management office for several similar projects – the PCU – seems successful. It cuts costs and facilitates communications and processing. This may be replicated in other countries. Care must be taken that this does not 'pull' capacity away from the concerned government agency. The office possibly could be located within the government.

Chapter 1

INTRODUCTION

1.1 RATIONALE

The Republic of Seychelles gained independence from Britain in 1976 and signed a cooperation agreement with UNDP in 1977¹. Following independence, the country achieved considerable social and economic gains. It quickly achieved Middle Income Country (MIC) status and became a Net Contributing Country (NCC) to UNDP in 1997. As a result, UNDP's traditional cooperation and support came largely to an end. However, in the early 2000s, UNDP's cooperation with Seychelles entered a new era, based entirely on resources mobilized from third parties. Two UNDP country programmes followed, covering respectively 2003-2006 and 2007-2010. This Assessment of Development Results (ADR) evaluates these two programme cycles.

Seychelles is different from most countries benefiting from UNDP cooperation, especially those in southern and east Africa. In comparison, Seychelles has a high living standard, a comprehensive education and social support system, many strong State and non-State actors, and a large percentage of qualified personnel. However, as will be elaborated in the following sections, during the 2000s Seychelles encountered a series of growing economic, financial and social challenges. The country is now at a development crossroads. This ADR will feed into the design of UNDP's future cooperation role in Seychelles at this critical juncture.

1.2 PURPOSE AND SCOPE

The UNDP programme in Seychelles was one of the countries selected for an ADR in 2009. Led by the UNDP Evaluation Office (EO), ADRs are independent evaluations that capture and demonstrate evidence of UNDP's contribution to national development results. An ADR seeks to ensure the substantive accountability of UNDP as an organization and to substantiate key country level programming issues. The overall goals of the ADR for Seychelles were (see ToR in Annex 1):²

- to provide an independent assessment of the progress towards the expected outcomes envisaged in the UNDP programming documents. Where appropriate, the ADR was also to highlight unexpected outcomes (positive or negative) as well as any missed opportunities;
- to provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context;
- to present key findings, draw key lessons, and provide a set of clear and forward-looking options for the RBA and the UNDP country office to consider when adjusting current strategy and when preparing the next country programme.

The UNDP Country Office for Mauritius and Seychelles, located in Mauritius and about 1700 km from Seychelles, is responsible for the Seychelles programme. UNDP also has a small office located in Seychelles.

¹ Ministry of Foreign Affairs, 'Multilateral Brief - United Nations Development Programme (UNDP)', 2009.

² For more detailed information on ADR scope and methodology, see the 'ADR Method Manual' (draft available from UNDP Evaluation Office).

The period reviewed by this ADR is 2003–2010, i.e. the period of the current and the previous country programmes (2003–2006 and 2007–2010). According to information provided to the evaluation team, during this period the Seychelles programme had 24 projects³ in its portfolio – although some of these have not yet received funding. Given that Seychelles is a net contributing country (NCC), all funding for the UNDP programme came from non-core sources, and mostly from outside the UN system.

This evaluation has two main components: an analysis of UNDP contribution to development results and an analysis of the strategic positioning of UNDP. The ADR includes an evaluation of UNDP contribution through all types of intervention; progress in achieving outcomes stated in the country programmes; the factors influencing results (e.g. UNDP positioning and country office capacities, partnerships and policy support); achievements, progress and UNDP contribution in key thematic areas (in terms of policy and advocacy) and in cross-cutting areas; UNDP’s relationships with other UN agencies and the Millennium Development Goals (MDGs); and, key challenges and strategies for future interventions.

The assessment of UNDP strategic positioning was carried out from the perspective of both the country’s and UNDP’s development priorities. The analysis took into account the UNDP niche within Seychelles’ development space; the strategies UNDP employed in the country to strengthen its position in its core practice areas; and policy support and advocacy initiatives of the UNDP programme vis-à-vis other development stakeholders.

Given the small size of the Seychelles programme, and the small number of ongoing or completed projects, the evaluation team was able to review every project, completed, ongoing and in the pipeline. However, for logistical reasons, the team only visited the main island on Seychelles.

Field visits, too, were limited to the main island. Only a small number of projects were completed during the period under review. In most cases, it is too early to conclusively assess UNDP’s contribution to development results. For this reason, much of the assessment focuses on the *design* and *initial implementation* of projects. Due to this limitation, overall evaluability of the Seychelles programme is considered *low-medium*.

1.3 METHODOLOGY

Led by the UNDP EO, the ADR was carried out by an independent team of consultants comprising two international consultants and one national consultant.

KEY STAGES

The ADR for Seychelles follows the method developed by UNDP EO, as outlined in the draft ADR Method Manual. The main steps were:

- A scoping mission by the EO to Seychelles in March 2009. This mission introduced the ADR to the main stakeholders in the country, scoped out the main assessment issues, and defined the approach. It also carried out the basic mapping of stakeholders;
- Recruitment of the evaluation team by the EO;
- Planning meetings between the EO and the evaluation team in July 2009, and the finalisation of the methodology;
- The main mission to Seychelles starting late August 2009. This three-week, three-person mission was the principle vehicle for collecting information, evaluating results and consulting with stakeholders. Initial findings were discussed with the main stakeholders at the end of the mission. This included a short visit to the UNDP CO in Mauritius;
- Data analysis and initial report drafting by the evaluation team, in consultation with

³ In addition to completed and ongoing projects, this includes hard and soft pipeline projects, and the GEF Small Grants Programme.

the EO. Given the shortage of measurable indicators at the programme level, the team commonly used the triangulation method to determine and to validate findings;

- Consultation. The report went through an extensive external and internal review process and was discussed with a broad stakeholder group. This culminated in an inclusive stakeholder meeting held in Seychelles on 19 November 2009.

TECHNICAL EVALUATION CRITERIA

In general terms, the evaluation set out to do the following: (i) document the status in Seychelles at the outset of the period under review⁴; (ii) document the development challenges in Seychelles and the priorities for international cooperation during the period under review; (iii) determine what and how UNDP was expected to contribute to addressing these challenges (iv) determine the contribution made by UNDP,

the impact of the organization’s programmes and activities, and the lessons learned.

The evaluation team developed an analytical matrix to substantively guide the data collection and analysis. Based on UNDP’s global mandate and country programmes in Seychelles, the matrix (see Annex 4) captures the thematic and cross-cutting aspects of UNDP’s cooperation. It also captures key aspects of UNDP’s strategic positioning. For each aspect, the matrix determines the evaluation criteria and principal questions/issues to be addressed through the ADR, notably covering the effectiveness, efficiency, sustainability and relevance of UNDP’s efforts in the country. The matrix also maps sources of information and methods of data collection to each question. It guided all data collection and analysis. The evaluation team also used the matrix regularly to check that all issues were being covered in all interviews and to structure the documentation review. A summary of the main questions from the matrix is provided in Table 1.

Table 1. Summary of the evaluation matrix	
Evaluation criteria	Questions to be answered
Part I: Thematic areas. UNDP Contribution to Development Results related to: Environment and Sustainable Energy Development; Fostering Democratic Governance; Poverty Reduction and; Disaster Response and Preparedness	
Effectiveness	Did the programme implementation contribute to progress toward the stated outcome? How do the projects and activities relate to the stated outcomes? How did the mix of different projects and non-project interventions contribute to maximizing the results? Did the programme implementation have positive impact on poor and disadvantaged groups? How was that impact achieved?
Efficiency	Have the programmes been implemented within deadlines and cost estimates? Have UNDP and its partners taken prompt actions to solve implementation issues? Were UNDP resources focused on the set of activities expected to produce significant results? Was there any identified synergy between UNDP interventions that contributed to reducing costs while supporting results? Did the programme implementation place an undue burden on some partners? If so, what were the consequences?
Sustainability	Were interventions designed to have sustainable results given the identifiable risks and did they include an exit strategy? What issues emerged during implementation as a threat to sustainability? What were the corrective measures adopted? If there was testing of pilot initiatives, was there a plan for up-scaling successful pilots prepared?

⁴ i.e. in year 2002.

Table 1. Summary of the evaluation matrix (continued)

Evaluation criteria	Questions to be answered
Part 2: Cross-cutting issues: UNDP Approach and Contribution to Results	
Contribution to Capacity Development	<p>Has capacity assessment been an effective and regular feature of UNDP programming and activity design?</p> <p>What contribution has UNDP made to capacity development? What has been the effectiveness of this contribution to outcomes?</p> <p>What have been the patterns, practices and processes that have characterized UNDP's involvement in and contribution to capacity development? Have these patterns been shaped by UNDP's space-making and lead-agency roles, outcomes of global summits and major UN conferences and funding opportunities?</p> <p>Does UNDP have the right capacity to support capacity-development efforts, in terms of policies, tools and internal capacity?</p>
Part 3: UNDP Strategic Positioning	
Strategic Relevance	<p>Did the UN system as a whole, and UNDP in particular, address the development challenges and priorities and support the national strategies and priorities?</p> <p>Did the UNDP's programme facilitate the implementation of the national development strategies and policies and play a complementary role to the Government?</p> <p>Was the UNDP strategy designed to maximize the use of its corporate and comparative strengths?</p>
Strategic Responsiveness	<p>Was the UNDP strategy designed to maximize the use of its corporate and comparative strengths?</p> <p>Was UNDP responsive to the evolution overtime of development challenges and the priorities in national strategies, or significant shifts due to external conditions?</p> <p>Did UNDP have an adequate mechanism to respond to significant changes in the country situation, in particular in crisis and emergencies?</p>
Contribution to UN Values	<p>How are the short-term requests for assistance by the Government balanced against long-term development needs?</p> <p>Is the UN system, and UNDP in particular, effectively supporting the Government toward the achievement of the MDGs in general?</p> <p>Is the UNDP programme designed to appropriately incorporate in each outcome area contributions to the attainment of gender equality?</p>
Strategic Partnerships	<p>Did the UNDP programme target the needs of vulnerable or disadvantaged segments of society to advance toward social equity?</p> <p>Has UNDP leveraged its interventions through a series of partnerships to enhance their effectiveness?</p> <p>Have there been cases of missed opportunities for using partnerships more effectively?</p> <p>Has UNDP worked in partnership with non-governmental actors to maximize the impact of its projects?</p> <p>Has UNDP been effective in assisting the Government to partner with external development partners, such as through donor coordination?</p> <p>Has UNDP sought to maximize the opportunity of using South-South cooperation as a mechanism to enhance development effectiveness?</p>
Contribution to UN Coordination	<p>Was the CCA/UNDAF process logical, coherent, and undertaken in full partnership with the UNCT and non-resident agencies and national stakeholders?</p> <p>Has UNDP facilitated greater collaboration among UN and other international agencies working in the country?</p> <p>Has UNDP been able to facilitate a national process of appropriation of the UN system's knowledge, expertise and other resources?</p>

SOURCES OF INFORMATION

Documentation review. In preparation for the ADR, the Evaluation Office identified an initial list of background and programme-related documents and made them available on its internal website. During the main mission, the evaluation team identified and collected additional and more country-specific documentation. The review included:

- Background documents on the national context. This includes cross-cutting and sectoral plans and policies prepared by the Government (e.g. Strategy 2017, the EMPS II, the National Plan of Action for Social Development), documents prepared by international partners during the period under review as well as those prepared by the UN system;
- All project documents for completed, ongoing or proposed UNDP projects, including preparatory phase documents;
- The vast majority of available project progress and monitoring reports;
- The majority of project outputs, including training material and manuals, awareness-raising material, strategic plans, and policy and legislative proposals.

Comprehensive stakeholder interviews. The evaluation team held one-to-one (or one-to-two/three) meetings with almost all concerned stakeholders, including government agencies, project staff, project beneficiaries, sector experts, and bilateral and multilateral international partners. All UN agencies represented in Seychelles were contacted. It is noted that in general the Seychellois stakeholders were very accessible. It is also noted that the team had access to high-level decision-makers.

Focus group meetings. During the assessment, the team identified some key issues relating to the UNDP programme that were unclear and merited a balanced and focused debate. Consequently, two small focus group meetings were organized

Stakeholder Observations

The evaluation team were able to meet almost all stakeholders and therefore obtain a full range of impressions and feedback. Throughout this report, where appropriate, quotations from *representative* stakeholders are used to illustrate an opinion held by the majority of stakeholders. In situations where stakeholders held contrasting opinions, representative and contrasting quotations are provided. In some cases, the concerned stakeholder requested anonymity – and so anonymity is respected for all stakeholder observations.

to discuss the following issues: supporting civil society; Government-NGO collaboration in the environment sector; the value-added of UNDP in the democratic governance sector, and; UNDP's role in addressing poverty.

In total 101 persons were consulted. See Annex 2 for list of persons contacted, and Annex 3 for the list of documents referred to.

PARTICIPATION

In line with UN and UNDP policies on evaluation, the ADR was undertaken through a participatory approach. All interviews and focus group meetings were conducted in an interactive manner, where the opinions and viewpoints of the stakeholders were central and adequate time was always allowed for open discussions. One aim was to ensure that the ADR became a learning experience for the involved stakeholders through dialogue both in terms of evaluation methodology and about the UNDP programme and how it may be strengthened.

1.4 LIMITATIONS AND EVALUABILITY

Several factors contributed towards a very conducive environment for undertaking this evaluation: the relatively small project portfolio; the small geographical area to be covered; the accessibility of stakeholders, and; the relatively high capacity of individuals in the public and private sectors. This was further facilitated by the solid support provided by UNDP's office

in Seychelles and the logistical convenience of Victoria, the capital. However, there were some important limitations to the evaluation.

A main limitation was the absence of a clear baseline defined at the start of the period under review. The country programmes did not provide a quantifiable description of the overall situation in Seychelles or of the concerned sectors⁵. Nor did the country programmes clearly determine what precisely UNDP was setting out to achieve through its support. The difficulty is exacerbated by the relatively dynamic socio-economic situation in Seychelles. The country in 2009 is quite different to the one in 2002.

The difficulties in determining the objective were partly caused by the fact that UNDP Seychelles had almost no funding of its own as the country programmes were being formulated. The programmes were thus drawn up with very little knowledge of resources available to UNDP. Moreover, as UNDP successfully mobilized resources, it had necessarily to re-align its actions to the objectives, foci and timetables of the funding sources. As a result, the country programmes provide little useful guidance in terms of strategy, objectives and indicators⁶.

Other limitations include:

- The lack of a systematic documentation repository and/or a library for the programme. The team accessed many documents late in the process and was never sure whether it had the most appropriate ones. This was compounded by the fact that the different funding sources had different requirements in terms of the contents, timing and detail of project reports;
- An ADR process is most effective when it benefits from the full engagement of the country office and concerned bureaux,

while maintaining its independence. This evaluation occurred at a transitional time for the country office, with the Resident Representative completing his assignment early in the process, and his replacement only arriving after completion of the ADR. Perhaps for this reason, the ADR team felt the engagement of the country office and the RBA could have been stronger. It was also felt that the country office was not fully able to appreciate the opportunities that an ADR creates to learn lessons and initiate changes;

- The fact that the Seychelles programme is managed out of Mauritius. As almost all stakeholders, and all observable impacts are in Seychelles, the evaluation team focused its data-collection efforts almost entirely in the country. However, the absence of the programme management office in Seychelles precluded the frequent, formal and informal interactions with UNDP staff, decision-makers that normally take place during an evaluation. The team leader did undertake a short visit to Mauritius;
- The lack of a financial database with adequate breakdowns of project approvals and disbursements. This made it too difficult to analyse disbursements/approvals by fund or by sector for each of the years.

Finally, the Seychelles programme is small in terms of the number of projects, size of funding, and population affected in comparison to many UNDP programmes. Accordingly, this evaluation was able to go into details not typically associated with an ADR. However, the Seychelles ADR is not a project evaluation and it neither claims nor should be expected to provide project level findings.

⁵ The project documents do provide project-specific baselines. These are of mixed quality at the project level, but none provide adequate information at the country programme or sector level.

⁶ Although it is noted that CP 2007-2010 is an improvement over its 2003-2006 counterpart (see chapter 3).

1.5 CHAPTER SCHEME

Following this introduction, Chapter 2 describes the national context, including the main developmental, socio-economic and institutional factors that influenced the programme's implementation approach for the period under review. Chapter 3 provides background information on UNDP and UN agencies in the country, as well as on programme operations and the programme itself. This includes information on the major partnerships, funding, management and programme implementation arrangements.

Chapter 4 provides the main findings in the three areas assessed by this ADR: environment, governance and disaster management. Chapter 5 assesses the major cross-cutting themes of capacity development and poverty reduction and social issues. It also reviews programme management. Chapter 6 assesses UNDP's strategic positioning in the country, looking mostly at partnerships, positioning and coordination.

Finally, Chapter 7 presents the main conclusions on the overall performance of the programme and offers strategic and operational recommendations for programme improvement. They are expected to facilitate the formulation of the next planning cycle.

The evaluation team would like at this point to flag an important issue for the international readers of this report. The majority of countries benefitting from UNDP support have significant capacity constraints – individual, institutional, financial, technical. These constraints greatly reduce the potential impacts of cooperation. This is notably true for many countries in the Southern and East Africa regions. Seychelles *does not* fall into this category – as will be seen in the following Chapters – and the reader must not compare the Seychelles or Seychelles' programme with other countries in the region.

Chapter 2

NATIONAL CONTEXT

2.1 HISTORICAL AND DEMOGRAPHIC BACKGROUND

The Republic of Seychelles is a Small Island Developing State (SIDS) consisting of an archipelago of at least 115 islands⁷, many of which are uninhabited. The islands are located in the Indian Ocean to the north of Madagascar. Seychelles has a population of approximately 88,000⁸, mostly descendants of French settlers, African plantation workers, British sailors and traders from India, China and Middle East, giving rise to a multiethnic society. Most of the population is concentrated on three islands, which also host most economic activities: Mahe (over 80 percent of the population), Praslin and La Digue. The capital city, Victoria, in Mahe, is also the major port. The main language is Créole, although English and French are also official languages. The climate is agreeable throughout the year with maximum temperatures at sea level averaging around 29 degrees. Seychelles lies outside the cyclone belt and enjoys stable weather.

Seychelles became independent from Britain in 1976. Over the years, the country made significant progress in social and economic terms. For example, GDP per capita increased from about US\$ 800 at the time of independence to around US\$ 6,500 in 1999. Likewise, the literacy rate increased to 80 percent, infant mortality rates decreased to 1.7 percent, and life expectancy at birth rose to 71 years. The Constitution (1993) guaranteed free education and health care for all citizens and a sound and productive environment.

As with all SIDS, Seychelles faces a series of characteristic challenges, notably:

- A high dependence on imports, for example 65 percent of food and 100 percent of commercial fuel is imported;
- A very small population and therefore a limited human resource base. Even if all people were fully trained and fully employed, it would not be possible for Seychelles to produce all the expertise required for all niche areas, and there would still be a reliance on outside expertise. A second consequence of this is the high number of temporary, foreign, low-skilled workers to take up employment in booming sectors;
- Little diversity in the economy and a high dependence on a small number of sectors and a consequent vulnerability to external shocks. The pillars of the economy are the tourism and fishing sectors. Vulnerability is compounded by the great distance from main markets;
- Vulnerability to climate change.

This chapter provides the context to the development and implementation of UNDP's Country Programmes. It introduces government structures, the financial and economic situation, the social situation and the environmental situation. For each, it introduces the baseline situation around the year 2000, the challenges and trends from year 2000 to present, and the government's response. Finally, the chapter ends with a short review of international cooperation with Seychelles in the period 2000-2009.

⁷ 155 according to the Constitution.

⁸ Rising from 81,100 in 2000.

Overall, 2000-2009 was a turbulent and challenging period for Seychelles. For example, during this period, Seychelles' ranking on the global Human Development Index (HDI) fluctuated between 35 and 54⁹. Likewise, GDP/capita¹⁰ fluctuated between US\$10,300 and US\$16,552 during this period. These figures do not account for the period after the major currency devaluation in November 2008. See Annex 5 for information on the progress Seychelles has made on Human Development Indicators.

2.2 GOVERNANCE AND GOVERNMENT STRUCTURES

Seychelles is a Republic with the President elected by universal suffrage every five years. The President appoints a Council of Ministers, which acts as the Government. The legislature consists of a 34-seat National Assembly also elected by universal suffrage. The independent judiciary is headed by the Attorney-General. A comprehensive civil service has been established. Key ministries include those responsible for foreign affairs, finance, environment, agriculture, education, transport, culture, social development and health.

Relative to the social and economic progress, progress in governance had been less rapid. During 2000-2009, Seychelles faced two related sets of governance challenges: those associated with a young democracy and those with transforming from a State-led to a market-oriented economy. Some manifestations of the former include a relatively weak judiciary and legislature, the lack of a fully mature and independent press, an incomplete appreciation of human rights from an international perspective, and low capacity in the police¹¹. The population and the civil service had little experience with transparent and

accountable processes. In view of the country's past dependence on a State-led economy, certain elements of a market economy such as economic laws, institutions and standards were not in place.

In March 2007, Seychelles launched a broad-based reform initiative called *Seychelles Strategy 2017*. This aims to reduce government debt to 60 percent of GDP in ten years while doubling the nominal per-capita income. To attain these objectives,¹² the Government is working on administrative and structural policy reforms, including measures to consolidate the fiscal position and reduce the public debt. This fiscal consolidation requires a strict prioritization of expenditure to identify low-priority areas as well as cuts in wasteful spending. The rationalization is leading to major changes in the public-sector agencies in terms of staffing and budgets. The expenditure rationalization places additional challenges on the public financial management framework.

2.3 FINANCIAL AND ECONOMIC CONTEXT

Seychelles, as mentioned above, achieved high economic growth in the first quarter century after independence. The agriculture-based economy, with cinnamon and copra as the main exports, has diversified to one where the fishing sector (tuna exports) and tourism have become the most important generators of income, employment and foreign exchange. Further diversification into offshore financial services and petroleum shipping has taken place recently, with the financial-services sector accounting for 5 percent of GDP in 1999. In addition, a significant construction industry developed, partly in response to the needs of the growing tourism industry. The economy grew at an average of approximately 3 percent per year during 1997-1999.

⁹ Source: Human Development Report website <http://hdr.undp.org/en/reports/>

¹⁰ In PPP terms. Source: UNDP Human Development Reports.

¹¹ These statements are true when compared to most industrialized countries. They are not true in comparison to most African countries. Sources include African Development Bank (2000) and European Union (2002).

¹² IMF, Pokar Khemani, Katja Funke, Goesta Ljungman and Mark Silins, 'A Strategy for Strengthening Budget Management Seychelles', Draft Report, July 2008.

However, by 1999, a comprehensive and relatively generous social sector (see Section 2.4 below) was becoming an increasing strain on finances. Moreover, much economic growth had been achieved by significant borrowing. As a result, by 2002, Seychelles had huge amounts of debt and was by some calculations the most indebted country per capita (see Table 2). This eventually led to the Government defaulting on its debt obligations in 2004. A key factor in these economic and financial challenges was the highly artificial exchange rate.

In response, the country's decision-makers were acknowledging the need to further the reform from a State-led economy towards a globalized and market-led society. The Government had also expressed intentions to undertake comprehensive fiscal and public sector reforms to address the debt situation. These seemed likely to include a substantial reduction in the overall fiscal deficit and the move to a market-determined exchange rate. These were to happen in the context of a far-reaching liberalization of the existing foreign trade and exchange restrictions, a tightening of monetary conditions to contain inflationary pressures, a comprehensive package of structural reforms and a prudent strategy for foreign borrowing and public debt management. It was generally understood that reforms could lead to economic and social shocks across the country, and this was undoubtedly a source of hesitation and the reform did not take place at the desired pace.

International developments in the 2000s also contributed to Seychelles' economic and financial challenges. These included the post-9/11 shock in the tourism sector, major rises in the fuel price, and the 2008 global financial crisis. Finally, as the decade developed, piracy in the Somalian seas expanded into Seychelles waters¹³, disrupting the fishing sector and becoming a threat to tourism.

During the early 2000s, real GDP growth fluctuated significantly (see Table 2) between minus 6.3 percent in 2003 and 8.3 percent in 2008. Both the current account balance and external debt continued to deteriorate significantly. Foreign exchange shortages and slower growth in tourism revenues also contributed to economic challenges. In view of this deteriorating situation, the government re-negotiated its debt with the Paris Club¹⁴ in 2008. The conditions imposed led to a liberalization of the currency, which devalued by a 60 percent overnight in November 2008. Given the country's almost complete dependence on imports, this immediately translated into a doubling or tripling of many prices, including those of food, fuel and electricity. Through the debt-restructure agreements, the Government also agreed to sweeping fiscal and public-sector reforms.

2.4 SOCIAL CONTEXT AND POVERTY

Given its relatively high annual per capita income, and a relatively equitable distribution of resources, in 2000 the average Seychellois was

Table 2. Main economic indicators for Seychelles¹⁵

	2003	2004	2005	2006	2007
Real GDP growth (%)	-6.3	-2.0	-2.3	8.3	7.3
Consumer price inflation (Av; %)	3.3	3.9	0.9	-0.4	5.3
Current-account balance (US\$ m)	-12	-64	-210	-175	-267
Exchange rate (av; SRs: US\$)	5.4	5.5	5.5	5.5	6.7
External Debt (year-end, US\$ m)	436	444	674	905	n/a

¹³ Pirates were observed in waters close to the main islands, and two sea vessels based in Seychelles were taken hostage.

¹⁴ The government agreed terms with the IMF on a 'stand-by agreement' in February 2009.

¹⁵ Source: Economist Intelligence Unit.

enjoying one of the highest standards of living of all African countries. The country ranked 49th out of 162 countries on the 1999 HDI. The State was providing relatively high-quality education and health services. The Constitution made provisions for free primary health care and education. The policy had been extended to free health care at all levels. In education, having secured quantitative achievements such as free, universal education and a 100 percent enrolment rate for primary education and over 95 percent for secondary school, the Government was placing emphasis on the quality of education. A key policy document that emerged was the “*National Plan of Action on Social Development – 2005-2015*”, to be implemented under the coordination of the Ministry of Social Affairs.

The relatively effective welfare state was protecting the poor and ensuring acceptable living standards for all. Although data is insufficient and not collected systematically, Seychelles was generally considered either to have achieved or to have been firmly on track for all its MDG targets by 2000. The health challenges faced by

the country were mostly those associated with developed countries (i.e. non-contagious diseases such as diabetes and cardio-vascular diseases, as opposed to malaria or even HIV/AIDS). With regard to gender issues, one EU report recorded that Seychelles was in the top ten of all countries worldwide¹⁶. Table 3 below illustrates the social situation in Seychelles by comparing its 2006 HDI values with other countries. As can be seen, Seychelles was well above most African countries on almost all indicators, it was close to eastern European and the more developed South American countries.

The gains made in the health sector are at present threatened by, among other factors, macro-economic instability; the emergence of an ageing population; unhealthy lifestyles; rising crime and violence and the increase in the number of sexually transmitted diseases. Following the debt restructuring and fiscal reforms, fewer funds have been available for social investments. Certain automatic benefits also have been withdrawn. Unemployment benefits previously granted to all those formally without a job are now limited to

Table 3. Seychelles HDI values compared to pertinent countries

HDI value 2006	Life expectancy at birth (years) 2006	Adult literacy rate (% ages 15 and above) 2006	Combined primary, secondary and tertiary gross enrolment ratio (%) 2006	GDP per capita (PPP US\$) 2006
1. Iceland (0.968)	1. Japan (82.4)	1. Georgia (100.0)	1. Australia (114.2)	1. Luxembourg (77,089)
52. Libyan Arab Jamahiriya (0.840)	79. Romania (72.2)	56. Occupied Palestinian Territories (92.4)	46. Chile (82.5)	47. Lithuania (15,739)
53. Oman (0.839)	80. Brazil (72.0)	57. Colombia (92.3)	47. Bulgaria (82.4)	48. Latvia (15,389)
54. Seychelles (0.836)	81. Seychelles (72.0)	58. Seychelles (91.8)	48. Seychelles (82.2)	49. Seychelles (15,105)
55. Saudi Arabia (0.835)	82. Algeria (72.0)	59. Mexico (91.7)	49. Russian Federation (81.9)	50. Poland (14,675)
56. Bulgaria (0.834)	83. Sri Lanka (71.9)	60. Malaysia (91.5)	50. Malta (81.3)	51. Croatia (14,309)
179. Sierra Leone (0.329)	179. Swaziland (40.2)	147. Mali (22.9)	179. Djibouti (25.5)	178. Congo (Democratic Republic of the) (281)

¹⁶ Country Strategy Paper and Indicative Programme for the period 2002–2007, 2002.

certain social categories, such as single mothers and the handicapped. Funding for the health and education sectors is being reduced. There is also a perception of unacceptable variations in the quality of care available to different patients¹⁷. The reductions in government expenditure together with the additional demands from an increasingly long-living population mean there is a real danger of an increase in poverty levels. Inflation – which has been witnessed in recent years – may also contribute to increased poverty. Finally, the decade witnessed a growth in drug use, probably in part a by-product of Seychelles' further integration into the global economy. This leads to further challenges in terms of crime and health.

The above factors all contributed to ensure that Seychelles in 2009 is far different from what it was in 2000. Despite the turbulence, the society remained relatively stable through this period. It is noteworthy that the major economic shocks did not lead to any significant social unrest. This is an indication that the strong social fabric was able to absorb those shocks, at least over the medium term.

On a global scale and in terms of MDGs, Seychelles is not considered a poor country and the number of people under the poverty line is very limited. However, a more refined analysis reveals that many aspects of poverty are present in the country. Some are indicated by the following¹⁸:

- The truly vulnerable nature of the economy, characterized by a high dependency on imports;
- The fact that 11 percent of adolescents report being sexually abused;
- The fact that that 49 percent of households are headed by a single parent.

2.5 ENVIRONMENTAL CONTEXT

Seychelles' famous natural environment and resource base has remained largely pristine. The country's natural beauty is the critical basis to its tourist industry and therefore a cornerstone of economic development. The natural resources are also the basis for the fishing industry – the second economic pillar. The natural resources and biodiversity are fully interwoven, and Seychelles' biodiversity wealth has long been acknowledged globally. Compared to most developing and industrialized countries, Seychelles' environment was in good condition and the threats few.

The pristine environment is partly a result of prudent management. Environmental issues have been at the forefront of government policy for some time. There has been commendable attention paid by both government and non-government actors to striking a balance between economic and ecological/environmental interests. For example, tourism development aims at the low-volume, exclusive-end of the market. Internationally, Seychelles is considered ahead of most countries on environmental issues. It was one of the first in the region to set up marine national parks, as well as the second African country to ratify the Convention on Biological Diversity (CBD) and the United Nations Framework Convention on Climate Change (UNFCCC). A further indicator of the attention paid to environment is the fact that over 40 percent of terrestrial land is protected by legislation. As an example of the impact of these measures, they have led to at least two species of endemic birds being successfully brought back from the brink of extinction, and a significant reduction in turtle poaching.

The Government invested over US\$200 million of its own funds to implement the 1990-2000 Environment Management Plan of Seychelles (EMPS I). A major portion was utilized to implement field conservation programmes, as

¹⁷ UN, 'United Nations Seychelles Common Country Assessment, 2006-2008', 2009.

¹⁸ NPASD, 2005.

well as infrastructure development projects, including wastewater treatment on the east coast of Mahé and the construction of a fully engineered landfill. This also facilitated the creation of a separate Ministry of Environment and Transport (MET). The implementation of EMPS I was roundly considered a major success.

The second EMPS, covering the 2000-2010 period, was prepared through a participatory process. EMPS II identifies thematic areas, cross-cutting themes and support programmes. It also has a defined implementation framework with a multi-sectoral steering mechanism, coordination unit and lead agencies for each theme. EMPS II can be considered a model in terms of priority setting and its inter-sectoral nature. In the absence of a comprehensive multi-sectoral development or socio-economic plan, EMPS II is the only truly multi-sectoral planning document covering the decade.

Despite the environment's relatively good condition, it faced a series of growing threats, notably:

- *Urbanization and construction.* Historical records indicate that the islands were originally covered by dense forests. Marked changes took place over the past 235 years – forests were cleared, first for food crops and later for cash crops and even for fuel. The land area suitable for development became severely limited as a significant proportion of the main islands became urbanized. Today, the pressure for residential development remains strong and there are very high rates of erosion during and after construction. Together, these factors lead to habitat destruction, air and water pollution, and disruption of the water cycle. In recent years, this physical development of the island has continued in order to facilitate urban expansion and tourism expansion, further contributing to the loss and fragmentation of habitats;
- *Invasive species.* Seychelles is typical of remote islands in the susceptibility of its terrestrial biodiversity to invasive alien species (IAS). IAS out-compete and replace indigenous fauna and flora through predation. They eliminate natural regeneration, introduce diseases and lead to smothering by creepers. Animal IAS like rats, feral cats and other predators can be devastating to the seabird colonies on small islands. Together, these are a threat to indigenous species and to agriculture, and they cause major aesthetic damage. In mid-2000s, the Government mounted a comprehensive response to this issue, which built capacity and put in place much of the necessary infrastructure, particularly at the ports of entry;
- *Increasing demand for water, sanitation and solid-waste management.* The growing economy, urbanization and increasing tourism have all led to a rising demand for water and sanitation, and increased emissions of solid waste management and water pollutants. Overall, these factors lead to pollution and to seasonal and temporal water shortages;
- *Climate change.* The corral mega-bleaching event of 1998, partly caused by climatic factors, destroyed considerable amounts of coral. This is a direct threat to tourism and artisanal fishing (the main protein source on the island, with 63 kg per capita per annum). Climate change and associated sea-level rise are also likely to damage coastal infrastructure and to lead to coastal erosion, a further threat to tourism and urban development. Climate change is also likely to cause landslides and health-related challenges.

The reduced government budget, the downsizing of government departments, and an increased pressure for economic growth and employment are all factors that can place pressure on the environment.

2.6 DISASTER MANAGEMENT AND PREPAREDNESS

'Natural' external factors also struck Seychelles. Several floods occurred in the early 2000s and, although possibly minor by international standards, these were unprecedented in the country, causing considerable damage. Likewise, the 2004 Asian Tsunami caused much damage (although, again, much less than in other countries).

The Timelines diagram presented in Annex 6 illustrates the major economic and social events in Seychelles's recent history.

In summary, the country has managed its crises well over the decade and does have significant capacity. Yet there have been major challenges. Environmental, social and economic, and progress has not been unhindered. As a Small Island Developing State, with recently achieved Middle Income Country Status, and a young democracy, Seychelles was not able to address all its challenges or to resist all shocks without international cooperation.

2.7 INTERNATIONAL COOPERATION

Seychelles achieved Middle Income Country Status in 1997. This had major implications for its cooperation with its traditional international partners – the United Nations System, the Bretton Woods Institutions, and the European bilateral cooperation agencies.

For the UN System¹⁹, Seychelles immediately became a Net Contributing Country (NCC) and thus no longer qualified for systematic programme support. In addition, the country was now expected to contribute financially to all UN agencies and to all the international conventions that it had ratified, and to all the regional bodies

of which it was a member. This suddenly led to major financial demands on Seychelles, particularly in terms of foreign exchange, which the country was unable to meet. Another factor was the absence of a permanent UN presence on the island. The UN was limited to small, stand-alone activities and participation in regional initiatives. UNICEF, for example, stopped operations and closed the Mauritius' office that was responsible for Seychelles.

The country continued to have relations with the World Bank and the African Development Bank (AfDB), but it no longer qualified for support on concessionary terms. As the decade progressed, the development banks placed increasing conditionality demands on Seychelles – in terms of fiscal management and public sector reform – which the Government was not prepared to accept at that time. This situation deteriorated when Seychelles defaulted on its loan repayments to the World Bank in 2004. This led the banks to suspend their cooperation programmes, a situation that continued until late 2008.

The Middle Income Country status and high GDP per capita also meant that Seychelles was less of a priority for many of its bilateral partners such as USAID and GTZ. Likewise, the country was seen as less of a priority by international NGOs, with only one now having a programme on the islands²⁰. Because of its inability to pay its international obligations, the country had to temporarily leave many regional organizations, such as the Southern Africa Development Community (SADC)²¹. This, in turn, limited Seychelles' access to knowledge and international lesson learning. Recognizing these disadvantages, Seychelles is now analysing and prioritizing which international organizations to select for active partnership, a pragmatic approach and possibly a positive spin-off of the financial crisis.

¹⁹ Including the International Fund for Agricultural Development, an important partner up to that time.

²⁰ Birdlife International, in cooperation with Nature Seychelles.

²¹ Rejoining in August 2008.

This is not to say that Seychelles has been without international partners, as can be seen from Table 4 below. Some traditional partners – notably the EU and France – have maintained a high and active presence. Some non-traditional collaborating nations, notably the United Arab Emirates, China, South Africa, Cuba and India have developed or maintained major cooperation programmes. The nature and details of the cooperation of such non-traditional donors have not been analysed by the evaluation team.

By 2009, further financial stresses and a more pragmatic approach by the Government and the development banks had led to the establishment of a large programme of financial and technical support. These institutions traditionally provide advice and support on macroeconomic issues as well as on public sector reform. The World Bank is currently preparing a Public Sector Expenditure Review document for its Board. Support in this area is likely to lead to a thorough review and reform of the public sector, including education, health, social development and social welfare.

Table 4. Important bilateral international partners by ODA²²

2001		2008	
Partner	Estimated value of development assistance	Partner	Estimated value of development assistance
Japan	€€5,096,704	United Arab Emirates	€€10,245,000
EU	€€3,954,690	China	€€7,497,320
France	€€1,795,000	South Africa	€€2,458,800
China	€€1,101,099	WHO	€€1,153,587
Cuba	€€665,604	France	€€982,555
India	€€532,484	Cuba	€€927,840
World Bank (GEF)	€€427,008	ADB	€€661,265
Dutch Trust Fund	€€193,741	World Bank	€€614,700
Knights of Malta	€€119,809	Reunion (France)	€€325,800
South Korea	€€118,858	European Union	Figures not available

²² Source: Ministry of Foreign Affairs, Seychelles. It is not known if the figures refer to approvals or deliveries. All figures for 2008 are estimates.

Chapter 3

THE UN AND UNDP IN THE COUNTRY

3.1 UN COOPERATION

At the outset of the period under review, Seychelles had recently acceded to NCC status. As a result, UN cooperation programmes were being scaled down significantly. Due to ongoing foreign exchange constraints, moreover, Seychelles was unable to meet all its financial obligations to UN agencies. Accordingly, the level of UN assistance and representation in the country has been low throughout the period. Apart from UNDP, the only UN organizations represented are WHO and FAO. WHO is represented by one full-time liaison officer; FAO has a national correspondent, a government officer who fulfils this as one of many mandates.

Given this limited field presence and the small and uneven nature of the UN programmes, Seychelles is classified as a “non-harmonized cycle” country by the United Nations Development Group (UNDG). For such countries, the use of a Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) are optional. The UN Country Team (UNCT), working closely with the Government, prepared a CCA during 2005-2007²³. However, in consultation with the UNCT, the UN Resident Coordinator decided not to prepare an UNDAF.

The CCA reviews the national context and analyses the major development challenges. Based on this analysis, and the comparative advantages of the respective UN agencies, the CCA identifies areas of potential cooperation between Seychelles and UN agencies. These cover the social and environmental sectors. The areas identified include supporting social

development; addressing pockets of poverty; addressing HIV/AIDS prevalence; rights to education; environment; sustainable energy use; and, disaster preparedness.

The CCA also identifies the importance to Seychelles of developing partnerships with other SIDS, strengthening the NGO sector and the role of the family, protecting children from abuse and increasing gender empowerment.

The priorities of the UN Agencies are in line with national social, economic, environmental and capacity development needs. The CCA does not attempt to provide a framework to operationalize or deliver assistance.

Further to the decision not to prepare an UNDAF, in 2007 the UN Resident Coordinator and the Non-Resident Agencies collectively agreed on the necessity of adopting a more limited model of inter-agency coordination. In this model, the UN Agencies cooperate programmatically and operationally on specific issues, as needs and opportunities arise. This is a limited form of joint programming.

Several UN agencies had ongoing projects and programmes in the country during the period under review. The WHO was providing advocacy on key global issues (e.g. H1N1) and has played an active supportive role of the global UNAIDS programme. The UNFPA has been working, for example, on raising awareness on reproductive health and data and information management. It is also working in cooperation with UNAIDS. The UNODC has been advising and supporting government agencies with regard to prisons and on the developing piracy crisis. The ongoing

²³ Approved in August 2009.

UNAIDS programme has supported awareness raising, policy development, surveys and vulnerable populations. OCHA was involved in response to the Tsunami and its follow-up, mostly working together with UNDP. OHCHR has been involved in advocacy, awareness raising and technical cooperation, often with support from UNDP projects or staff. Other UN agencies with limited activities in Seychelles include UNESCO and UNEP.

3.2 UNDP COOPERATION

UNDP had started interventions in Seychelles in 1977 and provided modest upstream technical assistance to the government until 1997. For example, the Fourth Country Cooperation Framework (1992-1996) allocated \$1.03 million to the following:

- Human Resources development;
- Environmental Protection/Preservation;
- Promotion of Technical Cooperation among Developing Countries (TCDC) Project;
- Umbrella Project for Capacity Building.

Under the 1997-2000 Country Programme, UNDP set out to support national long-term planning, private-sector rehabilitation, and social-security reform and planning. In 1997, following Seychelles' classification by UNDP as an NCC, UNDP Headquarters requested to stop UNDP funds being allocated to Seychelles. Furthermore, UNDP Headquarters requested Seychelles to return to UNDP some of the funds already spent on previous projects. Due to foreign exchange constraints, the Government was unable to do this immediately.

Accordingly, from 1997 to 2002, there were very few ongoing UNDP-supported activities in Seychelles. There was a small programme financed by the Global Environment Facility (GEF) consisting of one enabling activity. Remaining core resources from the previous cycle were used to support the emerging problem of HIV/AIDS. There were several soft pipeline

proposals for GEF funding. Finally, there was no UNDP office in Seychelles; the programme was fully managed out of the Mauritius office.

COUNTRY PROGRAMME, 2003-2006

Despite these challenges, the Government and UNDP were committed to rebuilding the programme with non-core funds, with an initial focus on developing GEF-supported activities. Accordingly, UNDP and the Government developed a country programme in a participatory manner covering the period 2003-2006. This programme was based entirely on non-approved, non-core funds. The Government and UNDP Seychelles 'persuaded' the UNDP Executive Board to review the country programme, which the Executive Board approved in June 2002.

The country programme identified four programme areas: institutional and human capacity building; integrated water management; biodiversity conservation and climate change/energy efficiency. These are all in the environmental/energy sector and are closely aligned to relevant themes and programmes under EMPS II. The country programme refers to corporate cross-cutting issues such as gender equality, HIV/AIDS mainstreaming, knowledge management, South-South Cooperation and rights-based approach. It does not specify any additional ones.

The country programme has an associated Results and Resources Framework (RRF) in its Annex. The RRF states indicative funding allocation to outcomes and outputs. Although fully focusing on the environmental/energy sector, it is noted that the RRF does not refer to the four programme areas mentioned in the previous paragraph. Instead, it presents four outcomes and five outputs (see Table 5), and targets and indicators. The outcomes appear to be based on UNDP's vglobal service lines, whereas the outputs and indicators seem to be based on the GEF project proposals already developed together with the Government. Accordingly, the RRF appears to be a merging of Government, GEF and UNDP priorities/criteria. As a consequence, the RRF is

Table 5. Summary of Country Programme 2003-2006

Country Programme Outcome, 2003-2006 from RRF	Expected Outputs	Indicative Resources
Improved capacity of local authorities, community-based groups and private sector in environmental management and sustainable energy development.	Adoption of energy-efficiency technology in the transport sector Capacity-building of environmental NGOs in environmental management	Government cost-sharing: \$80,000 GEF: \$200,000
Improved national capacity to monitor environmental conditions and trends and to assess policy performance in promoting environmental sustainability.	Set of monitoring and assessment indicators developed and environmental institutions trained in the use of EIS.	Government cost-sharing: \$520,000
Improved awareness and understanding among decision-makers and the public of linkages between environmental sustainability and human poverty and well-being	Awareness raising and capacity building of environmental educators, media and local communities in environmental management and sustainable development issues through participatory approaches to environmental protection. One workshop organized per district.	Government cost-sharing: \$200,000
Global environmental concerns and commitments integrated in national development planning and policy	Implementation of the top-up proposal for capacity building in climate change to assess technology needs and adaptation options. Implementation of the joint GEF project on integrated ecosystem management	Government cost-sharing: \$4,200,000 GEF: \$3,300,000

not clear and is unlikely to have been useful as a planning or monitoring document. Finally, in the RRF, the indicators – at both outcome and output level – do not appear SMART²⁴.

The country programme and the RRF, as mentioned above, were based entirely on non-approved, non-core funding. They anticipated funding from the GEF and the Government. However, almost none of the expected funding came online during the planning period, and very few of the envisaged activities took place. On the other hand, several activities that had not been anticipated did take place. These were funded by the EU and by the Tsunami Flash Appeal funds, and were focused into the governance and disaster preparedness sectors. Table 6 lists the 14 projects that were approved and started during the 2003-2006 period.

Tables 3.1 and 3.2 indicate the vast differences between the planned country programme and what actually took place. These differences are

too great for the Country Programme 2003-2006 to be considered credible.

COUNTRY PROGRAMME, 2007-2010

As mentioned previously and illustrated in Table 6, 14 projects – all fully co-financed – started during 2003-2006 and many were still ongoing at the end of 2005. To support them, UNDP had also established a small but effective Technical Office in Seychelles. In addition, through its work in coordinating the response to the Tsunami, UNDP had developed a good working relationship with the European Union. With this financial, logistical and partnership basis, UNDP was in a better position to develop a country programme for the period after 2006.

The Country Programme 2007-2010 was developed in early 2006. Once again, it was based entirely on non-core funds, although, this time much of it had already been approved. Country Programme 2007-2010 was a combination of

²⁴ Specific, Measurable, Attributable, Realistic and Time-bound.

Table 6. Projects approved during the 2003-2006 period

Title	Source	Amount ²⁵ US\$ ²⁶	Start ²⁷	End
Environment				
Enabling Activities for the Preparation of Seychelles's Initial National Communication to the UNFCCC – Top Up	GEF	100,000	2000	2002
Restoration of Degraded Forests on Praslin island	TRAC	50,000	2002	2004
National Capacity Self-Assessment for Global Environmental Management	GEF	200,000	2003	2006
Environmental management and sustainable development	TRAC	37,000	2003	2006
Enabling Activities for the Preparation of Seychelles's Second National Communication to the UNFCCC	GEF	405,000	2006	2009
Governance				
Citizenship Dialogue on Human Rights in Seychelles	DGTF	125,000		
National Capacity Building Programme for State and Non State Actors	EU	€781,000		
Component 1. Capacity of the Human Resources Division of the Ministry of Education and Youth (MEY) enhanced in policy formulation and implementation of a Human Resources Action Plan (HRAP), National Qualifications Framework developed and National Qualifications Authority accrediting locally designed courses.	EU	(€276,866)		
Component 2. SIM offering a degree programme and an executive development programme	EU			
Component 3. Strengthening of Non State Actors (NSAs) capacity for improved service delivery to achieve MDGs	EU	(€277,056)		
Component 4. Strengthen capacity of police/prison officers in respecting and adopting human rights practices and sensitizing judiciary, media and civil society on gender and human rights issues	EU	(€227,078)		
Disaster Preparedness and Response				
Estimates and Assessment of Damage, and Establishment of Preliminary Mechanisms and Preparation of Technical Specifications			2005	2005
Reconstruction of dwellings			2006	2008
Reconstruction of Bridges at Roche Caiman and Cascade and Rehabilitation of 30km of Coastal Roads on Mahe and Praslin Island	Tsunami Flash Appeal		2006	2008
Development of a Comprehensive Early Warning and Disaster Management System in Seychelles and Capacity Building for Disaster Risk Reduction			2006	2009

²⁵ This is the amount managed directly by UNDP and does not include parallel co-financing.

²⁶ Unless otherwise stated.

²⁷ All dates stated indicate the starting date of the full project. For GEF projects, project preparation may have commenced several years earlier.

projects having been approved before 2006 though not completed (funded mostly by the EU, TRAC and bilateral governments), and proposed new projects awaiting funding (mostly from the GEF). Table 7 below summarizes the RRF for Country Programme 2007-2010.

Country Programme 2007-2010, as shown in Table 7, had four objectives: (i) fostering an enabling environment for State actors and civil society empowerment in delivering services to achieve the MDGs; (ii) promotion of human rights; (iii) promotion and protection of the environment, and; (iv) sustainable disaster management. Under

Table 7. Summary of the RRF for Country Programme 2007-2010		
Service Line²⁸	Outcomes	Indicative Resources
Objective 1: Fostering an enabling environment for State actors and civil society empowerment in delivering services to achieve the MDGs		
Goal 1: Achieving MDGs and reducing Human Poverty		
1.7: Civil society empowerment	Capacity building of State actors in gender-responsive policy formulation, development and implementation of a Human Resources Action Plan (HRAP), and of NGOs in project management to improve service delivery.	\$636,000 (EU)
Objective 2: Promotion of human rights		
Goal 2: Fostering democratic governance		
2.4: Justice and human rights	Strengthen capacity of police officers in respecting and adopting human rights practices and sensitizing judiciary, media and civil society on gender and human rights issues.	\$260,000 (EU)
Objective 3: Promotion and protection of the environment		
Goal 3: Energy and Environment for sustainable development		
3.1: Framework and strategies for sustainable development	Integrate local and global environmental management and objectives in national programmes	7,230,000 (GEF)
3.3: Access to sustainable energy services	Integrate the use of renewable energy technologies in national programmes	
3.4: Sustainable land management to combat desertification and land degradation	Sustainable land management concepts integrated into national policies, legislation, programmes and development planning.	
3.5: Conservation and sustainable use of biodiversity	Functional integrity of terrestrial and coastal ecosystems is secured, providing a base for sustainable development	
3.6: National/Sectoral policy and planning to control emissions of ozone-depleting substances and persistent pollutants	Build capacity for the country in mainstreaming climate change concerns into sectoral and national development priorities through preparation of the Second National Communication (SNC)	
Objective 4: Sustainable disaster management		
Goal 4: Crisis Prevention and Recovery		
4.5: Natural disaster reduction	Establishment of Early Warning and Disaster Management System in Seychelles	125,000 (TRAC 1.1.3) 150,000 (French Govt)

²⁸ In line with UNDP global categorization.

each objective there was one goal and under each goal there were one or several outcomes. Each goal was also guided by one or several UNDP global service lines. A review of the RRF suggests that the objectives were formulated in response to national priorities and possible funding sources (notably the GEF, the Tsunami Flash Appeal and the EU), whereas the goals appear to be aligned with the UNDP global service lines. This multiplicity of guiding forces leads to a loss of clarity in the RRF. Although better than its predecessor, it is difficult to see how the RRF for 2007-2010 could be useful as a monitoring tool, especially as the indicators do not appear to be SMART.

Seven new projects started during Country Programme 2007-2010. In addition, three

pipeline projects were developed. These ten new activities are in Table 8. A comparison of Tables 3.3 and 3.4 reveals that the activities implemented in this period differed significantly to those envisaged at the time of the formulation of the country programme.

FUND APPROVED

Table 9 compares the financial resources indicated in the country programme RRF with the final approved resources (estimated²⁹), for each sector or practice area. As can be seen from the table, the approved funding was very different to the funding anticipated at the time of the formulation and approval of the country programmes – with the exception of the environment sector in 2007-2010.

Table 8. New projects (approved or planned) 2007-2010				
Title	Source	Amount US\$	Start	End
Environment Projects				
Mainstreaming Biodiversity Management into Production Sector Activities	GEF	3,600,000	2007	2013
Integrated Ecosystem Management Programme: Prevention and Control of Introduction and Spread of Invasive Alien Species	GEF	2,000,000	2008	2013
Capacity Development and Mainstreaming of Sustainable Land Management in Seychelles via the National Action Plan	GEF	500,000	2008	2010
Capacity Development for Improved National and International Environmental Management	GEF	425,000	2009	2011
Climate Change and Development – Adapting by Reducing Vulnerability – a joint UNEP/UNDP programme for Sub-Saharan Africa with a Seychelles component	Danish Government	150,000	2009	2010
Small Grants Programme	GEF	400,000	2010	--
Strengthening Seychelles' Protected Area System through NGO Management modalities	GEF	2,100,000	2010	2014
Climate Change Technology Transfer	GEF	1,010,000	2010	--
Governance Projects				
Capacity Building for Parliamentarians	DGTF	170,000	2008	2008
Enhancing the Rule of Law in Seychelles through Strengthening of Monitoring and Oversight Capacity of the Judiciary	EU	275,000	2009	2010

²⁹ The estimation is made by the ADR team based on incomplete data.

FUNDS DELIVERED

Although based on incomplete information, Table 10 lists the funds delivered each year during 2003 – 2009, segregated by the source of funds. As can be seen, the main sources of funds have been the GEF, the EU and the Tsunami Flash Appeal. Other sources have been TRAC, Government cost-sharing and the UN's Democratic Governance Thematic Trust Fund (DG-TTF). As can be seen from Table 10, delivery peaked in 2007, a direct result of the many activities responding to the Tsunami.

Until 2008-end, the largest sources of delivered funds were the Tsunami Flash Appeal and the EU. Estimates for 2009 suggest that the GEF

will become the biggest source of delivered funds during this year.

Over the years, the Government has contributed to the UNDP programme in several ways. This has included financial contributions to project budgets; in-kind support to project and activities through the provision of personnel, expertise, facilities, equipment, etc; technical oversight and monitoring through sectoral ministries and the Ministry of Foreign Affairs (MoFA); and general logistical support.

Table 9. Indicative and actual approved funds by sector

Sector/Practice Area	Indicative Resources (from Country Programme 2003-2006)	Actual approved Resources, 2003-2006	Indicative Resources (from Country Programme 2007-2010 ³⁰)	Actual approved Resources, 2007-2010
Environment	3,500,000	792,000	7,230,000	7,075,000
Democratic Governance	0	925,000	809,000	445,000
Tsunami and Disaster	0	994,000	275,000	0
Social issues ³¹	0	400,000	445,000	0
Other	0	0		0
Total	3,500,000	3,111,000	8,759,000	7,520,000

Table 10. Funds delivered by year and by source

Source of funds	Year							
	02	03	04	05	06	07	08	09 ³²
UNDP TRAC	0	0	0	14,886	58,821	142,007	63,993	75,000
GEF	0	0	0	260,279	92,308	41,833	481,572	1,482,500
EU Co-funding	0	0	0	0	3,778	1,116,281	266,245	386,319
Cost sharing	0	0	0	0	1,891,218	221,710	473,469	77,593
Tsunami	0	0	0	60,128	307,725	1,705,415	163,861	0
DG-TTF	0	0	0	20,000	0	0	171,442	94,500
Govt (c/s) thru UNDP Total	0	0	0	335,293	2,353,850	3,227,246	1,620,582	2,115,912

³⁰ Figures are in US\$. Where appropriate, exchange rate of ₹=\$1.4 has been used.

³¹ The concerned component in the EU-funded project.

³² Estimates.

Chapter 4

ASSESSMENT OF DEVELOPMENT RESULTS

This chapter presents the evaluation findings and discusses UNDP contribution to development results. The discussion is organized around the following UNDP practice areas: Environmental Protection and Sustainable Energy Development; Democratic Governance; and Disaster Response and Preparedness. This is in line with the outcomes and objectives from the two country programmes (see Table 11). Poverty reduction and social issues are discussed in Chapter 5 as cross-cutting issues.

4.1 ENVIRONMENTAL PROTECTION AND SUSTAINABLE ENERGY DEVELOPMENT

4.1.1 INTRODUCTION

Environment

At the outset of the period under review, the first EMPS (EMPS I) had been implemented and was considered a success. The majority of EMPS I projects had received financing and were either under implementation or complete. It was generally recognized that the country's environmental resource base had been maintained, and that capacity to manage the environment was growing in both governmental and non-governmental organizations. By 2003, 49 percent of land was under some form of protection or special reserve for environmental reasons. There had been many successful conservation initiatives, in terrestrial, coastal and marine areas. Seychelles was also active in international negotiations,

Table 11. Relations between UNDP global practice areas and country programme outcomes and objectives

UNDP practice area	CP 2003-2006 outcomes	CP 2007-2010 objectives
Environmental protection and sustainable energy development	<p>Improved capacity of local authorities, community-based groups and private sector in environmental management and sustainable energy development.</p> <p>Improved national capacity to monitor environmental conditions and trends and to assess policy performance in promoting environmental sustainability.</p> <p>Improved awareness and understanding among decision-makers and the public of linkages between environmental sustainability and human poverty and well-being.</p> <p>Global environmental concerns and commitments integrated in national development planning and policy.</p>	Objective 3: Promotion and protection of the environment
Democratic governance		<p>Objective 1: Fostering an enabling environment for State actors and civil society empowerment in delivering services to achieve the MDGs</p> <p>Objective 2: Promotion of human rights</p>
Disaster response and preparedness		Objective 4: Sustainable disaster management

particularly among African countries and SIDS. It was considered somewhat of a global leader in environmental protection. A main factor behind these successes was undoubtedly the widespread recognition of the importance of natural resources to the short, medium and long-term development of the country.

In the late 1990s, building on the successes of the EMPS I, the second Environmental Management Plan of Seychelles (EMPS II) was formulated for the 2000-2010 period. The EMPS II identified 10 thematic areas, seven cross-cutting themes and a comprehensive set of support programmes. It identified an indicative budget and a lead agency for each programme. EMPS II also had a defined implementation framework including a multi-agency, multi-sectoral steering mechanism and a coordination unit. The Department of Environment (DoE) – under the then Ministry of Environment and Transport (MET) – hosted the coordination unit and was responsible for monitoring EMPS II. The DoE was also responsible for the implementation of some programmes.

A notable characteristic of the EMPS II is that it was designed to mainstream environmental factors into sectoral development. It does not treat environment as a separate sector. Accordingly, most implementation depended on the active involvement of sectoral agencies. Full implementation of the EMPS II was also dependent on NGOs.

As the country set out to implement the EMPS II, there were some clear and growing challenges to environmental-management capacity:

- The country's ongoing transition to a market-oriented economy was likely to lead to revised roles for government agencies, leaving some with less capacity;
- The transition could also lead to short-term

socio-economic incentives for environmentally-degrading behaviour;

- The growing numbers of actors, particularly NGOs, could lead to a potential need for increased coordination. This also contributed to difficulties in establishing an efficient and participatory management mechanism for the EMPS II;
- The declining levels of international support from traditional donors across all sectors.

Sustainable Energy

By 2000, Seychelles had made far less progress on sustainable energy management. Petroleum products – all imported – supplied about 90 percent of primary energy needs. As stated in the EMPS II, the use of renewable energy was very marginal and limited to the use of charcoal, firewood, and solar water heaters. Likewise, little work had been done on energy efficiency or demand-side management. The sector was therefore highly import-dependent, inefficient, and polluting.

The two UNDP country programmes (CP) during the period under review were designed to respond to challenges in the environmental protection and sustainable energy development practice area. CP 2003-2006 had four outcomes – all related to the environment. CP 2007-2010 had one environmental objective and under it, there were five environmental-related outcomes. These five outcomes have been used as *the basis for assessing UNDP's contribution to this practice area in this chapter*. Table 12 lists these outcomes and the number of interventions under each of them³³.

All concerned outcomes under both country programmes are *fully consistent* with the themes and programmes of the EMPS II. However, the outcomes, as formulated in the UNDP country programmes, are *not directly equivalent* to any of the EMPS II themes or programmes, or to

³³ In addition to outcomes, the country programmes provided outputs and indicators. These appear to be less useful as monitoring tools and do not appear to have been used extensively. Hence this report will assess development results under each outcome.

Table 12. CP outcomes and number of interventions in the Environmental Protection and Sustainable Energy Development practice area

CP outcome (from CP 2007-2010)	Number of UNDP interventions during 2003-2010
Integrate local and global environmental management and objectives in national programmes	4
Functional integrity of terrestrial and coastal ecosystems is secured	6
Build capacity for the country in mainstreaming climate change concerns into sectoral and national development priorities	3
Sustainable land management concepts integrated into national policies, legislation and programmes	1
Integrate the use of renewable energy technologies into national programmes	1

components thereof. They appear to align more with UNDP global service lines or with the prevailing GEF focal areas. Hence, although at a general level UNDP support to this sector was driven by national needs, the actual *formulation* of the country programme outcomes is driven very much by UNDP global strategies and/or GEF focal areas.

In total, UNDP formulated 15 projects/interventions under these outcomes (including two regional projects). Of these, 11 have started or been completed. One has received approval but has not yet started; three have not yet received approval. The following sections review the results achieved by UNDP under each of the five outcomes. They review the design and impacts of each of the national projects. Following that, section 4.1.7 provides a review of overall achievements in the environmental protection and sustainable energy development practice area.

4.1.2 OUTCOME: INTEGRATING LOCAL AND GLOBAL ENVIRONMENTAL MANAGEMENT AND OBJECTIVES IN NATIONAL PROGRAMMES

The wording, formulation and conceptualization of this outcome is close to the formulation of the *Overall Goal*³⁴ of the EMPS II. As such, this outcome can be considered a kind of general support to EMPS II coordination and implementation. UNDP and the Government planned and designed a series of activities that contributed towards this outcome (see Table 13) and therefore to support EMPS II implementation mechanisms.

Due to delays in the approval of funds, only two projects were implemented (the GEF-funded National Capacity Self-Assessment (NCSA) Project³ and the TRAC-funded Environmental Management and Sustainable Development project). The NCSA Follow-on Project is starting

Table 13. UNDP-supported interventions under the outcome 'Integrating local and global environmental management and objectives in national programmes'

Intervention	Source of Funding	Amount (US\$)	Start	End
National Capacity Self-Assessment for Global Environmental management (The NCSA Project)	GEF	200,000	2003	2006
Environmental management and sustainable development	TRAC	37,000	2003	2006
Capacity development for improved national and international environmental management (The NCSA Follow-on Project)	GEF	425,000	2009	2010
Small Grants Programme (The SGP)	GEF	400,000	2010*	--

³⁴ The overall goal of EMPS II is "the promotion, coordination and integration of sustainable development programmes that cut across all sectors of society ...".

in late 2009 and the Small Grants Project should begin in early 2010.

National and international stakeholders involved in the EMPS II identified implementation challenges from the early days, ranging from operational issues (e.g., absence of annual work plans, absence of monitoring framework) to more strategic issues (e.g., limited transparency, absence of a results-oriented approach and the limited ability of the steering committee to take decisions). In response, and in a timely manner, UNDP made strategic use of very limited TRAC funds to finance a review of the EMPS in 2004. This review validated the concerns of the stakeholders³⁵. However, the evaluation team was informed that the Government was not able to adopt or act on these findings, mostly due to internal disagreements as to how to proceed.

Given the EMPS weaknesses mentioned above, the NCSA Project was timely. In line with GEF guidance, the NCSA had the objective of assessing Seychelles' existing capacities and needs to meet its obligations under multilateral environmental conventions³⁶. Building on this, the NCSA was adapted to the Seychelles situation and provided an opportunity to perform a thorough assessment of capacity in this sector, including the capacity for effective participation of civil society.

The NCSA process involved a large number of stakeholders from the Government, NGOs, development partners, experts and the private sector. The NCSA made good use of consultative workshops and of national and international experts. Globally, it has been considered, rightly, somewhat of a model NCSA in terms of the quality of the final reports. The NCSA:

- led to a transfer of knowledge and the building of networks;

- raised awareness and introduced new concepts and tools;
- provided a much more complete understanding of capacity needs – going well beyond training needs;
- provided a comprehensive and clear description of many of the capacity needs.

Stakeholder Observations

"The NCSA was truly a unique and learning process. Probably, the process was the best output".

"We've seen the reports. I'm not sure we read them. I don't think implementation has started yet".

On the whole, most stakeholders expressed strong appreciation of the overall process. However, stakeholders from all sectors did express reservations as to the pertinence and anchoring of the NCSA. These reservations have been somewhat validated by follow-up to the project, or lack of. The NCSA produced a series of reports and strategies, which, despite being well constructed, are not clearly anchored and were not operationalized. The action plan has not been used in any dedicated way by any national agency³⁷.

The reason for the lack of operationalization and anchoring could not be conclusively ascertained by the evaluation team owing to lack of time and resources. However, it probably lies partly in the forces driving the NCSA. As mentioned above, both the substantive focus of the NCSA, and the process of preparing it, are guided by the GEF and, in turn, by the Rio Conventions. Hence, despite being *fully consistent* with the EMPS II, the NCSA *did not respond directly to any programme in the EMPS II*. In other words, the national stakeholders involved in the NCSA were not planning to do a capacity assessment before UNDP/GEF proposed its support. As a

³⁵ Nevill, John, 'Sectoral Awareness of the EMPS', 2000-2010, 2004.

³⁶ In particular the three Rio Conventions: Convention on Biological Diversity (CBD), United Nations Framework Convention on Climate Change (UNFCCC) and the United Nations Convention on Combating Desertification (UNCCD).

³⁷ Source: Various stakeholder interviews, UNDP Seychelles.

result, these stakeholders may not have been able to integrate the NCSA into their work plans³⁸.

The NCSA, as mentioned above, led to a much more complete understanding of capacity needs. However, the overall backdrop to the NCSA in Seychelles was a very weak financial and fiscal situation, and inevitability that public-sector reform would take place and that this would lead to reform in public sector management of the environment sector³⁹. The NCSA – in its design and institutional arrangements – neither anticipated nor accounted for this reform⁴⁰. Nor did the NCSA process adequately involve the State bodies responsible for public-sector reform. The NCSA could have been a vehicle for UNDP to support the environmental sector and the DoE through this challenging period. This has to be considered a missed opportunity. Instead, the NCSA was a review by stakeholders internal to the sector. It focused on individual and technical capacity during a period that warranted a more holistic assessment of organizational and institutional capacity.

The NCSA Action Plan was finalized in 2005. Following several years of determined effort by the Government and UNDP, GEF funding recently has been made available for the NCSA Follow-on Project, to help implement the action plan. In the intervening four years, considerable momentum has been lost, the baseline situation has changed, and some stakeholders have moved on. The causes of the delay were primarily: (i) GEF funding constraints as it came to the end of one funding cycle; (ii) the need to ensure the project closely followed GEF guidance.

Upon the request of the Government, UNDP has also played a critical role in mobilizing resources from the GEF Small Grants Programme (SGP) to Seychelles. UNDP secured \$400,000 for the current SGP implementation period⁴¹. The SGP has a good reputation globally for delivering

support to on-the-ground priority issues and for assisting local NGOs. The mobilization of these funds required constant and lengthy UNDP support. As with other GEF projects, it took considerable time to mobilize these funds and this may undermine impact, at least initially. In this case, the delays were due to: (i) the need to obtain full commitment from Seychelles to SGP principles – notably to ensure that the SGP is run *by* and *for* non-governmental organizations; and (ii) the global nature of the SGP, meaning that the number of participating countries can only be expanded slowly.

4.1.3 OUTCOME: FUNCTIONAL INTEGRITY OF TERRESTRIAL AND COASTAL ECOSYSTEMS IS SECURED

Seychelles hosts considerable biodiversity in its terrestrial, marine and coastal ecosystems. This biodiversity is a global and national treasure, and, as a signatory to the CBD, Seychelles is committed to taking steps to ensure that it is conserved. Moreover, as biodiversity and natural resources are very closely inter-linked, and as both the fisheries and tourism sectors depend on the natural resource base, these important economic sectors also depend, *de facto*, on biodiversity.

This outcome corresponds to programmes under several thematic areas in the EMPS II, notably Land Use, Coastal Zones and Urbanization (Theme 2), Biodiversity, Forestry and Agriculture (Theme 3), Fisheries and Marine Resources (Theme 5) and Tourism and Aesthetics (Theme 7). UNDP's interventions under this outcome are listed in Table 14.

Support to this sector was characterized by a lengthy formulation/appraisal process. In the early 2000s, the Government wanted support from the GEF to strengthen a small number of protected areas, and its chosen GEF implementing agency was the World Bank. However, in 2004, following

³⁸ Source: Various non-governmental and governmental stakeholders.

³⁹ For example, by 2009, the structure and staffing of the DoE had changed fundamentally.

⁴⁰ See NCSA project document and final reports.

⁴¹ The programme period will conclude in December 2010.

Table 14. UNDP-supported interventions under the outcome 'Functional integrity of terrestrial and coastal ecosystems is secured'.

Intervention	Source	Amount	Start	End
National Projects				
Restoration of Degraded Forests on Praslin island	TRAC	50,000	2002	2004
Mainstreaming Biodiversity Management Into Production Sector Activities (The Biodiversity Mainstreaming Project)	GEF	3,600,000	2007	2013
Integrated Ecosystem Management Programme: Prevention and control of introduction and spread of Invasive Alien Species (The IAS Project)	GEF	2,000,000	2008	2013
Strengthening Seychelles' Protected Area System through NGO Management modalities (The PA Project)	GEF	2,100,000	2010	2014
Regional Projects				
Agulhas & Somali Current Large Marine Ecosystems Project	GEF	12,200,000	2007	2012
Integrated water resources and wastewater management in Africa and Indian Ocean	GEF	9,650,000	2010*	

Seychelles' default on debt payments, the World Bank was unable to continue this collaboration, and the Government asked UNDP to take the lead. At the same time, the GEF global focal areas were revised. Accordingly, UNDP advised Seychelles to adjust the programme focus from protected areas to 'integrated ecosystem management'. Subsequent delays in following GEF procedures and further changes in the GEF focal areas led the Government, on UNDP advice, to focus the programme into three separate areas: (i) mainstreaming biodiversity into production sectors; (ii) managing alien invasive species, and; (iii) strengthening the protected area system. Accordingly, the programme was developed as three different interventions, although most stakeholders see these as a single initiative.

Throughout this lengthy process, UNDP played a critical role in ensuring that the GEF continued to support the project, through a period of increasingly constrained resources. Direct involvement of the UNDP/GEF Regional Technical Advisor for Biodiversity played an important role. The GEF formulation process is complex, consists of many stages and involves many decision-makers (see Box 1 below). The UNDP country office does not deal directly with the GEF. The ADR evaluation team is not able to ascertain exactly where the delays originated.

Box 1. Actors in UNDP/GEF project formulation

The UNDP country office is responsible for preparing project proposals and for the management and monitoring of UNDP/GEF projects in country.

The UNDP/GEF regional office in Pretoria is responsible for guiding the country office and for technical backstopping. It is also responsible for processing project proposals before their submission to the UNDP/GEF New York office.

The UNDP/GEF New York office is responsible for liaising with the GEF Secretariat. It is notably responsible for submitting projects to the GEF Secretariat for approval

In general, the project designs include activities to ensure a sustainable impact. There is a major emphasis on capacity development. The projects are designed to involve all concerned stakeholders. They also include exit strategies, whereby activities should continue without international support. In short, the projects aim to kick-start a process and put the enabling conditions into place.

UNDP efforts under this outcome are still in the initial phases. It is too early to assess overall

results, but there have been some important achievements, including:

- mobilizing significant international support and finance to Seychelles – from the GEF;
- contributing to the strengthening of partnerships between biodiversity stakeholders and stakeholders in the two critical production sectors of tourism and fisheries;
- developing consensual approaches to addressing biodiversity conservation in the production sectors, notably in the fishing sector. The Seychelles Fishing Authority (SFA) now has a high level of awareness about biodiversity and is more clear about its role in conservation;
- launching a process to significantly upgrade capacity to manage invasive species across the islands.

UNDP has also supported many technical workshops, consultancies, surveys and assessments. These have developed the individual capacity of a number of stakeholders⁴².

One aim under the outcome has been to mainstream biodiversity into the tourism and fishery sectors. To achieve this, UNDP helped develop partnerships in the fishery sector. With UNDP support, the SFA and local fishermen are developing a ‘co-management’ approach to fishery resources – piloting this approach on Praslin island. This is considered both innovative and appropriate⁴³. The involvement of the SFA and the direct contacts with fishermen mean there is a reasonable chance of successful mainstreaming into artisanal fisheries (large-scale and industrial fisheries are not addressed by the project).

Initial findings suggest that mainstreaming into the tourism sector is moving more slowly and will be more challenging. UNDP is supporting good technical work on raising awareness and developing a sustainability label. However, beyond

the Seychelles Tourism Board, the involvement and contacts with tourism stakeholders are limited.

Another aim under this outcome is to increase capacity to manage invasive species. This is hugely important in Seychelles and enjoys broad awareness and support from the Government and the population. In this sub-sector, UNDP responds in a timely and targeted manner to a need clearly expressed by the Government. UNDP support is focused into the appropriate Plant and Animal Health Services under the Seychelles Agricultural Agency. The approach seems sustainable in the Seychelles context. For example, the project will support a bio-security advisor for two years; s/he should make him/herself redundant by building capacity. The project is also providing technical advice towards the revision of the Plant Protection Act (1996).

Another aim under this outcome is to strengthen the protected area system. Activities are not yet underway. In addition to the delays in following GEF procedures and respecting the funding cycle, additional delays were caused by the inability of stakeholders in Seychelles to agree on implementation mechanisms and the allocation of roles in this project. In this particular case, it seems that the roles were allocated through discussion and consensus rather than a needs or capacity assessment, or through competence and experience.

4.1.4 OUTCOME: BUILDING CAPACITY FOR THE COUNTRY IN MAINSTREAMING CLIMATE CHANGE CONCERNS INTO SECTORAL AND NATIONAL DEVELOPMENT PRIORITIES

Climate change did not feature as a thematic area in the EMPS II, although it did appear as an issue in other EMPS II themes. At the outset of the review period, the international community was still more focused on mitigating emissions rather than adapting to climate change. In Seychelles, adaptation was the more important

⁴² Source: Various stakeholder interviews, UNDP/GEF monitoring reports.

⁴³ Source: The SFA and sectoral experts.

Table 15. Interventions under the outcome ‘Building capacity for the country in mainstreaming climate change concerns into sectoral and national development priorities’

Intervention	Source	Amount	Start	End
Enabling Activities for the Preparation of Seychelles’s Initial National Communication to the UNFCCC – Top Up	GEF	100,000	2000	2002
Enabling Activities for the Preparation of Seychelles’s Second National Communication to the UNFCCC (The SNC Project)	GEF	405,000	2006	2009
Climate Change and Development – Adapting by Reducing Vulnerability – a joint UNEP/UNDP programme for Sub-Saharan Africa with a Seychelles component (CC-DARE).	Danish Government	150,000	2009	2010

issue. UNDP interventions under this outcome are listed in Table 15. It has to be noted that the two ‘Enabling Activities’ under this outcome are directly guided by UNFCCC’s convention guidance and by Seychelles’ obligations to the Convention, rather than its domestic needs.

Under this outcome, with GEF finance, UNDP supported work that strengthened Seychelles’ capacity to plan for climate change and meet its reporting obligations under the UNFCCC. This has been achieved. UNDP support has notably led to the preparation of a series of analytical papers that outline climate change related issues in Seychelles, and identifying next steps concerning both adaptation and mitigation. These reports – covering diverse subjects such as health, coastal zones, agriculture, fishing, water resources, green-house gas emissions, and energy – were developed through a solid analytical yet participatory process.

Collectively, the process and the reports have furthered understanding in this new sector, although there are still many gaps. For example, the project has led to a greater understanding of how climate change can contribute to coastal erosion, but there is not yet clarity on the next steps to take. The reports are currently being fed into a new strategy for climate change, which should provide a vision for future work in this sector⁴⁴.

The reports have been useful to Seychelles in two additional ways. First, they help the country in its efforts to access international finance. Plans are under way for EU support to an adaption project – and this support is conditional on the preparation of the above-mentioned strategy. Second, they strengthen Seychelles’ capacity to negotiate at international forums. In contrast to the past, for example, Seychelles has been able to define its position ahead of the forthcoming UNFCCC Conference of the Parties (CoP).

Stakeholder Observations

“The reports produced under this Second National Communication are more robust, based on better data, and have truly helped us to prepare a strategic approach”.

Seychelles remains vulnerable to climate change. It will have to take adaptation measures, notably in the tourism and fisheries sector. In response, UNDP made major efforts to mobilize resources for adapting to climate change. However, so far, success has been very limited. Although Seychelles lags behind many countries in this respect, one small exception is the CC-DARE project. Through this initiative, \$150,000 is available for piloting three adaption projects.

The next step will be to ensure that climate change is fully mainstreamed into development and sectoral policies and actions. This has to

⁴⁴ Sources: Diverse stakeholder interviews, project documents.

happen at the levels of policy as well as action in all sectors. It is not yet clear if the Climate Change Strategy currently under preparation will set the way for this mainstreaming.

4.1.5 OUTCOME: SUSTAINABLE LAND MANAGEMENT CONCEPTS INTEGRATED INTO NATIONAL POLICIES, LEGISLATION AND PROGRAMMES

This outcome corresponds to programmes under several thematic areas in the EMPS II, most notably Land Use, Coastal Zones and Urbanization (Theme 2) and Biodiversity, Forestry and Agriculture (Theme 3). There have been considerable delays and few activities have been completed. It is therefore too early to assess contribution to results. UNDP’s intervention under this outcome is described in Table 16.

In general, the SLM Project is designed to be sustainable. The project works with existing organizations rather than introducing new ones. The design ensures that the right groups and agencies are involved in the project activities – including government departments, pertinent technicians and farmers. There is a clear aim to develop practices that are technologically and financially sustainable, and the central government will assure the recurrent budgets in this sector. Finally, other activities will help to revisit the agricultural extension service with a view to propose a service more in keeping with modern requirements⁴⁵. Other activities, which should be useful, include strengthening the existing forest fire prevention strategy; and capacity development through training on forest fire prevention,

sustainable forest management, risk assessments and soil conservation.

Thus far, the SLM project has supported a small number of workshops. These have helped raise general awareness, for example, on environmental economics. A range of technical studies are under way⁴⁶.

One questionable planned activity is the support to the preparation of a National Action Plan to implement the UNCCD in Seychelles and to develop an Investment Plan. Seychelles is a small country that already has the EMPS, an Agricultural Development Strategy (2007-2011) and a Food Security Strategy (2008-2011). There is neither the need nor the space for additional plans. The process of developing plans can create a burden on limited national human resources and they are unlikely to lead to sustainable products.

4.1.6 OUTCOME: INTEGRATING THE USE OF RENEWABLE ENERGY TECHNOLOGIES INTO NATIONAL PROGRAMMES

This outcome responds mostly to the Energy and Transport Theme under EMPS II. Under this outcome, UNDP intended to support this theme by assisting the development of renewable energy. This made sense given the country’s dependence on imports and on fossil fuels. However, during the period under review, the UNDP programme did not really take off. There is currently one soft pipeline initiative (the ‘Climate Change Technology Transfer’ proposal to GEF for \$1.01 million). There has also been

Table 16. Interventions under the outcome ‘Sustainable land management concepts integrated into national policies, legislation and programmes’.

Intervention	Source	Amount	Start	End
Capacity Development and Mainstreaming of Sustainable Land Management in Seychelles via the National Action Plan (The SLM Project)	GEF	500,000	2008	2010

⁴⁵ Source: Sectoral stakeholders.

⁴⁶ Source: UNDP/GEF monitoring reports.

little change in the overall situation with regard to renewable energy use⁴⁷.

UNDP did assist the Government in preparing several proposals for funding. For example, pilot technologies tested through the SNC Project were considered of high potential, and follow-up project proposals were developed. Until now the funding has not been secured yet. The SNC Project also helped model future energy scenarios and needs.

Following the major currency devaluation in late 2008 and the subsequent economic shock, the need for reform in the energy sector became clearer and more urgent. UNDP was able to respond in a timely manner to a specific request from the Government to assist development of a new national energy policy. Working closely with the newly created Energy Commission, UNDP assembled and financed a highly experienced international team to review the status and develop an energy policy through a participatory process. This initiative is highly promising⁴⁸.

To summarize, Seychelles needs to make progress in sustainable energy. However, despite some general high level 'thinking' about sustainable energy issues, and some reform of tariffs in order to cover recurrent costs, the energy sector is still highly protected and subsidized. Partly as a result of this, there has been little attention to 'sustainability'. UNDP has not been able to bring about changes in this sector. It is probably fair to say that UNDP cannot be expected to be active in every domain.

4.1.7 GENERAL CONTRIBUTIONS UNDER THIS PRACTICE AREA

UNDP, as can be seen from the previous sections, has managed to establish a very large environmental programme in Seychelles, which has the highest GEF support per capita of any

country. This is a testament to what is probably UNDP's main achievement in this practice area – the mobilization of significant international financial resources. UNDP also played a key role in matching the criteria and needs of the GEF and the conventions to the priorities and needs and the criteria in Seychelles. However, UNDP has not been able to achieve the aims set out in the two country programmes. This mostly reflects the over-ambitious nature of the programmes rather than a lack of achievement. Delays caused by factors beyond UNDP's control also contributed.

Although it is still early to make an assessment, UNDP has contributed to enhancing technical capacities at the individual level, through the project formulation processes and through initiatives already implemented. Many individuals have benefited from training, exposure to new tools and on-the-job learning with international experts. In addition, consultancies, workshops and analyses have transferred many new ideas and much new knowledge to Seychelles. Overall, ongoing projects and activities are providing knowledge, policy and technical support⁴⁹. However, the evaluation team found little evidence that these had been complemented with significant advocacy.

On the negative side, some governmental and non-governmental stakeholders felt that UNDP interventions focus too much on workshops, consultancies and reports, and do not provide enough support to stakeholders dealing with actual on-the-ground threats to the environment, especially to biodiversity, where small investments can make a big difference. Finally, it is noted that many of the more established NGOs have invested a lot of energy and time in supporting and developing GEF projects. Although they benefit from the experience and in many cases, from the project directly, it is not clear this is the best use of their time.

⁴⁷ Source: Stakeholder interviews, draft energy policy.

⁴⁸ The preparation of the revised policy is still in its initial phases.

⁴⁹ Sources: Governmental and non-governmental interviews, project documentation.

Management of the Environmental Programme

One major innovative initiative taken by Government and UNDP has been the establishment of a single Project Coordination Unit (PCU) for all UNDP-implemented GEF projects. The PCU is a single project office managing all environmental projects. It provides a single entry point for the Government to support and to benefit from GEF projects. Hence, the Government and other stakeholders only have to deal with one group of people, one set of procedures, one set of reports. The Government's ability to digest and manage outputs is increased. Moreover, focusing all projects through one office increases efficiency and synergy among projects wherein inputs and outputs can be shared. It also facilitates monitoring and reporting. Finally, the PCU is greatly appreciated by the non-governmental community who feel it improves communication and access to information. This is thought to be the only example worldwide of such a coordinated approach and is probably a best practice.

The PCU is staffed by four⁵⁰ professional staff and three administrative/support staff. The DoE has positioned one of its technical staff inside the PCU as the national counterpart to the biodiversity projects. The PCU is located in the same building as the UNDP Seychelles office, outside the government offices.

General Decline in Environmental Management?

Many international, governmental and non-governmental stakeholders expressed the view that overall management capacity in the environment sector, particularly in government agencies and the DoE, has actually *declined* during the period under review. These opinions are validated by anecdotal evidence, for example: the great decrease in the number of DoE staff (almost 50 percent), the increased number of rapidly approved EIAs, and the increased level

of economic activities – both legal and illegal – inside protected areas.

It was beyond the resources of the evaluation team to validate this decline in capacity, although there is sufficient evidence to justify further assessment. It should also be noted that *the baseline was very high*. At the outset, compared to most other countries in which UNDP works, government and non-governmental capacity was high in this sector.

The evaluation team has identified several factors that could have contributed to such a decline. First, during the period under review, economic pressures and economic reform have meant that – at least for the short term – the country places increased priority on economic production. This is often detrimental to environmental management goals. Second, in recent years, a large-scale public sector reform has transformed all units inside the DoE. It has also led to a reduction in the total number of DoE personnel by almost 50 percent⁵¹, with cuts at all levels. This rationalization process can also lead to confusion and de-motivation, evidence of which was provided by several stakeholders. Thirdly, the recent creation of a new office of Special Advisor to the President covering environmental issues has created confusion. It is no longer clear where all responsibilities and decision-making powers lie.

To what extent have UNDP's efforts helped to reverse this decline? The vast majority of UNDP activities in this sector have been financed by the GEF. There are two important aspects of GEF support. First, the development and approval process is very lengthy, taking even one decade. Second, the GEF's first priority is to support international environmental goals, and as such, the criteria and procedures are determined outside the country – typically by the GEF and UNDP best practices, or by the concerned convention. A look at two UNDP/GEF projects illustrates how

⁵⁰ One of these was vacant during the evaluation.

⁵¹ The average reduction across all agencies was set at 12.5 percent.

these factors may have led to UNDP missing opportunities to reverse this decline, and possibly even contributing to the decline in certain cases.

One example of the former is the NCSA Project. NCSAs were made available by the GEF to all countries to do a self-assessment of capacity to implement the global environmental conventions, and therefore, to a lesser extent, of overall environmental management capacity. However, these are not nationally driven in the sense that the government (or the country) was not initially planning to do such an assessment and nor was any agency mandated to do so. As a result, the NCSA process, although very well implemented, did not sit clearly in the government administrations, and the NCSA product did not yield enough authority to be implemented. Also, the Government macro-agencies responsible for capacity development or public-sector reform did not have a leading role in the NCSA.

Perhaps as a result, although the NCSA took place prior to the major public sector restructuring, the NCSA team were not able to anticipate this restructuring. In turn, the NCSA was not able to deliver any projects useful to the restructuring process. Although the NCSA had a mandate to look at organizational and institutional capacity, its implementation failed to fully understand this wider institutional context.

A possible example of the latter is the biodiversity programme and the SGP. These have taken almost one decade to develop. Financially, they are important projects in Seychelles. Much of the biodiversity programme evolved from a nationally driven idea to strengthen protected-area management to an externally driven idea for a 'mainstreaming' project. Conceptually, the mainstreaming approach has much merit. However, there was no government unit responsible for 'mainstreaming'. This component of the programme was no longer aligned to a section or unit in the DoE. It did not fit into the existing

work plans or capacity development plans of the responsible government agencies. The project was not easily anchored, a factor exacerbated by the lengthy process.

Moreover, as the biodiversity projects were being developed, the SGP, UNDP and the GEF attempted to ensure a high involvement of NGOs. As a result, there was heightened expectation of significant financial resources for environmental NGOs. This expectation created a demand for new NGOs. This, in turn, tended to pull capacity away from government departments, with some government officers directly or indirectly involved in starting up NGOs. The cumulative result, over the lengthy formulation period, seems to be a considerable effort invested in forming NGOs to access resources – efforts that might have been better invested in the EMPS II⁵².

Finally, international projects, including those supported by UNDP, often need to hire government personnel to work on projects in both short-term and long-term capacity (this is a recognized need in Seychelles, given the small pool of experts). The fact that UNDP hires government staff indicates clearly that government personnel have capacity. It also suggests that projects are supporting actions consistent with government programmes. However, this approach leads to taking people out of government in order to develop their capacity and support them to do their work. This practice cannot be considered optimal, and it possibly undermines government capacity, creates tensions and causes some personnel to leave government service.

Notwithstanding the above weaknesses, and those captured in the previous sections, the UNDP programme in Seychelles has many positive achievements in the environmental protection and sustainable energy practice area.

⁵² Sources: Project documentation, interviews with governmental and non-governmental stakeholders, general observations.

4.2 GOVERNANCE

4.2.1 INTRODUCTION

Work under the Governance practice area includes support to democratic governance and human rights. For the purposes of this analysis, it also includes support to social development through civil society, and support to certain of the Government's human resource and capacity development initiatives.

Seychelles is a young democracy. In the period under review, the roles and responsibilities between the three arms of government, i.e. the executive, judiciary and legislature were going through a process of improvement and consolidation.

With regard to human rights, Seychelles had joined many international conventions and agreements, including the Convention on the Rights of the Child (1990), the International Conference on Population and Development (1994), the World Summit for Social Development (1995), and the Convention on the Elimination of all Forms of Discrimination Against Women (1992). Moreover, when developing plans and policies, the Government had focused attention on rights-based human development. Human rights were also discussed in relation to gender-based violence. Yet, this was not a theme in the government's plans and policies. Although the Constitution guarantees the protection of human rights, during the period under review several issues arose. This included the confrontation between peaceful demonstrators and riot police, and violence against opposition politicians by the police in October 2007. Opposition parties raised these issues, leading to a general agreement that human rights issues should be addressed more vigorously and a perception that the situation needed improvement⁵³.

With regard to development of social sectors, at the beginning of the period under review, the Government already had a comprehensive social

welfare system in place. It had been working since 1995 on a comprehensive strategy on social development in a participatory manner. Moreover, in Seychelles, there is a long history of government working with NGOs and the private sector to address social issues. At the policy level, the Government had responded to the 1995 World Summit for Social Development by appointing a high level Working Group for Social Development – comprising representatives from public and private sectors, churches and non-governmental organizations. A discussion paper entitled “Social Development Strategy for Seychelles Beyond 2000” was circulated in 1999 and a Social Development Conference was held as part of the associated sensitization campaign. These were part of a comprehensive process that resulted in the National Action Plan of Action for Social Development (NPASD) 2005-2015: “A People-Centred Vision of Development”.

There were also consistent efforts to improve the situation of the unemployed. For example, an Unemployment Relief Scheme and a Center for Skills Development were created under the Ministry of Social Affairs and Employment to assist youths and school leavers with employment, skills training and access to small business development.

The NPASD also addressed capacity development issues. Related activities included:

- reviewing and updating the National Manpower Plan;
- ensuring that the manpower situation in critical areas (medical, education, tourism, construction) is addressed in both the short and long run;
- improving the ability of organizations to plan manpower requirements beyond three years through appropriate training modules;
- ensuring greater efficiency in training efforts by 2010;

⁵³ See, for example, Rosalie, ‘Levels of Awareness and Understanding of Human Rights in Seychelles – Report of Baseline Study 2008’.

Table 17. CP outcomes and number of interventions in the Governance practice area

Governance practice area outcome	Number of UNDP interventions
Strengthening the Parliament	1
Strengthening human rights for citizens	2
Strengthening national capacity to develop human resources	2
Supporting civil society to support vulnerable populations	1
Strengthening the judiciary	1

- increasing the number of people completing tertiary education and advanced technical training.

UNDP CP 2003-2006 focused entirely on environmental and sustainable development issues. Governance was not a practice area. However, in 2005 UNDP developed a working partnership with the EU. The following year, the EU requested UNDP to implement the Capacity Building of State and Non State Actors project in Seychelles under the 9th European Development Fund (EDF). The 9th EDF included objectives related to governance, human resource development and human rights issues. It aimed to respond to many of the governance, social and human resources challenges outlined above.

As a result of this partnership, Governance, including human resource development and human rights, became a key practice area for UNDP the Seychelles. The CP 2007-2010 included two related objectives (see Table 11):

- Objective 1: Fostering an enabling environment for State actors and civil society empowerment in delivering services to achieve the MDGs
- Objective 2: Promoting human rights

Subsequently, during the implementation of CP 2007-2010, UNDP successfully mobilized resources from the UN Thematic Task Fund for Democratic Governance (DG-TTF), adding a new dimension to work in this practice area. Hence, the ADR team considered that the two objectives listed above do not fully encapsulate

the work done by UNDP in this practice area. Accordingly, the evaluation considered UNDP's work with regard to five outcomes. These outcomes and the number of associated UNDP interventions are listed in Table 17.

The following sections review the results achieved by UNDP under each of these five outcomes, through all seven interventions in this practice area. Each section below assesses the support provided by UNDP, the compatibility with government plans and policies, the sustainability of the support and the impact of the support in terms of strengthening relevant capacities.

4.2.2 OUTCOME: STRENGTHENING THE PARLIAMENT

A central issue to democratic governance is an optimum balance of power between the executive, legislature and judiciary, and it was recognized that all three required strengthening. Accordingly, UNDP developed an intervention to strengthen the Parliament (i.e. the National Assembly). UNDP's intervention under this outcome was the Capacity Building for Parliamentarians initiative (The Parliamentarians Project). Financed by the DG-TTF for \$170,000 and \$30,000 cost-sharing from Government, it started and ended in 2008.

Under the leadership of the Speaker, the Parliamentarians Project set out to strengthen the National Assembly Secretariat and thereby improve the functioning of the body. Specific targets included the strengthening of the Parliamentarians' ability to fulfil their mandate and improving the administrative procedures.

This also aimed to contribute towards improving public recognition and appreciation of the Parliament and the members.

The project provided a series of consultancies⁵⁴ to assess capacity needs and to undertake the identified training. Training covered subjects such as parliamentary development; restructuring of the assembly and logistical support facilities; design of an information-communication-technology system for the National Assembly, and; amendment to the Privileges and Immunities Act/development of Administration of Parliament Act.

The project also facilitated exchange visits for senior parliamentarians and secretariat staff to other national assemblies in the region. It also enabled the Speaker and two assembly members to attend the 54th Commonwealth Parliamentary Conference held in Malaysia.

Overall, these activities were designed and executed well. They directly contributed towards the outcome as well as to a well-articulated national need. The activities were implemented efficiently, as there was substantial impact with a relatively small financial contribution. For example, savings were made by sourcing and identifying a suitable mix of international and national experts to execute the project. The terms of reference appear to be well developed and the selection mechanism for consultants appears to be good. Finally, as the activities responded to needs identified by the secretariat and the Speaker, and as they were managed directly by the Speaker's office,⁵⁵ the support was fully institutionalized. Moreover, the activities do not add costs to the recurrent budget. Considering all this, the chances of sustainability are high.

Although it is still too early to assess the full impact, clearly, with relatively small funding, the results have to be considered very impressive. The reasons for this success seem to be short

Stakeholder Observations

One government stakeholder felt the support had contributed to a "revolution" in the National Assembly by providing critical support and addressing some real constraints.

formulation period; strong anchoring and direct response to national agency priorities; and the small and strategic nature of intervention.

This project also fits nicely into efforts by other development partners to strengthen the Parliament. These include workshops organized by the Commonwealth Secretariat for Members of the National Assembly on: the separation of powers; freedom of speech and the right of reply; keeping order and fostering decorum, and; standards and ethics for parliamentarians. Also, the Chinese government is financing the construction of a new National Assembly building in Victoria. In parallel to these complementary and mutually reinforcing activities, a notable improvement in the public's perception of the Parliament may be perceived. Given these diverse interventions, however, there were possibly opportunities for UNDP to play a leadership role by defining collaboration mechanisms among international partners. UNDP may have more visibly identified potential collaboration and synergies with other donors.

4.2.3 OUTCOME: STRENGTHENING HUMAN RIGHTS FOR CITIZENS

The Constitution provides an adequate framework for protecting human rights. In 1993, an Ombudsman was established, through the Constitution, mandated to protect human rights. However, at that time, there was very little awareness on human rights as understood from the international perspective.

More recently, human rights have been fundamental concepts in the social development plans and related policies, although generally

⁵⁴ National Assembly, 'End of year report, Capacity Building for Parliamentarians', December 2008.

⁵⁵ Head of the Secretariat.

human rights still focus on gender-based violence. The Government was, and still is, interested in human rights issues. For example, through the Gender and Population Unit of the Social Development Department, the Government was supporting workshops and providing information to the police on gender-based-violence. The Government also commissioned Judge Riley⁵⁶ to prepare the so-called “Riley Report”, which is widely referred to as a milestone in human rights issues. Furthermore, the Government declared 2008 as the “Year of the Constitution”. Through this, the population was sensitized as to the significance and understanding of the Constitution, including human rights. In addition to governmental actions, there have been several areas where civil society and NGOs have been involved in addressing weaknesses in this area.

International partners have supported issues related to the application of international and regional human rights-related conventions and agreements. The international community has also supported the police force and the criminal justice system, the management of the prisoners and prison administration. For example, the Irish Government has an ongoing programme of support to police training, and the Commonwealth Secretariat is supporting a series of human rights workshops.

Under this outcome, UNDP has supported two interventions (see Table 18).

UNDP’s first involvement was in 2005 to mobilize resources to the Citizenship Dialogue Project from the DG-TTF. This project aimed to channel funds through the Centre for Rights and Development (CEFRAD). An NGO already active in the field, CEFRAD had elaborated training material on human rights⁵⁸ (see Box).

Box 2. The Citizens Dialogue Project

The overall objective of this project was to support CEFRAD in its 2005-2006 work plan and the follow-up to the “Workshop on Human Rights and Good Governance for Indian Ocean Region” (Mauritius, September 2003), and specifically to organize the following:

- A Citizenship Week to launch the project and activities in Seychelles;
- An exhibition on human rights and peace during the Citizenship Week;
- Preparation of a national survey on the perception and understanding of human right issues, a series of public seminars and workshops to reflect and deliberate on a number of democracy and human rights and economic governance issues of general interest. The survey will also be launched as part of the activities of the Citizenship Week;
- Preparation of a Citizenship Education Manual;
- Development of a strategy and action plan and elaboration of national mechanisms necessary to promote human rights as a concept among civil society in Seychelles.

Table 18. UNDP-supported interventions under the outcome ‘Strengthening human rights for citizens’

Title	Source	Amount	Start	End
Citizenship Dialogue on Human Rights in Seychelles (the Citizens Dialogue Project)	DGTTF	US\$ 125,000	2005	2006
Strengthen Capacity of Police/Prison Officers in Respecting and Adopting Human Rights Practices and Sensitizing Judiciary, Media and Civil Society on Gender and Human Rights Issues (the EDF Human Rights Project) ⁵⁷	EU	€227,078	2006	2009

⁵⁶ This was commissioned following the aforementioned violence against opposition politicians and the subsequent international outcry.

⁵⁷ Component 4 of the EU/9th EDF ‘National Capacity Building Programme for State and Non State Actors’.

⁵⁸ CEFRAD, ‘An Introduction to Human Rights’.

The DG-TTF projects have to be formulated, approved and implemented within one year. Largely due to CEFRAD's limited implementation capacity⁵⁹, the project's time ended well before activities were completed, and the project was terminated. There was little impact.

A second human rights initiative followed. Late in the formulation process of the EU-funded 9th EDF, funds remained available, and all involved⁶⁰ agreed that human rights was an important issue in Seychelles. Accordingly, a component on human rights was "added on" to 9th EDF. Initially, this component started somewhat slowly, but, following a formulation study⁶¹ the project was implemented very rapidly. The objective of the study was to capture the population's perceptions on human rights issues in order to identify gaps and lay the groundwork for awareness training.

After the recruitment of a project coordinator (2008), a number of activities took place. A consultant was engaged to develop training material. This resulted in three impressive volumes: A Trainers Guide on Human Rights for the Police and Training Institutions offering courses for the Promotion and Protection of Human Rights, Volume 1, Basic Facts, Volume 2 and Human Rights Instruments, Volume 3 (all published in 2009).

Also, the project developed material and conducted a training of trainers workshop. It subsequently supported the trainers to conduct a large number of workshops for a wide array of government officials, such as the National Council for the Disabled, social workers/probation officers/family tribunal, district councils, head teachers/PSE teachers and other public service officers. The training also covered non-governmental organizations and civil society, including the media, community centres, members of the general public and NGOs working with the

disabled. These latter included the School for the Exceptional Child; Seychelles Disabled People Organization, Parents of Disabled, Union of the Blind, Association of People with Hearing Impairment, Faith & Hope, Sports Association of the Disabled, Members of the National Council for the Disabled; Parents with Hope.

Furthermore, UNDP initiated contacts with OHCHR, which contributed to very valuable workshops for high-level individuals in the judiciary system. In addition to raising awareness on human rights, this has also increased UNDP's visibility in the country. The project also supported training for the police. Substantial efforts were made to train inspectors in the Police Academy and officers in the police force. The project supported the academy to train cadet officers. An additional two-week course was implemented at the Policy Academy with the participation of police officers and others.

Senior police officials expressed appreciation for the training, although it was regretted that most of those trained had since left their position in the academy or the force due to the restructuring. Moreover, it was recognized that the multi-stakeholder workshops supported by UNDP provided the police with opportunities to interact naturally with non-law enforcement stakeholders from the public. This assisted the police force to be seen more as 'community' police. Due to the restructuring process, the anticipated inclusion of human rights in the curricula had not taken place yet.

These activities made significant contributions towards the outcome. Following initial delays, they were implemented efficiently, and at competitive costs. Overall, training was developed with sensitivity and knowledge of the subject, as well as creativity and imagination to attract people. It appears to have been very well received and appreciated.

⁵⁹ Source: UNDP.

⁶⁰ i.e. the EU, UNDP and the Government.

⁶¹ Rosalie, Michael, 'Levels of Awareness and Understanding of Human Rights in Seychelles – Report of Baseline Study', July 2008.

Although the impacts are likely to remain, *sustainability* could be improved in some areas. For example, a closer collaboration with the Gender and Population Unit of the Ministry of Social Development, and the integration of human rights into the Irish Government's training of the Police Force would have helped institutionalize the support. Other challenges to sustainability include the fact that the Police Academy has lost most of the instructors trained (only one remains) and several police officers trained have also been changed. Finally, human rights have not yet been integrated into the training curricula in the Police Academy, although this is planned.

Through catalytic and well-planned interventions, UNDP has contributed to making human rights issues visible and more recognized as legitimate concerns by stakeholders, including the Government. The high-level workshops conducted for the judiciary provided greater visibility and credibility to the subject. The efforts to apply and improve the understanding of international and regional conventions are a clear comparative advantage of UNDP.

A separate initiative of the UNDP was to assist OHCHR to formulate and implement a small number of strategic grants. These projects illustrate that small (less than \$5,000) strategic interventions can make a sizeable impact. The projects supported are:

- Lardwaz Seychelles Writers Association to promote human rights through culturally relevant resources for children;
- The National Council for Children in Empowering Young People for the Promotion of Human Rights. This aims to prepare young people to live in a democratic society that is committed to social justice and equality, and to equip young people with knowledge and understanding to participate in debates on the Constitution;
- The Association of Concerned Citizens of Seychelles to improve awareness of the Constitution.

4.2.4 OUTCOME: STRENGTHENING NATIONAL CAPACITY TO DEVELOP HUMAN RESOURCES

It is a stated priority of the Government to improve the availability and quality of higher level education in Seychelles. Several national organizations are involved in this endeavour, including the National Human Resource Development Council (NHRDC), the Seychelles Qualification Authority (SQA) and the Seychelles Institute of Management (SIM).

The NHRDC plays an important role in assessing future supply and demand for both skilled and un-skilled labour and making projections with different growth scenarios. This underpins government policies and decisions on manpower development. This also feeds into advice on how to fill gaps in the labour market.

The SQA has the mandate to translate Seychellois educational certificates and degrees into an international context and vice versa (i.e. translating certificates and degrees from other countries into the Seychellois context). The SQA's strategy thus has been to align itself with the SADC qualification standards through cooperation with its South African equivalent – the South African Qualification Authority (SAQA).

The SIM provides high-level training. The small population means there is a limited range of courses available in higher learning institutions is limited in Seychelles. This constrains capacity and human resource development. The past approach to addressing this was to provide scholarships for Seychellois students to go to study overseas. This is very costly⁶². The SIM aims to fill some of the gaps.

⁶² Seychelles also receives scholarships from other countries to train their youth.

Table 19. UNDP-supported interventions under the outcome ‘Strengthening national capacity to develop human resources’

Title	Source	Amount	Start	End
Capacity of the Human Resources Division of the Ministry of Education and Youth (MEY), Enhanced Policy Formulation and Implementation of a Human Resources Action Plan (HRAP), National Qualifications Framework developed and National Qualifications Authority Accrediting Locally Designed courses (Support to SQA and NHRDC Project) ⁶³ .	EU	€276,866	2006	2009
SIM offering a Degree Programme and an Executive Development Programme (Support to SIM Project) ⁶⁴ .				

Under this outcome, with finance from the EU, UNDP has provided support to these three key organizations (see Table 19).

UNDP had the objectives of supporting the SQA by strengthening its qualification assessment; supporting the NHRDC to assess future needs for human resource development, and; providing support to the SIM to provide high-level management training. The main achievements were:

- The SIM’s capacity to provide management training was developed. Those who seek higher level training in this area now have access to such training in Seychelles, as an alternative to education overseas or distance learning. UNDP facilitated support by providing technical advice and procuring of essential equipment;
- The SQA was helped in developing a National Qualification Framework that will be compatible with the SADC Qualification Framework (under development). The Qualification Framework so far has been developed for pre-university education. UNDP also facilitated by providing technical advice and seeking appropriate consultants. The support also supported an overseas attachment to South Africa;
- The NHRDC human resource development techniques and capacities were strengthened.

UNDP support attempted to assist the NHRDC to operationalize the Government’s Strategy 2017 and the National Human Resource Development Policy of 2005 by developing a Human Resources Action Plan (HRAP). However, after facing delays, this component was modified to focus on creating awareness of the need for human resource assessment and planning among officers in the sector ministries, as well as capacity development of NHRDC staff to apply different human resource forecasting techniques. The UNDP also provided access to online training for NHRDC staff. This support helped the NHRDC build capacity, which was subsequently used in preparing the HRAP.

These interventions contributed directly to the outcome and therefore to national priorities. Implementation was relatively efficient, as the support was provided to existing institutions to improve their capacities and by supporting ongoing activities. Overall impact has been satisfactory.

The impact of the support to the SIM and the SQA is generally sustainable. However, the soon-to-be-opened University of Seychelles may have negative implications on students at the SIM as an alternative – and competing – source of higher education.

⁶³ Component 1 of EU/9th EDF ‘National Capacity Building Programme for State and Non State Actors’.

⁶⁴ Component 2 of EU/9th EDF ‘National Capacity Building Programme for State and Non State Actors’.

Box 3. Linking capacity development across practice areas

The GEF-funded projects included large-scale capacity development of public sector agencies, such as the DoE, the Ministry of Agriculture and the SFA. The EU-funded 9th EDF also included capacity development, for example of the Police Academy and the National Council for Human Resource Development. However, in each case, UNDP support was provided within the specific sector agency, e.g., within the DoE. UNDP could have taken a more holistic approach to capacity development, linking capacity development across all its projects and, when possible, aligning it to public sector reform processes. This latter may have been achieved by linking to government agencies responsible for capacity development and, later, public sector reform. This is even more of a missed opportunity because UNDP was working with those same agencies on other projects.

Such a strategic collaboration would also have helped UNDP to find an entry point into the public sector reform process. Progressively, all UNDP-supported capacity development could have been harmonized with the reform processes, and training could have been optimized within the reform process. This may also have reduced the danger of UNDP-trained officers being relocated to new positions.

Unfortunately, the related issues of coordination across UNDP projects and aligning to public sector reform were not considered during project formulation processes. Moreover, UNDP CO did not have access to expertise on capacity development or public sector reform. Probably for these reasons, it was not possible to build the concerned linkages.

The only significant limitation was with respect to the NHRDC, particularly in relation to the potential contribution the support could have had if it had been optimally developed by UNDP and the Government. Through this component, UNDP could have positioned itself strategically with the NHRDC, the Ministry of Administration and the Vice President's Office to help coordinate and strengthen capacity development (see Box 3) under all UNDP projects. Further, this strategic entry point could have been utilized to align UNDP support to the Government's overall efforts to reform the public sector.

4.2.5 OUTCOME: SUPPORTING CIVIL SOCIETY TO SUPPORT VULNERABLE POPULATIONS

Seychelles is unique within the SADC as it has a strong welfare system in place. The population enjoys free education and free health services. The Ministry of Health and Social Development (MHSD) channels support to the most vulnerable population, i.e., the orphans, the blind, the disabled, HIV/AIDS infected persons etc. These funds have been channelled through civil society

for some time, e.g., through associations such as the Faith and Hope Association (FAHA), Association of the Blind. More recently, the Social Welfare Agency was established to support the unemployed. These organizations and this existing structure could probably benefit from capacity development to provide services more efficiently and with higher productivity. Also, these services may be subject to review as part of the ongoing Economic Reform Programme, which sets out to privatize certain services. Hence, the continued and strengthened involvement of civil society and NGOs in socioeconomic development is important, particularly in areas such as reproductive health, human rights, and HIV/AIDS.

In Seychelles, the non-governmental⁶⁵ sector is composed of a wide variety of organizations: private sector, (i.e., private companies/enterprises); cooperatives; associations; so-called Quasi Non-Governmental Organizations (QUANGOs); Government-Organized (or Controlled) Non-Governmental Organization (GONGOs), and informally organized groups. There are also many independent non-governmental organizations fitting standard international definitions of

⁶⁵ The term 'Non Government Organization' or NGO is used somewhat interchangeably with the term 'Non State Actors' or NSA.

NGOs. The Liaison Unit of Non-Governmental Organizations of Seychelles (LUNGOS) is an umbrella organization for the coordination of all NGOs. In early 2000s, LUNGOS requested support from the EU to strengthen their overall capacity, notably in delivering services to NGOs in the country.

Under this outcome, with finance from EU, UNDP supported an initiative to strengthen non-state actors' capacity for improving service delivery to achieve MDGs⁶⁶. The €77,056 project, which started in 2006, is scheduled to end in 2009. This objective was to improve the capacity of civil society to support vulnerable populations.

As mentioned-above, Seychelles had a mechanism⁶⁷ for channelling funds through NGOs to vulnerable persons. However, during formulation of this new project, no assessment was made of the existing mechanisms and the project set out to strengthen NGOs delivery capacity through a parallel structure, LUNGOS. There was no specification of the comparative advantages of the two mechanisms, and therefore an opportunity to build complementarity was missed. To the extent that this project was set up to strengthen a mechanism paralleling a functioning one, there is a risk of duplication. The approach of strengthening delivery through non-governmental organizations seems more appropriate to other SADC countries where there is no existing governmental mechanism for channelling support to NGOs to address vulnerable populations. It should be mentioned that LUNGOS has a MOU on specific modalities with the Government signed in 2008.

As the project got under way, it also faced significant delays. This was largely due to the limited capacity of LUNGOS. To some extent, project activities were refocused on strengthening

LUNGOS, rather than using the organization to strengthen civil society. This refocusing is aligned to recommendations in the EU/EDF mid-term review (although there is no formal documentation of a related decision; and no formal modification of the log-frame). Due to these delays, many activities are unlikely to be completed by the end of the project⁶⁸.

Planned future activities include:

- further strengthening of LUNGOS in such areas as developing its internal capacity to provide training to NGOs, management skills, to access to distance learning, and increasing its level of computerization;
- supporting legislative matters;
- developing a strategy for LUNGOS;
- strengthening NGOs in the fields of computer management, project management and accounting;
- channelling a small amount of funds through LUNGOS for the benefit of selected NGOs.

The project has contributed to strengthening LUNGOS. The organization is considerably stronger than it was at project outset. However, as will always be the case with umbrella organizations, many NGO do not see the need for LUNGOS and some stakeholders perceive it to be too close to the Government to be credible.

Effectiveness is somewhat low, as it is not clear what the rationale and justification are for working with what appears to be a parallel mechanism in a small country as Seychelles. This modality appears to have been adopted without prior assessment of the existing governmental structures and mechanisms, existing plans and policies and the concerns of NGOs already involved. It would have been more effective to

⁶⁶ Component 3 of EU/9th EDF 'National Capacity Building Programme for State and Non State Actors'.

⁶⁷ LUNGOS was referred to an actor among many others in the existing government plans and policies, but no modalities for LUNGOS involvement were defined.

⁶⁸ Source: LUNGOS. It should be noted that the work plan has now been revised, and a higher degree of completion is expected.

start with an assessment of the strengths and weaknesses of the existing mechanism, assess opportunities to strengthen it, and at the same time determine what could be best achieved by providing complementary support to NGOs through LUNGOS. Also, there is some doubt as to the exact objective of this component: is it strengthening civil society, LUNGOS, or civil society capacity to deliver social services?

So far, most support has been targeted at strengthening LUNGOS. There has been less in terms of strengthening all NGOs, and even less in providing services to the vulnerable and disadvantaged people.

Efficiency has also been quite low. The component has had significant delays and it is unlikely that all the planned activities will be implemented⁶⁹. As a result, impact will be limited. Finally, sustainability is doubtful, due to dependency on external, and, to a certain extent, Government funding.

4.2.6 OUTCOME: STRENGTHENING THE JUDICIARY SYSTEM

The judiciary is independent and is subject only to the Constitution and other laws of Seychelles. It is one of the pillars of a democracy and Government, and its efficient functioning is critical to ensure that the rights of the citizens are upheld. Seychelles has a mixed legal system that evolved from its colonial past. The civil law is French and derived from the Napoleonic Code, while the criminal law is based on English Common Law. They have both evolved and adapted to the national jurisdiction. As a young democracy, the country is finding its way towards efficient and well functioning systems.

The judiciary's three-tier court consists of the Court of Appeal at the apex, followed by the Supreme Court, the Magistrate Court and other subordinate courts and tribunals such as the Juvenile Court and the Rent Board. The President of Seychelles appoints the Chief Justice, President

of the Court of Appeal, Justices of Appeal and Puisen Judges from candidates proposed by the Constitutional Appointments Authority.

The Master and Registrar of the judiciary is responsible for the smooth and efficient functioning of the Supreme Court and is therefore a crucial link in the system. The Master & Registrar has recognized the need to improve the judiciary's working procedures, and thereby its image and credibility in the public eye.

In response to the request from the government, UNDP supported the project on "Enhancing the Rule of Law in Seychelles through Strengthening of Monitoring and Oversight Capacity of the Judiciary" (The Judiciary Project). With a funding of \$275,000, the project started in 2009 and is expected to be completed in 2010.

This intervention has only just started. It is designed to bolster democratic governance and the rule of law in Seychelles by strengthening the capacity of the judicial system. Particularly, it aims to increase efficiency, transparency and integrity in the system, and thus enhance accountability within the justice administration by supporting the development and promotion of efficient and fair trials in compliance with international norms and standards of criminal justice. The project aims to improve the overall administration of justice through capacity building for judges, prosecutors and court staff, and through the establishment of monitoring and evaluation mechanisms.

Effectiveness appears strong, as the project is designed to directly contribute to the desired outcome. It also appears to be efficient: based on the rapidity of the project formulation by UNDP and Master and Registrar, and on the very rapid approval process. The project is also designed to be sustainable: it is to be fully institutionalized in the judiciary and specifically in the Master and Registrar. Financial sustainability should be high, as it aims to improve productivity and efficiency.

⁶⁹ It is, however, expected that most of the revised work plan will be executed.

4.3 DISASTER RESPONSE AND PREPAREDNESS

4.3.1 INTRODUCTION

During the 1990s, disaster management had been treated as a low-profile sectoral issue in Seychelles. Following El Nino-related floods in 1997, an inter-sectoral National Disaster Committee (NDC) was established and a preliminary National Disaster Response Plan was drafted. In 1997, following floods, UNDP provided support to mitigate land degradation in sensitive areas.

In the early 2000s, Seychelles was hit by some small-scale disasters, which had a significant impact on the concerned local communities. This included major floods on Praslin Island in 2002, as a consequence of a cloud burst, and six days of continuous rain in December 2004, that caused damage in several islands. Both events were followed by assessments with the support of UN teams (UNDP/OCHA in 2002 and UNEP in 2004). Notably, the 2002 UNDP/OCHA report recommended the establishment of a dedicated Secretariat to act as the NDC implementing agency. This Secretariat was established in mid-2004, under the Office of the President⁷⁰.

The 2004 UNEP mission produced a strategy document that intended to catalyse the development of a National Strategy for Risk and Disaster Management. However, even in 2004, the disaster-response network was considered largely ‘theoretical’. Many gaps were observed in the national warning and preparedness system⁷¹.

In December 2004, Seychelles was hit by the Asian Tsunami, which caused significant

structural damage. It also over-stretched the nation’s capacity to respond. Through the Tsunami Flash Appeal, Seychelles requested \$8.9 million in emergency relief funds, and the international community pledged over \$8 million. UNDP was asked to coordinate the mobilization and use of the funds. Moreover, UNDP directly implemented many activities.

In line with UNDP global practice, UNDP support to the Disaster Response and Preparedness practice area included two outcomes. Table 20 lists the number of interventions supported under each, and the following sections assess the development results for each outcome.

4.3.2 OUTCOME: BUILDING PREVENTATIVE CAPACITY

The Tsunami clearly revealed Seychelles’ vulnerability to natural disasters and its lack of capacity to manage them. As a result, with the Tsunami Flash Appeal funds, UNDP supported the intervention “Development of a Comprehensive Early Warning and Disaster Management System in Seychelles and Capacity building for Disaster Risk Reduction.” With a funding of \$633,000, the project started in 2006 and is ending in 2009.

Through this project, UNDP supported the NDC Secretariat to conduct risk and capacity assessments; to develop a disaster management policy and strategy and legal framework; to integrate standards for disaster risk reduction into national development planning; to develop sectoral preparedness/contingency plans, and; to develop an early-warning system.

Table 20. CP outcomes and number of interventions in the Disaster Response and Preparedness practice area

Outcome	Number of UNDP interventions
Building Preventative Capacity	1
Responding to Crises	3

⁷⁰ Source: Government officials.

⁷¹ Source: Government stakeholders and UNDP documents.

As Seychelles' vulnerability to natural disasters is likely to increase with climate change, it needs to build domestic capacity to prevent and manage them. As the main international partner in this area, UNDP played a key role in developing capacity. UNDP support was highly effective as it contributed to the development of a national agency in addressing a national priority. The support was also reasonably efficient. There were some small administrative delays in the start-up and minor interruptions with certain training events (for example, not all trainers were considered optimal). Overall, the support programme achieved all its objectives.

By 2009, Seychelles has enhanced capacity to prevent, to prepare for and to manage disasters. It has a greatly strengthened Department of Risk and Disaster Management (DRDM)⁷², an effective internal communications network, contingency plans at sectoral and district level, and guidelines for district and sectoral partners. There is a cadre of trained individuals at key points across the country. In general, should there be a disaster or the threat of a disaster concerned individuals/departments know their responsibilities, and have the information and networks to react. The secretariat located in the Vice President's office is also linked to the Early Warning and Disaster Management System and to the Indian Ocean Tsunami multi-hazard system. Although it is not possible to measure the specific attribution to UNDP, it is clear that the organization's support has made an important difference.

Sustainability was central to UNDP support in this sector. The support was provided directly to the mandated government department, the DRDM. By the end of the project, the DRDM had an increased and secure budget and a greatly increased staffing level (growing from two personnel in 2004 to 12 in 2007). Targeted

support to a government agency on a specific priority issue has been well utilized and made a catalytic impact.

4.3.3 OUTCOME: RESPONDING TO CRISES

Extreme tidal movement during Tsunami caused severe flooding and considerable damage to infrastructure, such as bridges and roads, as well as to the fishing port, jetties, hotels, public utilities, houses, water and sanitation on coastal areas on Mahe and Praslin Islands. La Digue and Cerf Islands were affected to a lesser extent. Rescue efforts limited the loss of human life to two.

The Government and other national agencies reacted by providing temporary assistance to those most affected and carrying out minor repair works to render essential public infrastructure temporarily operational. However, given the scale of the damage, additional resources were needed from the international community and Seychelles was included in the consolidated, international Tsunami Flash Appeal launched by OCHA, with a request for USD 8.9 million. The NDC Secretariat was fully involved in this appeal.

UNDP took the lead in coordinating the response. Over 35 organizations (governmental, intergovernmental, private-sector and non-governmental) responded to the Flash Appeal with donations in funds, equipment or kind. The total donations and pledges amounted to over \$12.5 million. Generally, most donors contributed funds or equipment directly to the Seychelles government or to Seychellois stakeholder organizations. However, some of the donors contributed through UNDP, in the form of bilateral and multilateral governmental and private-sector contributions. Accordingly, UNDP implemented projects to the value of over \$6.17 million⁷³ – including some of UNDP's own funds. The organization was directly

⁷² The successor to the Secretariat, now housed in the Vice-President's Office.

⁷³ This figure includes the \$633,000 for the project "*Development of a Comprehensive Early Warning and Disaster Management System in Seychelles and Capacity building for Disaster Risk Reduction*" described in Section 4.3.2. There are, however, inconsistencies between this official overall figure and the aggregate of the individual figures for each project.

involved in the implementation of approximately half of the funds and in the coordination of many of the donors.

This support enabled UNDP to implement three follow-up interventions (Table 21).

Through these projects, UNDP focused on the following areas:

- Damage assessment and preparation of technical specifications for repairs;
- Reconstruction of infrastructure facilities at Anse Royale Secondary School and replacement of damaged office furniture – working through the Ministry of Education (MOE);
- Provision of construction materials to repair damaged houses and technical assistance to protect vulnerable dwellings from future damages caused by natural phenomena – working also through the Ministry of Local Government, Youth and Sports;
- Replacement of damaged water and sewerage pipes and customized electrical equipment for five tsunami-damaged electricity sub-stations – working through the Public Utilities Corporation (PUC);
- Repair and reconstruction of two bridges at Cascade and Roche Caiman, a causeway with a bridge to link the two housing estates at Roche Caiman and approximately 30 km of coastal roads on Mahe and Praslin Islands – working through the Land Transport

Division of the Department of Tourism and Transport.

In each case, the concerned government agency or parastatal oversaw the preparation of technical specifications, terms of reference and bidding documents. Where necessary, UNDP provided technical support through consultants. UNDP was also responsible for the international and national procurement of the needed equipment. For example, in the case of the electricity sub-stations, the PUC was able to quickly make repairs using spares parts in its existing inventory. The UNDP support ensured the spare parts in the inventory were replaced at a later date. In the case of road reconstruction, the government agency input was critical, notably in the provision of heavy plant machinery. It is noted that there were important delays on this segment, at least in part due to the sometimes unavailability of the government machinery.

Overall, UNDP support, although mostly administrative, was timely, focused and in direct response to clear needs. UNDP was present and able to make a difference at a critical moment. It is noteworthy that some international partners were unable to play such a role. For example, some partners (e.g., the EU) had no ongoing programme or representative in Seychelles and could not channel funds for operational reasons. Other partners, notably the World Bank, were unable to execute activities in the country at the time.

Table 21. UNDP-supported interventions under the outcome ‘Strengthening national capacity to develop human resources’

Title	Amount US\$	Start	End
Estimates and Assessment of damage, and Establishment of Preliminary Mechanisms and Preparation of Technical specifications	50,000	2005	2005
Reconstruction of dwellings	311,000	2006	2008
Reconstruction of Bridges at Roche Caiman and Cascade and Rehabilitation of 30km of Coastal Roads on Mahe and Praslin Island (Rebuilding bridges and roads project).	3,970,025	2006	2008

CROSS-CUTTING ISSUES

5.1 CAPACITY DEVELOPMENT

Capacity development is ultimately about enabling individuals and organizations to do the tasks they are doing, or are supposed to be doing, better. All capacity development needs to be based on a logical capacity assessment: defining the issue or subject area; identifying which institutions/individuals are responsible⁷⁴ for the issue; assessing the current capacity of the responsible institution(s)/individual(s) to perform the necessary functions; and defining the needed capacity.

BACKGROUND AND CONTEXT TO CAPACITY DEVELOPMENT IN SEYCHELLES

During the period under review, no single document outlined the national approach to capacity development. However, the Government's approach can be understood from many policy and planning documents, including:

- Strategy 2017;
- EMPS II, the NPASD and other sector plans;
- National Human Resources Development Policy⁷⁵ (2005) and other policies.

In the environment sector, with support from UNDP, the government undertook a national capacity self-assessment, which led to an action plan for developing capacity, focusing on capacity to meet commitments to global environmental conventions.

The above documents should guide the interventions of international partners. In addition, several government institutions have a clear mandate on capacity development, notably:

- The Vice President's Office: responsible for the public sector reform and restructuring;
- The Department of Public Administration;
- The Ministry of Social Affairs and Manpower Development;
- The NHRDC;
- The Human Resources Unit or equivalent of each sector ministry.

Throughout the period under review, Seychelles faced a growing fiscal crisis. As a result, there was pressure, both internal and external, for public-sector reform. With the initiation of the Macro Economic Reform Programme in 2003, the pressure to reduce government expenditure and to reform the public sector grew. Small measures started taking place from the early 2000s, and, given the excessive levels of government spending, major reform was inevitable. The IMF started more thorough analyses in 2007. Recently, the government reached an agreement with the IMF and World Bank on the need for various macro-economic as well as associated public-sector reforms⁷⁶. By driving public-sector reform, these agreements will also help determine capacity needs and the approach to developing it in the coming years.

⁷⁴ Including both governmental and non-governmental, and formal and informal.

⁷⁵ Developed by the NHRDC with support from the Commonwealth Secretariat.

⁷⁶ International Monetary Fund, IMF Country Report No. 09/208: Seychelles: Second Review Under the Stand-By Arrangement, Request for Waivers of Nonobservance of Performance Criteria, and Financing Assurance Review – Staff Report; Press Release on the Executive Board Discussion; and Statement by the Executive Director for Seychelles, July 2009; IMF: Pokar Khemani, Katja Funke, Goesta Ljungman and Mark Silins: 'A strategy for Strengthening Budget Management Seychelles', Draft Report, July 2008.

UNDP APPROACH TO CAPACITY ASSESSMENT IN SEYCHELLES

The majority – although not all – of UNDP interventions have a significant focus on capacity development⁷⁷. As mentioned above, the first step should be a capacity assessment. For almost all interventions, the need for this assessment was identified at the design stage in the UNDP project documents. This applies both at the levels of the overall project and of key individual activities.

In the Environmental Protection practice area, for a number of interventions, the approach to capacity assessment was not sufficiently thorough, both in the design and in the implementation. The approach should have been to systematically assess the institutions responsible and identify their capacity needs to perform functions. However, in many cases, an alternative and less appropriate entry point was used. In this, the approach was often to first identify a substantive issue on which national expertise was lacking, and then design and provide training accordingly. This approach cannot ensure that the *appropriate* individuals/institutions will receive the training. Moreover, it does not attempt to embed training directly into the beneficiary institutions' own work plan or its own capacity development plan. As a result, there is a danger that the capacity development may not be institutionalized.

To quote one typical example, one project document cites: “*Training and support will be given to the stakeholders on the Project Steering Committee and the steering committees for each project component – the training will cover the integration of biodiversity into production sectors and management effectiveness for oversight committees*”. This implies *general* training on how to integrate biodiversity into production sectors. However, ‘integrating biodiversity into production sectors’ is a specialist issue that requires

specialist interventions and training; it cannot be addressed by general training or by raising awareness. This quote also implies that the training contents have been determined prior to a proper analysis of the beneficiary responsibilities and needs.

Under another project, training on ‘environmental economics toolkit’ was provided, but there was no assessment of the institutions and needs for environmental economics in Seychelles. Again, this is training on a specialist issue that was provided in a general manner, and consequently is more akin to awareness raising⁷⁸.

In both the above cases, the correct approach would have been to identify the institutions/individuals responsible for the issue in the country, assess their needs, and design the interventions to sufficiently address the needs. This would cover both governmental and non-governmental organizations.

The above may also explain why certain stakeholders felt there have been too many workshops under the UNDP programme and too many documents produced⁷⁹. In general, if the workshops are not tailored to focus on a clearly identified need, and if the documents do not address a clearly identified need, the invited stakeholders will feel only marginally concerned.

In both the Governance and Disaster Preparedness practice areas, the situation was markedly better. In many cases, the national agency responsible helped to identify its own capacity needs in terms of training, awareness, legislation and equipment. The concerned agency was also involved in developing the details of the proposal to specifically address its needs. The agency was further involved in managing and implementing the activities. The whole process was strongly anchored and adapted to needs.

⁷⁷ Other forms of support provided by UNDP include direct support to implementing a government function and technical assistance.

⁷⁸ Source: UNDP project documents and monitoring reports.

⁷⁹ A commonly expressed frustration by environmental stakeholders.

Support to the SIM, the SQA, the NHRDC, the Police Academy, the National Assembly and the DRDM was of this nature. In these cases, the capacity development responded to assessed needs and the final results were institutionalized.

Support to LUNGOS was an exception. NGOs have a valuable role to play in a democracy, and LUNGOS – as an NGO umbrella agency – potentially has a vital role in supporting a thriving NGO sector. Hence, UNDP support to LUNGOS could be justified based on an assessment of the present and potential responsibilities of LUNGOS and its capacity needs. However, it was decided to support LUNGOS to channel funds to the vulnerable population. The design did not take into account existing mechanisms for that purpose. If the aim of the project was to improve the channelling of funds to the vulnerable population, the first step should have been to assess the capacity of the existing mechanism and identify areas to be strengthened.

UNDP CAPACITY DEVELOPMENT ACHIEVEMENTS IN SEYCHELLES

There have been areas where UNDP programme has made important and pertinent contributions to capacity development. Overall, the use of EU funds in the governance sector was effective. As described previously, it supported agencies such as the SIM, the SQA and the NHRDC. The programme also made important contributions to capacity development across the environment sector, introducing international experts and strengthening the legislative framework, among other things. However, as has been seen, UNDP could have further explored the NHRDC's leading role in developing human resources forecasts by linking and analysing all the capacity building it provided to the organization.

UNDP was also able to positively influence the implementation of support to human rights and HIV/AIDS, and ensure that all interventions were linked into the concerned international and regional conventions, protocols and agreements, while at the same time being aligned with the

Constitution and responsive to specific needs of the country. This ability to connect international aspects and local needs is a key strength of UNDP in Seychelles. UNDP did an excellent job in sourcing consultants with relevant background to develop training material specifically in human rights. As part of the process to build understanding of key constituencies on human rights, UNDP was able to mobilize the support of the OHCHR Southern Africa Office to a high-level workshop.

Two aspects of capacity development in the environment sector require further analysis. The first is the focus on working with NGOs. Globally, NGOs have made critical contributions to environmental management and their role is vital in a democracy. Seychelles has a number of effective, competent and dedicated NGOs. They need and merit support from international partners, such as the GEF and UNDP. However, the entry point should be a sector analysis and capacity assessment. In Seychelles, the need to work with NGOs was the entry point. One possible result has been the creation of new NGOs in response to the likelihood of funds under the GEF. In some cases, government officials or politicians have facilitated such NGOs.

The second aspect is the practice of establishing project management units outside the concerned national agency. Accordingly, the project is not institutionalized inside the responsible agency – governmental or non-governmental. This may be justified in countries with very low capacity, but is less easily so in Seychelles. As a result, the agency does not feel full ownership over the project, and activities are not easily embedded in the national agency's work programme.

In general, on the governance side, UNDP has facilitated the recruitment of an appropriate mixture of international and national consultants to implement its programme. It appears that the quality of the consultants was good and that the agreed products have been delivered. Efforts have been made to optimally use scarce resources, for example, by only using international consultants

when absolutely necessary. This was the case in the support to the SIM, the SQA and the NHRDC, the Parliamentarians, LUNGOS, and human rights. In the case of LUNGOS, local consultants were recruited to implement the civil society training. Likewise, a mixture of international and local consultants is undertaking studies on the legislative framework and preparing the national strategy. In the case of the human rights component, a training-of-trainers approach was used in addition to engaging international consultants on specific issues, such as the development of the training modules on human Rights. Therefore, overall, a large number of both State and non-State stakeholders have been sensitized on human rights issues using scarce resources in an optimum fashion.

SUPPORT TO POLICY AND ADVOCACY

Policy support is about assisting the development of legislation, national strategies or national plans. Given the context and the scale of UNDP's programme, the organization has made contribution to policy development. For example, it has:

- supported revision of the Privileges and Immunities Act and development of the administration of Parliament Act;
- supported revision of the Plant Protection Act;
- been at the forefront of human rights issues;
- supported the process of developing a national strategy for climate change;
- initiated support to developing an energy policy, working closely with the newly created Energy Commission.

Advocacy is about convincing key partners of the need to adopt a new approach, a new vision or a new policy. UNDP, as seen from previous chapters, has not been greatly influential in this area.

5.2 POVERTY REDUCTION AND MDGS

INTRODUCTION

Seychelles, as mentioned previously, has been on track to meet its Millennium Development Goals throughout the period under review (see Annex 5 for a review of Seychelles' progress on Human Development Indicators). The existing social welfare network has been reaching the poor. However, increasingly throughout the period under review, there have been fears of a reappearance of poverty due to the economic restructuring and the financial crises and that the country may slip back on its HDI achievements. This needs to be monitored closely.

Despite the many socio-economic achievements, many facets of poverty persist in Seychelles. For example, there are a large number of single-headed households. There is a high dependency on government handouts. In addition, many stakeholders felt there are complex dimensions of cultural, social and intellectual poverty in Seychelles, all of which can undermine development. Thus, despite the fact that poverty is not a pervasive issue, it is a complex issue. Seychelles expects its international development partners to support it in overcoming these challenges.

UNDP APPROACH AND RESPONSE

Given the relatively high income levels and HDI ranking, and the relatively effective social security, the UNDP country programmes did not identify poverty as a sectoral practice area. There was no specific programme of activities to address poverty reduction or to achieve the MDGs⁸⁰. However, most UNDP activities were designed to have indirect or secondary impacts on poor and marginalized people, on poverty, or on the MDGs. Accordingly, this report treats this subject as a cross-cutting issue.

Many UNDP activities in the environment practice area are indirectly related to poverty. The activities to mainstream biodiversity into

⁸⁰ With the possible exception of MDG 6 (HIV/AIDS) see next section.

production sectors, to combat invasive species and to sustainably manage land all require the active participation of some of the poorer elements of society, including artisanal fishermen and agriculturalists. These interventions, by building capacity among those stakeholders, should deliver benefits to the poor and vulnerable, although probably not to a great extent.

Also in the environment practice area, the work on adaptation to climate change is related to poverty. Globally, the poor and marginalized are disproportionately affected by climate change, and the same is likely to be true in Seychelles. The initial work done by UNDP in the country to build capacity to adapt to climate change should ultimately decrease the vulnerability of poor and marginalized populations by contributing to coastal protection, fisheries management, and agricultural management. This is an appropriate first step. Future steps may need to be more attuned to the poor and vulnerable populations.

In the governance practice area, as seen above, the work with LUNGOS was specifically designed to strengthen the channelling of funds to the vulnerable population. This work was designed, at least in part, to address poverty. However, as LUNGOS is a new agency, it requires strengthening before it can be in a position to channel funds to smaller NGOs. It is too early to predict the likely impacts of this work on the poor.

Finally, UNDP activities related to disaster management also contributed to assisting poor communities. Although the impact of the tsunami on the poor was not assessed separately, it is likely that they were impacted disproportionately, as they have less capacity to adapt to disasters. Hence, there are most probably indirect benefits to the poor of UNDP-supported work in response to the tsunami. For the same reasons, UNDP support to strengthen disaster preparedness is also likely to have positive impact on poverty reduction.

UNDP, it should be noted, is aware that the economic and financial challenges facing Seychelles may lead to poverty in the future. For these reasons, UNDP is currently exploring the possibility of a project to support the newly established Social Welfare Agency and to work with the National Statistics Bureau to establish a poverty/MDG monitoring system.

HIV/AIDS

In Seychelles, the HIV epidemic, although much less significant than in most SADC countries, is growing in both scale and complexity. It is considered as the most important and active in the Indian Ocean, despite the lack of accurate data. At present, the *detected* cases of HIV represent 0.5 percent of the adult population. The prevalence of HIV is likely to be several times higher⁸¹.

Current challenges with respect to HIV/AIDS include:

- increasing number of new cases of HIV/AIDS;
- the costs of treating patients (in 2008, cost per patient averaged US\$1,000/year);
- increasing number of cases combined with Hepatitis C;
- Increasing number of dependents on social services;
- ensuring that sustainable funds are available on regular budget.

The Government established the National AIDS Secretariat responsible for monitoring HIV/AIDS, and coordinating national and internationally supported projects to address the challenge. UNDP has been involved in the campaign for some time, working closely with the secretariat. In 2002-2003, UNDP supported national efforts to combat the spread of HIV/AIDS. This set out to:

⁸¹ Terms of reference for support to civil society's HIV projects in Seychelles.

- establish the baseline of Knowledge, Attitudes, Behaviour and Practices (KABP) related to HIV infections and AIDS in the adult population,
- advocate for improving care, support and reducing the stigma and discrimination of people living with HIV/AIDS; and,
- identify stakeholders and map out all interventions related to HIV/AIDS in Seychelles in order to better coordinate efforts.

This was a well-formulated intervention, strategically targeting necessary areas of support in the national context. It also identified the strengths and weaknesses of the Ministry of Health as well as the NGOs involved in HIV/AIDS, e.g. Faith and Hope Association (FAHA) and HIV/AIDS Support Organization (HASO).

UNDP has been active in this area, raising awareness and helping to facilitate an appropriate response from national authorities on a sensitive and complex issue. UNDP support has likely helped overcome prejudices. In addition, UNDP has supported other UN and regional agencies involved in this sector. For example, in 2002, UNDP/UNAIDS signed

a collaboration agreement with and the Indian Ocean Commission (IOC)⁸² on HIV/AIDS.

GENDER EQUALITY

Several indicators in Seychelles are quite favourable for women⁸³. Their life expectancy is 76 years, compared to 67 years for men. The literacy rate for women is 92 percent compared to 90 percent for men. Enrolment of girls and boys in primary and secondary schools is almost 100 percent. Girls are equally well represented at tertiary and post secondary levels and compete on an equal basis with boys for university scholarships. It is recognized that there are areas of gender inequalities. For example, the Education for a Learning Society from 2000 addresses gender issues throughout.

In spite of the achievements, women have not attained full participation in the political and administrative decision-making processes. Currently, they hold fewer than a third (27 percent) of the seats in Parliament and 30 percent of Cabinet Ministers are women. It is interesting however, that women have a strong influence at the district levels and 56 percent of district administrators are female.

Table 22. Women's political and administrative participation

Positions	Percentage held by women
Cabinet Ministers	30
Principal Secretaries	38
Parliament	27
District Administrators	56
Directorship posts	55
Legislators and Senior Officials	36

Source: AU Solemn Declaration on Gender Equality in Africa, Seychelles Report, 2007

⁸² Le Système des Nations Unies, représentée par les Coordinateurs Résidents du Système de Nations Unies et Le Secrétariat de l'ONUSIDA et la Commission de l'Océan Indien représentée par le Secrétaire Générale de la Commission de l'Océan Indien : Protocole d'Accord « Initiative des Iles de l'Océan contre le HIV/SIDA », Ile Maurice, 23 février de 2002.

⁸³ Ministry of Employment and Social Affairs, Social Development Division, National Population Policy for Sustainable Development, page 28.

The first study on gender-based violence against women in Seychelles was a national report “Prevention and Eradication of Violence against Women and Children” published by the SIM in 2002 and funded by the SADC. There is a Gender and Population Unit in the Social Development Department. Probation services of the ministry have responsibilities to provide support and counsel victims and abusers. The setting up of the Family Tribunal in 1998 and new laws such as the Family Violence Act (2000) and the amendment to the Penal Code provided more protections. There are also NGOs, such as the National Council for Children, Alliance of Solidarity for the Family and the Association for the Promotion of Solid and Human Families that play important roles in addressing and eliminating gender violence by sensitizing the population. They also provide counselling.

The UNDP programme has not supported any direct interventions focusing on gender. This is reasonable, given the organization’s limited resources.

5.3 PROGRAMME MANAGEMENT

DESCRIPTION

The programme is managed out of the Mauritius and Seychelles Country Office, located in Port Louis, Mauritius. Given the small size of the Seychelles programme, a single division takes the lead for formulating interventions, appraising interventions, monitoring interventions (on behalf of funding agency), offering technical support and providing trouble-shooting in all thematic areas. Considering the scale and the importance of programme in the area, the Environment and Energy division is responsible for the entire Seychelles programme.

The division is assisted by operational staff based in Mauritius⁸⁴, notably financial management staff, and by the small UNDP office located in

Victoria in Seychelles. This office began as a technical unit to coordinate the response to the tsunami. In recent years, the project portfolio has increased and the demands on its expertise and competency have grown. It comprises one programme officer and one programme assistant. No specific ToR exists for the Seychelles office as a whole⁸⁵, which should be remedied immediately.

The Seychelles office shares facilities with some project staff, including the coordinator for the human rights component of the EU 9th EDF project and the GEF SGP coordinator. It is located next door to the previously mentioned PCU, responsible for planning and implementing projects in the environmental practice area.

Finally, the country office benefits from the support services of UNDP regional and global offices. The Regional Bureau for Africa (RBA)’s regional office in Johannesburg provides technical support, advice and guidance on all issues except environment. The UNDP/GEF regional coordinating unit in Pretoria provides technical support, guidance, knowledge on GEF and environmental issues, as well as substantive oversight of GEF projects under implementation. The RBA in New York supports the regional office, and provides oversight to the programme.

MAIN FINDINGS

Before the establishment of the technical unit, many UNDP partners identified the lack of an in-country presence as a factor undermining the organization’s ability to identify and implement projects in Seychelles, and notably contributing to implementation delays.

The evaluation team found the UNDP programme to be well managed. All Seychelles-based UNDP personnel were found to be professional, highly respected and appreciated throughout the country. In only a few years, UNDP has successfully established a strong

⁸⁴ Most Mauritius-based staff have responsibilities for Seychelles, although often minor.

⁸⁵ ToRs do exist for all individual staff members. These do not capture the mission of the Seychelles office.

presence in the country and is managing a large portfolio of projects. The local office personnel are multi-tasking and managing a large number of activities over many thematic areas.

The country office is facing some challenges. Many of these originate from the fact that UNDP does not access core funds and is dependent on funding from several agencies, including the European Union, the GEF and the DG-TTF. Some of the challenges are discussed in the following sections.

Programming and formulation

Country programming has been particularly challenging. The country programme aims to be the basis for Results-Based-Management (RBM). As such, it aims to set targets for UNDP, in response to the national situation, the resources available, and the comparative advantages of UNDP. However, for both previous country programmes, little was known about the resources available at the time of formulation. This tends to undermine the entire basis for the RBM. Moreover, the criteria and comparative advantages of the funding agency have been a major factor in identifying and formulation interventions. It is very challenging to prepare a results-based country programme in this context.

Project Formulation: The EU formulation process was largely led by the EU and its consultants. The GEF formulation process was very long and there was very little technical formulation. Most of the effort and time was spent rewriting the proposal and the process was somewhat detached from the stakeholder base⁸⁶. The DG-TTF formulation process seems to have been very efficient, and driven appropriately by the national stakeholders.

Technical Support

In the environment practice area, through the PCU, the Seychelles Office has access to substantial technical capacity. Also on the environment

side, the technical inputs from the country office and UNDP/GEF Pretoria office have been much appreciated by both UNDP and the Government, as often having a direct and timely impact.

However, with regard to governance, the Seychelles office has limited capacity. Neither the Mauritius office nor the UNDP global network has been effectively providing backstopping to this practice area. Moreover, requests for assistance from UNDP's global network were not met in a timely manner, except on environmental issues. This is an obstacle to UNDP's ability to play a leading or advocating role in Seychelles on governance-related issues.

Interventions in all practice areas have important elements of capacity building. As discussed previously, in some cases capacity building could have been better institutionalized and better planned. It could also have been more closely linked to the ongoing public sector reform. Through the period under review, the Seychelles Office was not able to access expertise on public sector reform or organizational change. Such expertise may have enabled the office to play a more effective or proactive role in these areas.

Project Monitoring, Steering and Supervision

UNDP plays a key role in monitoring, steering and supervising all interventions in all practice areas. This is led by the Programme Manager and Head of Environment and Energy, based in Mauritius, who on average undertakes a week-long mission every six weeks. However, monitoring, steering and supervision require continuous attention. The absence of a permanently based senior officer with adequate authority does not facilitate this aspect of management. The Seychelles-based staff does not have the resources or technical knowledge to do this.

EU Funds

A steering committee oversee implementation of the 9th EDF. Much of the administration, and

⁸⁶ Source: Draft project documents, stakeholder interviews.

all the budgeting and accounting, for the 9th EDF are done at the Mauritius UNDP office. A few beneficiaries (e.g., LUNGOS) and government partners saw this as a constraint to project implementation.

As the funds for the 9th EDF originates from EU, this donor has specific requirements on monitoring and evaluation procedures, as well as other administration and accounting procedures. The EU undertakes independent monitoring missions and organized an independent mid-term review in October 2008. The review found⁸⁷:

Quarterly progress reports with financial details are submitted to UNDP by the NAO⁸⁸ for the programme as a whole and each component. These are based on individual reports from each component manager and which use the format of planned inputs and their delivery in the Results Framework appended to the Contribution Agreement. This provides a standardized and coherent structure for reporting and which enables the NAO, UNDP and EC to see clearly the progress and status of each component. Based on the reports on the programme progress and financial reports, UNDP in turn reports to the EC in order for funds to be replenished under the procedures set out in the Contribution Agreement. Therefore, the key stakeholders are kept adequately informed of project activities and these reports are also disseminated to the Steering Committee for their consideration as mentioned earlier.

The ADR found that the quarterly reports⁸⁹ elaborated by UNDP provided information on the project implementation. However,

the first reports were vague and unfocused in reporting against the targets. Only recently was a log frame prepared with indicators, something that should have been done at the outset. Finally, the human rights component has developed a baseline, and it evaluates each training course through recording observations and opinions of the participants.

GEF and DG-TTF

For the GEF and the DG-TTF, UNDP takes responsibility for monitoring, and mostly applies its own procedures, only submitting regular reports to the funding agency. In line with UNDP/GEF requirements, an annual Project Implementation Review (PIR) report is prepared for each project. The PIR appears to be geared more towards the needs of the UNDP/GEF and GEF, and is less directed to and or used by project staff or government⁹⁰.

Results-Based Adaptive Management

Globally, over recent years, UNDP has made considerable efforts to adopt Results-Based Management (RBM) for its projects. This requires rigorous results definition, monitoring, continuous iteration, internal critique and discussions, consultation, adaptation, learning, feedback of information and other processes linked to self-analysis of progress towards development results.

However, it is not clear that all aspects of RBM have been adopted in the Seychelles programme. Results-based monitoring should go far beyond completing discrete activities and checking-off boxes in UNDP's ATLAS or implementing activities designed by development partners.

⁸⁷ EU – J Houston, Berenschot, 'Seychelles Mid Term Evaluation 9th EDF Capacity Building Programme, Final Report', November 2008, page 19.

⁸⁸ National Authorization Officer.

⁸⁹ Brief Progress Report Jan 2007; Progress Report March 2007; Progress Report May 2007; Quarterly Progress Report April–June 2007; Progress Report, Final Draft Reporting Period: May to September 2007; Progress Report, Reporting period: 1 January–30 May 2008; Progress Report, Reporting Period: 1 June 2008–30 September 2008; Progress Report, Reporting Period: 1 October 2008–31 December 2008 and Progress Report, Reporting Period: 1 January 2009–30 April 2009.

⁹⁰ Based on discussions with project and government staff.

In the environment practice area, the GEF demands the use of a logical framework and RBM with indicators, targets, risks and assumptions. This is one advantage of the thorough GEF formulation process. In general, the GEF logframes are well prepared, although it was not clear to the evaluation team how much they are being used in project management. No examples were cited of logframes being used to monitor results leading to important management decisions.

In the governance practice area, UNDP does not have a specific mandate from the EU to use RBM methodology in project management. Moreover, as the 9th EDF was formulated without UNDP input, there was no internal mechanism whereby the organization could actually develop the RBM approach. Neither was there a formal mechanism for periodically reviewing the logframe and making revisions as necessary. UNDP would require such a mechanism if it is to add value to project implementation and impact. As a result, the governance project is largely activity driven and activity focused.

Reporting

The funding agencies have different administrative, financing and reporting requirements and procedures. These create an additional workload and can cause confusion and delays.

In addition, the country office is expected to prepare many planning documents and reports for UNDP Headquarters and the UN. The country office is requested to provide reports on MDG status and is expected to play a leading role in coordinating the preparation of the CCA. It is also expected to provide results-oriented annual reports (ROAR) and the Strategic Results Framework as well as to prepare the country programme. While this is a burden on the limited resources of the office, there is little evidence that the documents and reports are used. Generally, they seem to be prepared for Headquarters; they are not used to any extent in the country⁹¹.

There is no repository of information or library in Seychelles. Several relevant project documents are found in Mauritius. Moreover, much information appears to be highly decentralized within projects. As a result, in the Seychelles, documents are found with different officers and in many different computers. Likewise, budget management and accounting are done in Mauritius. From Seychelles, it is difficult to obtain up-to-date or comprehensive information on budgeting and financial expenditures.

Overall, the financial-reporting system appears to have weaknesses. Lack of up-to-date financial data was noted at the project level. Some project staff described this as an obstacle to project planning. This is partly explained by the fact that combined financial records are maintained in Mauritius. The Seychelles staff has not yet been trained to access UNDP's financial software (Atlas). Moreover, financial reporting at the *programme* level had weaknesses. For this ADR, for example, it was not possible to obtain yearly delivery figures broken down by source of funds, by practice area, or by type of input. This is likely to undermine planning, programming and communication with potential partners.

Resource Mobilization

The UNDP country office and programme have been exceptionally successful at mobilizing resources. Not only is the programme 100 percent financed by non-core resources, it has grown at a rapid rate, and has managed to establish a reasonably diverse funding base. This success does bring along management complications:

Managing diverse funds and procedures can be complicated. The ADR finds this has been adequately addressed due to the commitment and resourcefulness of the UNDP staff, particularly in the Seychelles Office. With a small number of exceptions, UNDP generally has managed to meet all requirements of funders, while mitigating frustrations and managing beneficiaries' expectations.

⁹¹ Source: UNDP. Review of concerned documents.

Coordinating the various funds into a single, coherent, programme can be difficult. This has proved more challenging. At present, the UNDP programme seems like a collection of projects, with little substantive or operational linkages across interventions, either across practice areas, or even within.

Procedural or substantive conflicts between UNDP's and donors' approach. There is no evidence of such actual conflicts during the review period. However, if UNDP seeks to broaden its financing base and work with new donors, this could become an issue.

When viewed from another perspective, however, it is most likely⁹² that the UNDP programme would have been considerably different *if all funding came from core resources*. It seems probable that UNDP would allocate its core resources

differently, both across and within practice areas. This indicates that there is some substantive conflict between UNDP and donors.

Determining how best to allocate staff time and resources is a challenge. Understandably, mobilizing resources is a top priority for UNDP personnel, at all levels. The ADR observed that, to some extent, due to realities, UNDP Seychelles has become oriented on 'mobilizing resources to achieve development results', rather than 'achieving development results'⁹³. This subtle change may affect UNDP relations with a range of partners. Moreover, it can also affect the type of staff attracted to or recruited by UNDP. Ultimately, UNDP staff may be rewarded by their ability to mobilize resources, rather than their ability to effectively interact with the Government and other partners on development issues.

⁹² Based on a review of UNDP programmes in other countries, and anecdotal feedback from UNDP staff.

⁹³ This is noted from TOR for staff, performance indicators, time-use of staff, and based on feedback from personnel.

STRATEGIC POSITIONING

6.1 STRATEGIC RELEVANCE AND RESPONSIVENESS

Overall UNDP support to Seychelles was closely aligned with globally agreed priorities for development support and with the national priority sectors of environment, governance and responding to the tsunami. Moreover, within those sectors, UNDP support was generally aligned with agreed national plans and policies.

In general, UNDP drew from its comparative strengths in the following ways:

- Global presence: UNDP was able to build on the fact that it had a presence and, in later years, a high visibility in Seychelles at key moments;
- Ability to mobilize resources: the ability to mobilise resources to national/government programmes is an increasingly important strength of UNDP. This has also been critical to the success of the Seychelles programme;
- Substantive knowledge and networks, in particular related to environmental management and human rights. UNDP was able to draw from its strengths, networks, knowledge base and corporate objectives (i.e. linkages to UN Conventions) to be able to support Seychelles;
- Ability to coordinate the UN Country Team

Initially, the two priority areas for UNDP support were environment and governance. As UNDP had no core funds available for Seychelles, it was not in a position to respond to many ad-hoc, small-scale or unexpected requests for assistance from the government – despite the fact that government makes many such requests. However, the period under review was a turbulent time for

the Seychelles people and economy, particularly as it followed two decades of harmony and steady progress. UNDP was able to respond to short-term requests, among other ways, by:

- being available to coordinate the urgent response to the Asian Tsunami – a national priority;
- being available to coordinate the common response of the UNCT to the financial crisis in late 2008/2009, and to provide some – albeit small – advisory response in the energy sector;
- being available to facilitate the Government’s payments of its obligations to international conventions at a time of high forex control.

In this latter area, during a period when exchanges rates were still fixed at non-market rates, there was a major shortage of foreign exchange in Seychelles. As a result, the Government was finding it increasingly difficult to meet its international obligations. UNDP paid from project resources in US dollars and the Government reimbursed the organization at the equivalent

Box 4. Importance of keeping cooperation channels open

It is to the great credit of the UNDP country office that it was able to provide an ongoing response to Seychelles, despite its very limited presence in the country, at the start of the period under review. Indeed, at the time of the tsunami, the nearest UNDP staff member was stationed some 1700 km away, and there was only one small ongoing project in Seychelles. Despite this, UNDP was able to respond quickly and pertinently. The ability to keep open communication channels and provide a timely response was undoubtedly due to the dedication of the concerned committed individuals in the Mauritius Office.

fixed rate of Seychelles Rupees, which UNDP used locally. This arrangement solved a problem for the Government over the short-term and helped build UNDP's reputation and visibility. However, a more detailed analysis would be necessary to ensure this was a good use of UNDP foreign exchange and time.

It has been an ongoing challenge for UNDP Seychelles to be proactive and strategic without having access to core funds. In order to continue operations in the country, UNDP has to constantly mobilize resources, which means devoting considerable efforts. It also means, to some extent, aligning to the strategic thinking of the concerned donor. In the past, this challenge has made it difficult for UNDP to be as strategic and influential as it would have been if using its own funds. This applies even in the environmental practice area, where UNDP has had a sizeable programme on paper for some time.

In the environment practice area, whereas UNDP support generally followed the EMPS II, the fact that it was mostly driven by the GEF led to projects not being fully embedded into the EMPS II or DoE work programme. This may also be partly explained by the fact that the EMPS II, in general, was not operationalized. It served more as a DoE guidance document than an operational planning document. This makes it difficult to embed within the EMPS II. UNDP also missed an opportunity to directly support the coordination or management of the EMPS II. Such support could have been aligned with the developing and subsequent public-sector reform.

UNDP support to the governance practice area had many aspects: capacity building of State and non-State actors, support to the Parliamentarians and the judiciary, and strengthening human rights. Unlike in the environmental practice area, there is no single or comprehensive national

policy or plan covering all these issues. National policies and priorities are expressed in a range of documents. Generally, UNDP activities were in line with these documents, but there is no evidence that UNDP support directly helped operationalize these policies.

Much of the UNDP support to the governance practice areas was formulated by the EU in line with the EU's strategy to support the Seychellois government and guided by EU global principles. Where possible, the support built on and into the existing work programmes of individual agencies (for example, the SIM, the SQA and the NHRSC). In these cases, the UNDP work fed directly into the work of pertinent national agencies. This also applies to the later DG-TTF projects to support the Parliamentarians and the judiciary.

As touched upon at other parts of the report, UNDP missed an opportunity to support its partner government agencies through public-sector reform. During the period under review, the Government had been considering and/or enacting public-sector reform. This was inevitably to have a major influence over the way the Government functioned and over UNDP's partner agencies. However, UNDP was not able to help the partners – in particular the DoE – to better anticipate or manage this reform.

Recently, the IMF, the African Development Bank and the World Bank have renewed their support to Seychelles, with a systematic focus on public-sector reform. The approach taken by these agencies to review the public sector and support reform suggests critical areas where support is required⁹⁴. Unfortunately, UNDP's earlier support was initiated without a solid institutional assessment. The organization could have been more strategically proactive in filling gaps prior to the current efforts by the IMF and World Bank.

⁹⁴ International Monetary Fund, IMF Country Report No. 09/208, Seychelles: Second Review Under the Stand-By Arrangement, Request for Waivers of Nonobservance of Performance Criteria, and Financing Assurance Review—Staff Report; Press Release on the Executive Board Discussion; and Statement by the Executive Director for Seychelles, July 2009; IMF: Pokar Khemani, Katja Funke, Goesta Ljungman and Mark Silins: A strategy for Strengthening Budget Management Seychelles, Draft Report, July 2008.

This is related to a more general failure to undertake thorough institutional baseline analyses before interventions. This failure notably had impacts directly on UNDP's work with the DoE, LUNGOS and civil society. This support would have benefited from a solid analysis of existing institutional capacities before design and implementation. This would have also ensured linkages with public-sector reform.

LOOKING FORWARD

Seychelles is now entering a new phase of development. Once again, relations with the Bretton Woods institutions are strong. However, the macro-economic, financial and public-sector challenges remain. In this complex environment, UNDP needs to further refine its strategic positioning. As the World Bank, the IMF and the African Development Bank are providing support on macro-economic reform, financial management and overall public-sector reform, it seems unlikely that UNDP can add value by directly intervening in these areas.

However, UNDP can add value in complementary areas. Notably, it may intervene in social sectors, notably in those likely to be negatively affected by the ongoing reform and with vulnerable communities. This is likely to include support to poverty alleviation efforts and providing support to health and education sectors. Finally, with regard to the ongoing public-sector reform, UNDP can support its long-term partners – notably the DoE and the MHSD – to ensure they develop the skills and tools to implement the reforms and that they are able to exploit any opportunities emerging through these reforms. This may include developing capacity to plan, to manage budgets, to allocate resources and to monitor.

6.2 STRATEGIC PARTNERSHIPS

International partners. Partnerships have been the basis of UNDP's support to Seychelles, given that all of the organization's activities are funded

by international agencies such as the GEF, the EU, the Tsunami Flash Appeal and the DG-TTF. UNDP Seychelles has shown itself to be very adept at building these partnerships through the dedication and commitment of its staff and its ability to take advantage of opportunities as they arise.

For example, the World Bank used to be the Government's preferred agency to implement GEF projects⁹⁵. However, when Seychelles' overall relations with the World Bank were put on hold due to the country's defaults on debt payments, the Government asked UNDP to lead GEF implementation. From that point on, due to the commitment of UNDP/GEF staff and country office personnel, UNDP was able to build a partnership with GEF in Seychelles. Similarly, following the Asian Tsunami, UNDP took the lead in coordinating much of the assistance and was able to implement one project partly financed by the EU through the Tsunami Flash Appeal. The UNDP country office was able to turn this one-off collaboration into a solid partnership with the EU. The successful development of these international partnerships has been a main aspect of UNDP efforts.

Several development partners feel there has been a lack of coordination among international partners in recent years and suggest that UNDP could have undertaken this task. One development partner had, reportedly, requested UNDP to coordinate, but was told that the organization did not coordinate development assistance in middle-income countries. Clearly, there have been many demands on UNDP's staff, and it was beyond the resources of the small Seychelles office to respond to this request. Moreover, the Government has been developing its capacity to coordinate international assistance, so any UNDP involvement would have risked duplication.

Perhaps a more interesting issue relates to 'non-traditional' development partners. As seen in Table 4, the main financial donors to Seychelles

⁹⁵ Source: Government officials.

are not UNDP's traditional partners from Europe and North America. Notably, the United Arab Emirates, China and India are among the major partners. UNDP, for its part, has not yet developed operational partnerships with them. Such alliances could both facilitate government coordination of international assistance and open possible doors for resource mobilization, and increase UNDP's leverage in Seychelles.

National partners. UNDP's success in building partnership with national agencies is more complex. The starting point was again very low. At the outset of the period under review, UNDP was relatively unknown in the country. It was not visible even in the environmental area. In a few years, UNDP has successfully mobilized resources, drawing great appreciation from all, especially government partners. UNDP's visibility at the operational level is now high and partnerships are strong. In general, being the only UN agency present, UNDP is now invited to many events and stands on many committees in the country.

As mentioned earlier, UNDP has not been a full partner to the Government in the public-sector reform process. During the absence of the Bretton Woods institutions, and when public-sector reform was inevitable, UNDP could have attempted to play a proportionate role. The NCSA was a possible vehicle for this. The funds managed by UNDP, for example, could have been used to bring small but catalytic IMF and World Bank expertise to the country. This has to be considered a missed opportunity, given the fundamental importance of public-sector reform.

Finally, in a country this size, where decision-makers are very accessible, it would be reasonable to expect UNDP to advocate and provide strategic advice and support on key national issues, including environmental management, social development and welfare. This opportunity was particularly important given the absence of the

World Bank, the African Development Bank and the IMF. However, there is little evidence of UNDP influence at these higher levels. The focus of UNDP in Seychelles was to mobilize resources and then get the programme running. Given that UNDP's senior management and technical expertise are located in Mauritius, there are evident logistical challenges to their involvement in advocacy and strategizing⁹⁶. UNDP Seychelles office is small and the staff is very busy on operational issues. For example, for some national partners, UNDP's role in the EU programme is that of a manager/administrator. There are some signs that this has may have been changing in recent years. In the human rights programme, UNDP is providing leadership.

Non-governmental partners. UNDP has invested in developing partnerships with the NGO community, through the GEF projects, the planned SGP and the work with LUNGOS. This work is greatly appreciated by many NGOs, who see opportunities to develop capacity and access information and funding. As discussed in other parts of this report, this is a complex issue. Developing partnerships is resource consuming and should be done based on a clear strategy. Generally, there are two reasons for working with or through NGOs: (i) NGOs are the most competent to address an issue, (ii) the aim is to develop local NGOs as a contribution to strengthening civil society and democratic process. If these criteria are unmet, it may not be appropriate to work with NGOs. Working with the NGOs should not be the starting point.

An interesting example is the protected area project. Undoubtedly, NGOs in Seychelles have a lot of competence and expertise related to protected-area management. Many NGOs have been successfully managing them for many years. A full assessment of the Seychelles protected area system would have revealed the weaknesses of the system, and would have pointed to how NGOs

⁹⁶ Some governmental stakeholders and project staff felt that Seychelles is not given enough attention by the country office, but the evaluation team cannot confirm either way.

can help strengthen the system, and would have identified criteria for selecting NGOs to work with. However, this assessment was not taken. Yet certain NGOs have been selected to work in this project based on unclear criteria. This approach has caused a lot of debate and some friction.

UNDP has also put some effort into bolstering the partnerships between NGOs and Government by strengthening LUNGOS. These efforts have made some progress. An effective NGO umbrella organization is important. However, there is little evidence to suggest that the Governmental-NGO relations are better than they were five years ago. A strategy for supporting or working with NGOs may have been a useful guide.

6.3 CONTRIBUTING TO FULFILLING THE UN MANDATE

UNDP ROLE IN COORDINATION AND SUPPORTING UN AGENCIES

Given the small and uneven nature of their programmes in Seychelles, the UN agencies decided not to prepare an UNDAF for Seychelles.

They have, however, prepared a Common Country Assessment (CCA). The objective was to review and analyse the national development situation, and identify key issues to which the expertise and comparative advantages of the various agencies, funds and programmes of the UN System could be mobilized. The CCA is a well-prepared report offering substantive guidance to UN agencies on priority areas. However, it took several years to finalize and approve the document. Since it came out in the second half of 2009, the CCA cannot be considered to have had an impact during the period under review. In many ways, moreover, it was considerably out-of-date before approval. The CCA was prepared through a participatory process. However, in a small country with a small number of government personnel, it is not clear that additional planning documents add value. Some stakeholders expressed doubt as to the usefulness of this process. There is no evidence

that UNDP used the CCA to develop its own strategy or to mobilize funds.

Despite the lack of formal agreements or planning documents, UNDP has played a role in promoting joint UN activities in order to increase synergies and enhance development results. Generally, UNDP has facilitated the work and involvement of other UN agencies in Seychelles on an ad hoc basis in response to specific issues. For example, UNDP has been involved in the development and implementation of the UNAIDS programme, supporting the joint work of WHO and UNFPA. UNDP also facilitated the involvement of OHCHR in the EU-funded human rights programme, thereby creating linkages between UNDP, OHCHR, international experts and national stakeholders. UNDP also plays a role in steering small, catalytic grants provided by OHCHR. Likewise, the organization has worked with and involved the UNODC in several projects related to HIV/AIDS and human rights and governance. Finally, following the Asian Tsunami, it worked closely with OCHA on disaster response and facilitated its work.

At an operational level, the UNDP Seychelles office, as the biggest UN office in the country, has provided logistical support to other UN agencies. For example, the office is currently hosting a UNEP-funded project (*Mangroves for the Future*). In general, providing logistical support to UN missions is 'in addition' to the workload of the UNDP staff, although more specific support to UN activities (e.g. making payments) is increasingly performed on a cost-recovery basis.

Following the financial crisis and currency devaluation in late 2008, UNDP quickly organized a UNCT mission. This was widely appreciated by the Government and national stakeholders, although it did not lead to significant follow-up, as the UN agencies generally do not have any funds to allocate to Seychelles. UNDP did, however, manage to fund the ongoing Energy Policy Review, in response to a Government

request. The proposed work with the Social Welfare Agency and the National Statistics Bureau to develop a poverty monitoring system is also a direct follow up to the UNCT mission.

UNDP ROLE IN ENSURING UNDP/UN PRINCIPLES ARE ADEQUATELY TREATED

The six fundamental UN values are equality, solidarity, freedom, shared responsibility, tolerance and respect for nature. UNDP should respect these fully in its work and it should help to increase respect for these in the country. With regard to the former, all evidence suggests that

these principles have been fully respected in the UNDP office and programme. As to the latter, it is noted that the baseline position in Seychelles is rather high compared to most countries. For example, the gender situation is considered rather positive, with one EU report stating Seychelles was in the top ten countries worldwide. There are no oppressed tribes, races or religion, and no obvious vulnerable groups. The government and the people pay high attention to environmental sustainability, as discussed in other parts of this report. It is important to ensure that this situation remains in the future, particularly through the economic reform process.

CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

7.1 CONCLUSIONS

This chapter summarizes the main conclusions of the ADR followed by specific recommendations for UNDP in Seychelles. The recommendations respond to addressing the main challenges identified throughout the report and are intended to strengthen UNDP's contribution towards development results.

Seychelles is different from many countries benefiting from UNDP cooperation. It has a relatively high standard of living and relatively high capacity. These factors reduce the need for international cooperation. On the other hand, its SIDS characteristics and NCC status are factors that complicate international cooperation. Moreover, certain SIDS characteristics make international cooperation essential to the country as it addresses economic, environmental, social and capacity challenges.

In 1999, the GDP per capita was over US\$6,500 in Seychelles and the Government was guaranteeing and providing free education and health care for all citizens. The comprehensive education and social system, the strong State actors, the presence of some strong non-State actors, and the large percentage of qualified personnel all facilitated effective cooperation with international partners.

Yet, Seychelles is a SIDS with a very small population and is located at a great distance from its trading and cooperation partners. It is highly dependent on imports, including food and energy. It cannot generate economies of scale, nor meet all of its capacity needs, nor appropriately diversify its economy. Hence, in order to address the many challenges, Seychelles needed international cooperation. These weaknesses were exacerbated by inappropriate financial and

economic management in the 1990s and early 2000s, which led to an inefficient public sector and huge debts.

UNDP, like all international partners, faces challenges when working in isolated small island states. These factors tend to increase the overheads on UNDP support and tend to reduce its effectiveness and efficiency. It cannot achieve economies of scale in its support to Seychelles. It is also expensive and/or inefficient to provide a broad range of technical and operational support. As a result, UNDP activities in Seychelles are guided by and managed from the UNDP office in Mauritius, over 1700 km away. Furthermore, Seychelles' graduation to Middle Income Country status (and UNDP 'net contributing country' status) in 1997 had implications for international cooperation partners, and accessing UNDP's traditional form of support.

UNDP built a large programme in Seychelles during the period under review. At the beginning, UNDP's programme in Seychelles was very small and the organization had very little presence or visibility. By the end of the period, UNDP had not only contributed to development results in Seychelles, but had also established a sizeable programme. UNDP also established a reputable office and a visible presence. To achieve this, UNDP took advantage of certain unexpected opportunities to lay the foundation for future work and partnership building.

UNDP's annual delivery during in 2000-2002 was under \$20,000, and the organization had no permanent or regular presence on Seychelles. Despite this, UNDP always maintained cooperation and communication channels, and was able to exploit strategic partnership opportunities as they arose. A key strength of UNDP was its

continuous presence in Seychelles, unlike most bilateral and multilateral development partners.

For example, initially, the World Bank was the Government's preferred agency to implement GEF projects. However, when it was no longer able to do so, the Government asked UNDP to take the lead in implementing GEF-funded projects. From that point onwards, UNDP built a strong trilateral partnership GEF-UNDP-Seychelles and used this as a basis to establish a large programme. Similarly, following the Asian Tsunami, UNDP took a lead in coordinating emergency assistance, and ably implemented a project co-financed by the EU. Based on this initial success and ongoing cooperation in Mauritius, the UNDP country office was able to build a solid collaboration with the EU in Seychelles, including further co-financing and, in turn, programme and development results.

A major focus of UNDP's work in Seychelles has been resource mobilisation. In this they have been very successful. However, there may have been a trade off in the sense that where UNDP had to focus on the mobilisation of resources, this may have reduced its ability to address other strategic objectives or concerns. A major focus of UNDP's work in Seychelles has been resource mobilization. In this, the organization has been very successful. However, the focus on resource mobilisation may have reduced its ability to address other strategic objectives or concerns.

UNDP delivery has grown from under \$20,000 in 2002 to over \$1.6 million in 2008. It is predicted to increase further in 2009 and 2010. Total resources mobilized during the period are in excess of \$10.6 million.

In order to continue operations in Seychelles, UNDP has to constantly mobilize resources. This means devoting considerable efforts to resource mobilization. Over the short term, in personnel work plans, resource mobilization probably takes precedence over achieving development results. It also means, to some

extent, aligning to the strategic thinking of the concerned donor. In the past, this has made it difficult for UNDP to be as strategic and influential as it might have been had it used its own funds. This applies even in the environmental practice area, where UNDP has had a sizeable programme for some time.

UNDP support has generally been well aligned to national policies and plans and has responded to priorities and needs in the environment and governance sectors, as well as to the tsunami. Moreover, the support has been closely aligned with globally agreed priorities for development.

Seychelles does not have a multi-sectoral development plan or an equivalent to a Poverty Reduction Strategy Paper. Instead, the country has had a number of sectoral plans and policies, for example the Environmental Management Plans (EMPS I and II) and the National Action Plan for the Social Development, 2005–2015.

In the environment sector, UNDP made great efforts to ensure general alignment with EMPS I and II. The conceptual linkages and references are very clear. However, things are less clear in the governance and social sectors. For a start, there was not one clear national policy or plan for UNDP to follow. Moreover, although *consistent with* national policies and plans, UNDP's support to governance and social issues did not clearly *respond to* the relevant national policies and plans. This simply means the national policies were not reference documents in the identification and formulation of UNDP activities in those sectors.

At a general level, UNDP's support was aligned with the two concerned UNDP country programmes, which, in turn, were aligned to global priorities. Hence, the Seychelles programme support was aligned to UNDP global priorities.

The content, approach and success of UNDP were greatly influenced by the funding sources, i.e., the GEF, the EU, the DG-TTF and the Tsunami Flash Appeal.

With the GEF, UNDP has been very successful in mobilizing large amounts of funding to national environmental priority issues. This creates a real possibility to protect the country's critical natural resources base. UNDP was greatly involved in the formulation and design of GEF-funded activities. However, the long formulation period and difficulties in institutionalizing some of this support threaten to undermine some of the capacity developed. More attention is also needed to ensure that this support appropriately builds up civil society.

With EU, most of the formulation was done prior to UNDP involvement. UNDP came on board as the implementer of activities already designed. However, in some cases, UNDP added substantive value, particularly with regard to human rights. Overall, these projects were relatively well anchored. However, UNDP was not in a position to make major changes to the substantive or institutional design of projects.

With the DG-TTF, tight deadlines necessitated a very short formulation period and quick implementation, and the results, overall, seems impressive. The DG-TTF approach also seems conducive to good anchoring, as UNDP is able to play a role in the design of the implementation arrangements.

Overall, the *design of interventions appropriately addresses sustainability. Although in most cases it is too early to assess the sustainability of interventions, initial indications are positive, with some exceptions.*

Almost all UNDP project *designs* address sustainability in a clear and appropriate way. In most cases, financial sustainability is to be assured through the government budget. Technical sustainability is to be assured through training and individual capacity building. Institutional sustainability is to be facilitated as most support is with and through existing institutions, and contributes to their strengthening.

However, in some cases – as discussed at many points in the report – UNDP support has not

been properly based on a thorough assessment of the institutional framework or of capacity needs. In some instances, UNDP support was not adequately institutionalized. These factors tend to undermine the sustainability of some actions. Furthermore, the continuing restructuring process jeopardizes the sustainability of project activities. For example, trained officers have been retrenched or moved to other positions where they cannot readily apply their knowledge or abilities. Capacity retrenchment is a challenge in Seychelles that goes far beyond the UNDP programme.

In the Environmental Protection and Sustainable Energy practice area, UNDP has been very successful in mobilizing resources. Achievements have been made in raising awareness, increasing understanding and developing individual capacity. However, major delays in the approval of funds and the start-up of interventions have limited the contribution to development results. More could have been done in terms of anchoring interventions into organizations and into government plans, and linking capacity development support into national capacity development and related public-sector reform. Specifically, UNDP's record in assisting the DoE appears mixed.

Seychelles' famous natural environment and natural resource base is the *raison d'être* of its tourism industry and, therefore, a cornerstone of economic development. However, there are threats and some clear challenges to environmental-management capacity. In the late 1990s, EMPS II was formulated to cover the period 2000-2010. UNDP established a very large programme to support the EMPS, formulating 15 interventions under five outcomes, almost entirely financed by the GEF. UNDP also played a key role in ensuring that the global funds responded to the priorities and specific needs of Seychelles.

UNDP, however, has not been able to achieve the aims set out in the two country programmes. This mostly reflects the over-ambitious nature of the programmes rather than a lack of achievement. Moreover, very significant start-up delays, mostly

caused by factors beyond UNDP Seychelles' control, have undermined results.

Although it is still too early to assess UNDP's work in this practice area, some contributions can be seen. UNDP has contributed to enhancing technical capacities at the individual level by providing training, exposure to new tools, and on-the-job learning. Ongoing projects and activities are providing knowledge, policy and technical support. These could be complemented with greater advocacy and more effective strategic support to the environmental sector. One of the initiatives taken by Government and UNDP has been the establishment of a single PCU for all UNDP-implemented GEF projects in the environmental practice area. This is thought to be the only example worldwide of such a coordinated approach and is probably a best practice.

However, many stakeholders felt that overall management capacity in the environment sector, particularly in government agencies and the DoE, has *declined* during the period under review. This is supported by anecdotal evidence. Several factors – mostly beyond UNDP's control – may have contributed to such a decline. However, some findings suggest that certain aspects of the UNDP programme may also have contributed, or at least missed opportunities to reverse this trend. These include an inadequate anchoring into institutions and government plans. They also include the basing of project designs on substantive issues rather than on a proper assessment, partly because international forces drove the design. Finally, UNDP interventions were not linked to ongoing public-sector reform, for example, to the Macro Economic Reform Programme (MERP) since 2004.

In Democratic Governance, interventions covered many areas: supporting and raising awareness on human rights, strengthening the Parliament and the judiciary, supporting national capacity to develop human resources and strengthening civil society and its ability to support vulnerable groups. Overall, the contribution to development results seems

reasonable, particularly given the time and resources available. Interventions have generally been well institutionalized and sustainable. There are some exceptions, from which lessons may be learned.

UNDP's support to the Parliament and the judiciary has been strategic and focused. It was designed to respond to well-defined needs, and was well institutionalized into the pertinent institutions. The interventions made significant contributions considering the relatively small expenditures. The support to strengthening judiciary appears promising.

Through a series of catalytic and well-planned interventions, UNDP contributed to making human rights issues visible and more recognized as legitimate concerns by stakeholders, including the government. It also contributed to training many key actors and to raising awareness. Overall, this complemented work by the government and other partners. However, on issues related to human rights, poverty alleviation and social welfare, sustainability and impact would probably have been strengthened by better coordination and institutionalization of activities with, for example, the Gender and Population Unit in the Social Development Department.

UNDP also supported three national agencies – the SIM, the SQA and the NHRDC – to reduce capacity constraints. In each case, the support responded to a well-defined need and was well institutionalized. Overall contributions to the SIM and the SQA were strategic and made a difference. The work with the NHRDC, suffered from some limitations and achieved less. Notably, UNDP did not link its overall capacity-development interventions into ongoing national policies and processes. This contributed to a missed opportunity.

Work under this practice area also set out to raise the capacity of LUNGOS, and civil society in general, to support vulnerable populations, as defined by EU project documentation. However, the design of this support was not based on

an adequate initial assessment of the existing institutional context. The MHSD already had a mechanism for supporting vulnerable populations via NGOs and civil society, which seemed to be functioning rather well. The UNDP project seems to have supported a parallel mechanism, without seeking coordination or complementarity, both in design and during implementation. Although support to LUNGOS may be justified – and the organization has gained strength – the intervention does not seem to have been carefully developed. In addition, this work suffered considerable delays.

In the Disaster Response and Preparedness practice area, UNDP has built capacity to respond to disasters and in risk reduction; and especially helping the Government to respond effectively to the Asian Tsunami.

Seychelles is vulnerable to natural disasters and needs to improve the domestic capacity to prevent and manage them. As a main international partner on this issue, UNDP played a key role in developing this capacity. UNDP support seems highly effective and reasonably efficient. The country now has far more capacity in this sector. The support was provided directly to the mandated government department – the DRDM – and therefore should be sustainable. Although it is not possible to measure the specific attribution, it is clear that UNDP support has made an important difference.

In the immediate response to the Asian Tsunami, UNDP played a key role in the coordination of resource mobilization. In project implementation, although UNDP support was mostly administrative, it was timely and in direct response to identified needs. UNDP was present and made a difference at a critical moment.

UNDP addressed certain cross-cutting issues, such as human rights and environment and HIV/AIDS, through project interventions. However, these and other cross-cutting issues, including adapting to climate change, were not well mainstreamed throughout projects, notably in the environmental sector.

There were projects focusing on HIV/AIDS, gender, human rights, and environment. However, gender and HIV/AIDS do not seem to be mainstreamed into other components, notably into the environmental projects. Likewise, the support to the Parliamentarians and the judiciary does not address gender or HIV/AIDS issues. There is no evidence of climate change being mainstreamed into the UNDP programme. Nor does support in the governance practice area address environmental issues, apart from some micro-grants.

UNDP has missed opportunities to build linkages across the practice areas.

The EU- and DG-TTF-funded interventions complement each other and allow UNDP to provide holistic and comprehensive support to the democratic governance sector. However, GEF interventions are separate from EU/DG-TTF projects, both substantively and operationally. There is little evidence of any synergies between these. This separation may also have been a source of some missed opportunities. For example, support provided to the NHRDC by the EU-funded projects could have helped address capacity development in the environment sector by linking it into the public-sector reform and restructuring processes.

A weakness affecting the programme seems to have been an incomplete understanding of capacity development. Notably, the ongoing public-sector reform presented unique capacity challenges and opportunities that were not fully understood or exploited.

Although Seychelles has many capable individual experts, its small population means that there will always be a shortage of some expertise, and there will always be a need for individuals to multi-task. Likewise, in the public sector, although there are many capable officers implementing policies and delivering services, they have faced many challenges in recent years. As Seychelles continues moving towards a market-led economy, the Government, facing further downsizing and budgetary pressures, is expected to play more

of a facilitating role. Thus the capacity needs of the country are different from those in other countries, requiring a tailor-made approach.

The ADR found several examples where UNDP provided capacity development solutions that may have been more appropriate to other countries. One was the strengthening and channelling of support through LUNGOS without first assessing the existing public-sector system, which was well advanced in comparison with other countries in the region. It would have been prudent to determine support after an analysis of the strengths and weaknesses of the existing mechanism. Other such inappropriate approaches include the establishment of separate project management offices and some of the training under the GEF.

Capacity development has to be based on a solid analysis of the institutions – governmental and non-governmental – involved in addressing the concerned development challenge, and of their mandates, roles and responsibilities. Only then can interventions be designed appropriately. However, in too many cases, notably in the environment practice area, capacity development activities were designed around a substantive issue or end-point, not in response to an identified need. In all areas, as a result, much of the capacity built is ad hoc or incomplete. Likewise, the training was not adequately linked to the ongoing public-sector reform or to specific manpower development plans/departmental work plans. In effect, much of the training became general awareness-raising exercises on relevant issues. This also may be why many stakeholders felt that UNDP interventions produce too many documents and workshops.

In governance and disaster response, the process was generally adequate to ensure that UNDP interventions were institutionalized, and that capacity building, including training, could contribute directly to the country's needs.

Throughout the period under review, the government had been considering and/or enacting public-sector reform (starting with the MERP). It was inevitable that this would have a major

influence on the way the government functions, and, consequently, on UNDP's partner agencies. UNDP did not properly align itself with or understand the public-sector reform situation. There is no evidence of UNDP's capacity development interventions being modified as a result of this reform. Consequently, the impact of some support was lessened. UNDP was not able to assist its partners – in particular the DoE – to better manage this reform. This is even more of a missed opportunity because UNDP was at one point working with the NHRDC, a key player in national capacity development.

The UNDP programme made great efforts to work with and to strengthen NGOs, in both the governance and environmental sectors. However, this was not based on a full understanding of NGOs and ways of developing their role and capacity. The interventions were well intended but could have benefited from greater clarity or vision.

UNDP made successful efforts to work with NGOs in the environment and governance practice areas. It has also supported interventions that aimed to strengthen NGOs and civil society in all sectors. It is currently supporting LUNGOS as an umbrella organization, and of all NGOs in Seychelles, as well as developing a strategy. These efforts are both needed and appreciated.

NGOs play a vital role in any democracy and therefore merit support from the international community. There have been many active and dynamic NGOs in Seychelles, notably in the environment sector, and these have grown in recent years. However, the NGO sector has been confused by the formation of many so-called 'governmental NGOs' (GONGOs) and the lack of distinction between charitable organizations and enterprise-oriented non-governmental micro-associations. Moreover, it seems that many NGOs and GONGOs grew as a response to the possible availability of international funds – including from UNDP – instead of evolving to address a development challenge.

UNDP's work with NGOs needed to negotiate this complex NGO architecture. This is best achieved by developing interventions based on a proper institutional assessment. However, it seems that, on too many occasions, the need to work with NGOs was the starting point in designing an activity, rather than being logically justified through an assessment.

During the period under review, the UNDP Programme Management has been adequate to manage the size and complexity of the programme and responding to the expectations placed on UNDP. However, certain weaknesses in programme management are now starting to show.

The UNDP programme appears well managed. All UNDP personnel based in Seychelles were found to be professional, highly respected and appreciated throughout the country. The personnel of the Seychelles office are multi-tasking and managing a large number of activities over many thematic areas. The inputs of the Environment and Energy Unit Manager from Mauritius have been effective and generally strategic. In a short period, UNDP has established a presence in the country and is comfortably managing a large portfolio.

However, as the programme has grown in scope and complexity, challenges have appeared. First, the Seychelles office is over-stretched and struggling to meet all demands. Notably, it does not seem to have the time/people to play a strategic advocating role, nor to provide substantive guidance on institutional or capacity development. At another level, it is not able to provide adequate operational support to the environmental projects, relying too much on the Mauritius office.

Second, there are concerns about results-based and adaptive management. The system of setting targets and indicators, monitoring performance, reporting on performance, and using monitoring reports to guide management decisions is very incomplete.

Finally, the Country Programme (CP) document seems to have been of little use. The two country programmes bear little resemblance to the activities subsequently implemented. They were not used as a planning or monitoring document. The country programme format was designed for countries with considerable core funds and, moreover, to meet UNDP headquarters requirements, rather than being conceived as a planning or management tool at the country level.

The UNDP office played a role in promoting joint UN activities to increase synergies and development results.

The UNDP office has facilitated the work and involvement of other UN agencies in Seychelles, generally on an ad-hoc basis and in response to specific issues. UNDP provides logistical support to many UN agencies.

7.2 RECOMMENDATIONS

PROGRAMME STRATEGY

UNDP should develop a new approach to country programming in Seychelles. The country programme should respond more directly to national targets, should be fully embedded and owned, and should balance more equitably the forces driving UNDP interventions. As part of an overhaul of planning and programming, UNDP should also strengthen project planning and management.

The three forces driving UNDP interventions are (i) UNDP's global practice areas; (ii) potential sources of co-financing, and; (iii) government and national priority needs. The process to prepare the country programme should ensure these forces are equitably respected and accounted for. The country programme process should also be results-based and adaptive.

The starting point for preparing the country programme would be to list national priorities and then identify UNDP interventions areas, both in conjunction with the Government. Following

discussions with potential co-financers and other stakeholders, a range of interventions could then be mapped out, along with targets and assumptions. Finally, an adaptive management mechanism should be established, involving the Government and UNDP, in order to follow the organization's progress and adapt its programme on a regular basis to emerging needs and opportunities. This may be based around an annual CP implementation plan. The country programme can then evolve in line with available funding. This approach may also help achieve programmatic and operational coherence across the many UNDP interventions, and, therefore, possibly economies of scale.

Building on past efforts towards results-based-management at the project level, UNDP should further strengthen its project-level system of monitoring, indicators and reporting. These could play a greater role, and could serve to support improved project decision making, rather than merely completing formalities for headquarters or funding agencies. Indicators at the project level should link up to indicators at the programme level.

With respect to the ongoing public-sector reform process, UNDP has a role to play in the forthcoming country programme. UNDP should clearly define this role. This includes determining gaps and weaknesses in the reform process and then strategically positioning UNDP based on its comparative strengths.

Seychelles has been implementing public-sector reform for many years, starting with the MERP in the early 2000s. In recent times, the government has worked closely with the World Bank, the IMF and the African Development Bank to secure their support for a comprehensive public sector reform process and economic reform. It is unlikely that it is necessary for UNDP to provide direct support on these issues.

However, given the overall economic and social changes reform may lead to, and the opportunities it may create, a clear complementary role for

UNDP is emerging. The UNDP should review the situation and opportunities, and, based on its comparative advantage, define its role.

UNDP involvement may focus on ensuring that the poor and the vulnerable population do not become victims of the reform and that inequalities do not rise. This would involve, to some extent, ensuring that the planned UNDP involvement in 10th EDF responds with synergies and complementarities to the ongoing restructuring processes. An alternative role for UNDP would be to develop capacity in its partner organizations in the social and environmental sectors to operationalise the reform. Specifically, this may mean developing their capacity to plan, budget and allocate resources. A third possible role for UNDP would be in ensuring enhanced accountability and transparency throughout the reform process.

In order to better align with the public-sector reform, UNDP may have to develop new partnerships, including with the World Bank and the IMF. UNDP should ensure that public-sector reform takes into consideration the requirements of the social sector, environment and the poor. In turn, this will require strengthening of UNDP's substantive capacity (see recommendation below).

Specifically, UNDP may wish to strengthen links with the Vice President's Office, the NHRDC, the Department of Public Administration as well as with the human resource units in its partner ministries. This will help ensure that training under UNDP's programme is linked into the public-sector reform and to national plans and policies.

UNDP should support an institutional analysis and capacity assessment of the DoE. This can be done as an integral part of the process of developing the third Environmental Management Plan of Seychelles, with finances from ongoing projects. This would include establishing indicators of capacity and capacity development.

Seychelles is developing the EMPS III at a time that UNDP has a large environmental programme and strong working relations in the sector. This is a perfect opportunity for UNDP to reverse some of the weaknesses in its previous cooperation.

UNDP could use these interventions, working with the Department of Public Administration and the Vice-President's office, to undertake a comprehensive institutional analysis and capacity assessment of this sector, or of the DoE. This analysis will identify roles and responsibilities, linkages and mandates, strengths and weaknesses. This will also identify capacity development targets and indicators. To strengthen standard environmental management expertise, UNDP would have to bring expertise on capacity development and organizational change to this process.

This can help ensure that subsequent UNDP support contributes sustainably to DoE capacity development. This work should cover both government and non-government organizations, and help reduce some of the existing tensions.

As part of the forthcoming country programme, UNDP should develop a clear strategy to guide its work with and its support to NGOs. This may be based on a transparent analysis of the justification of supporting/creating NGOs to implement government policy or to address national priorities.

As mentioned many times, NGOs are critical in Seychelles and UNDP should support their development. This should be based on a more thorough understanding of the complex NGO architecture in the country. All actions should draw from a single strategy. The aim of supporting NGOs should be either (i) to strengthen authentic NGOs as an effective complement to governmental organizations or (ii) to increase the impact of the UNDP programme through partnership with NGOs.

UNDP should clearly define what is meant by 'NGOs' as well as the nature of international support that can best help them in Seychelles. This may be linked to the environment sector analysis (previous recommendation), or may be a separate process. Key aspects could be:

- clarify the differences between NGOs, private sector, government think tanks and associations;
- determine the potential contribution of NGOs to development;
- determine the value NGOs can add in the environment sector;
- determine the added value, if any, of using LUNGOS as a parallel and/or complementary mechanism to deliver support to vulnerable people, compared with support to addressing efficiency issues in the existing system;
- determine the needs of NGOs.

The ongoing support provided through LUNGOS to study the legal context for NGOs can be a starting point.

PROGRAMME OPERATIONS

In order to effectively implement the forthcoming country programme, UNDP should determine ways of strengthening its Seychelles Office.

If UNDP is to be more effective in socio-economics and public-sector development and institutional change in the country, it requires stronger capacity in Seychelles related to these issues as well as in advocacy. One possibility would be to strengthen the office with an expert on these substantive issues, or to ensure the office has reliable and regular access to such expertise for example through the UNDP regional offices. The office may also be clearly mandated and enhanced to advocate and act more strategically. The Seychelles Office may also be strengthened in terms of project financial management and managing information/documents. Finally,

a specific ToR should be developed for the office in consultation with the government and other partners.

As part of the preparation of the next country programme, UNDP should explore a broader range of international development partners
As part of the preparation of the next country programme, UNDP should explore a broader range of international development partnerships.

Present and previous UNDP partners – the GEF, the EU, the DG-TTF, the French government, among others – remain important. However, there are many other international actors in Seychelles, and too little is known of their aims, criteria and approaches. There may be many opportunities for strategic or operational partnerships for UNDP. To start, UNDP should initiate discussions with potential international partners such as the United Arab Emirates, China and India.

7.3 LESSONS LEARNED

The following lessons pertain to UNDP globally.

UNDP's global corporate value is greatly enhanced by its presence in all developing countries. Moreover, this presence is appreciated at the country level, even if understood to be costly. UNDP made great efforts to keep communication channels open with Seychelles and to keep functioning through the 1998-2003 period, when other international partners were departing and permanently stopping operations. This meant that UNDP was available to help in Seychelles with the Tsunami crisis (2004) and in other moments of need. This was greatly appreciated by the government. In turn, this led to a platform for increased cooperation.

UNDP's cooperation with SIDS is complicated and expensive. Moreover, the threshold whereby a country becomes an NCC does not fully account for the difficulties faced by SIDS and their vulnerability to capacity weaknesses and external shocks.

Despite the above challenges, it is essential to keep programmes running. Strategic positioning can make this successful and cost-effective. The Seychelles programme has demonstrated that country programmes in NCCs can be largely self-financing. However, in order to maintain quality control and independence, and avoid the office being fully focussed on resource mobilization, the UNDP global core budget may provide seed funding. This could be discussed with UNDP senior management in New York, and possibly a proposal submitted to the Executive Board.

Long project formulation processes, combined with externally driven criteria – even when strongly aligned to national priorities and well intentioned – have a tendency to undermine institutionalization and capacity development. The resulting projects may be less effective, and may even contribute to weakening capacity. Great care must be taken to avoid this through proper checks and balances.

The most successful projects: (i) had a clearly defined responsible government department that was actively seeking UNDP cooperation; (ii) were aligned to a clear objective or work plan of the concerned government department, and; (iii) benefited from a short design and approval process.

The approach of having a single project management office for several similar projects – the PCU – seems successful. It cuts costs and facilitates communications and processing. This may be replicated in other countries. Care must be taken that this does not 'pull' capacity away from the concerned government agency. The office possibly could be located within the government.

TERMS OF REFERENCE

1. INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy.⁹⁷ The overall goals of an ADR are to:

1. Provide substantive support to the Administrator's accountability function in reporting to the Executive Board
2. Support greater UNDP accountability to national stakeholders and partners in the programme country
3. Serve as a means of quality assurance for UNDP interventions at the country level
4. Contribute to learning at corporate, regional and country levels

The EO plans to conduct an ADR in Seychelles beginning in March 2009. The ADR will focus on the results achieved during the ongoing (2006-2010) and previous (2003-2005) country programmes. In effect, the ADR will cover the time period 2003-2009. The ADR will contribute to the preparation of forthcoming country programme.

2. BACKGROUND

Seychelles is a Small Island Developing State (SIDS) consisting of an archipelago of over 110 diverse islands and a population of around 83,000. The main economic sectors are tourism and fisheries, while there have been in the past years diversification into off-shore financial services and investments in petroleum shipping. In the past years, there has been significant socio-economic progress and Seychelles has the highest Human Development Index in the African region. The 2007 Human Development Report classified Seychelles as a high human development country with GDP per capita (PPP) around US\$ 16,106, a HDI value of 0.843 an overall HDI ranking of 50 out of 177 countries. The average life expectancy was 72.7, with an adult literacy rate of 91.8 percent, and a combined primary, secondary and tertiary gross enrolment ratio of 82.2 percent. There have been sustained efforts in environment management and Seychelles has a multi-sectoral strategic Environment Management Plan Seychelles (EMPS 1990-2000 and 2000-2010). Over 40 percent of the area is within protected areas and Seychelles is one of the first countries in the region to set up marine national parks.

Despite considerable advances in HDI, Seychelles faces the challenges and vulnerabilities typical of SIDS. These include a disproportionate per capita requirement of skilled human resources and infrastructure; a limited resource, natural resources as well as land suitable for development; remoteness from developed markets and a narrow economic base that is dependent on external factors. Recent trends in major economic indicators point to a challenging macroeconomic

⁹⁷ <http://www.undp.org/eo/documents/Evaluation-Policy.pdf>

environment in Seychelles. Economic growth was at an average of 1 percent per annum until 2004 and recovered since 2005 with a growth rate of 1.5 percent. Although economic growth increased to 5.4 percent and 7.3 percent in the years 2006 and 2007 respectively, there has been a slow down in the past two years. There has been acute balance of payments and debt crisis which puts at risk its living standards and human development achievements and economic stability. While there have efforts towards economic reforms since 2003 and the Government launched a mid-term development plan in 2007, these measures have not been sufficient to address macro-economic imbalances and debt crisis. Inflation has been on rise partly as a result of the 2006-2007 nominal depreciation of the rupee. Foreign exchange shortages and less buoyant tourism growth are expected to lead to a sharp decline in real GDP growth in 2008 which is projected at 3.1 percent. Seychelles is in the process of negotiating debt restructuring with Paris Club and is conscious of its implications for its economy and social development.

UNDP started interventions in Seychelles in 1990 and since provided technical assistance to the government. The financial resources of UNDP Seychelles programmes have been modest until 2005, and accessing core and non-core funds were severely constrained by the middle-income country (MIC) status of Seychelles. Moreover, in 1997 Seychelles was classified as Net Contributing Country by UNDP since the per capita income was US\$ 6,210, which was above the US\$ 4700 GDP mark for classifying a country as NCC. Despite a waiver on the reimbursement requirement until 1999, there was significant reduction in the core funds. Because of the MIC status, very few bilateral and multilateral agencies are supporting development activities in Seychelles, which has implications for non-core funds of UNDP. Lack of adequate funds also restricted the scope of programmes, in terms of interventions in all practice areas. Although there was no formal agreement of cooperation, the country programme had the endorsement of the government and UNDP largely followed national

execution modality. Given the limited presence of resident United Nations organizations and programme operations in Seychelles (with the exception of World Health Organization which has a liaison office), there is no United Nations Development Assistance Framework (UNDAF). The country programmes have been for duration of three to four years.

With exceptions, the UNDP programme provided upstream support. The 1997-2000 country programme (CP) supported national long-term planning; private sector rehabilitation; and social security reform and planning. The programme was extended to 2001. The country programme for 2003-2006 supported the implementation of the second Environment Management Plan for Seychelles (EMPS-II). The four programme areas include institutional and human capacity-building for EMPS II; integrated water management; bio-diversity conservation, including community participation; and climate change and energy efficiency. While environment and climate change are one of the key issues in Seychelles, UNDPs programme interventions was largely guided by accessibility of Global Environment Facility (GEF) and other environment funds.

As in the previous programme, the ongoing 2007-2010 country programme is mainly upstream support defined by national strategic plans and national capacity self assessment. The programme interventions include support to MDGs by developing the capacities of state and civil society, furthering gender and human rights, policy and capacity development in the area of environment and sustainable energy; and support to disaster management. The GEF programmes form the substantial component of UNDP support, and UNDP is the key supporting agency in this area. The environment and sustainable energy interventions include support for environment governance, energy efficiency policy, sustainable land management, bio-diversity conservation and furthering UN Framework Convention on Climate Change (UNFCCC), and National Action Plan to address climate change.

The programme delivery for the period 2003-06 has been US\$ 1.5 million per annum, which increased to US\$ 2 million since 2007. GEF funds, which account for US\$ 10.5 million, increased the country programme portfolio by 80 percent since 2007. The outcomes/objectives matrix for the previous and ongoing CPs is enclosed in Table 1. The programme framework does not specify any additional cross cutting issues, and largely confine to corporate cross-cutting issues viz., gender equality, HIV/AIDS mainstreaming, knowledge management, South-South Cooperation and rights based approach. As can be seen from the outcomes human and institutional capacity development is main focus of programme interventions.

3. OBJECTIVES, SCOPE AND METHODOLOGY

3.1 THE OBJECTIVES OF THE ADR IN SEYCHELLES INCLUDE:

- To provide an independent assessment of the progress or lack of, towards the expected outcomes envisaged in the UNDP programming documents. Where appropriate, the ADR will also highlight unexpected outcomes (positive or negative) and missed opportunities;
- To provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context;
- To present key findings, draw key lessons, and provide a set of clear and forward-looking options for the Regional Bureau for Africa and country office management to make adjustments in the current strategy and next country programme.

The ADR will review the UNDP experience in Seychelles and its contribution to the solution of social, economic and political challenges. The evaluation will cover the ongoing and previous country programmes. The two CPs since 2003 has

carried out 26 projects in the areas of governance, MDG support, environment and climate change and disaster management. Of the 26 projects, 18 have been completed and can be evaluated for results. Three of the projects are not mentioned in the CP document, but will be included for assessment. Of the eight ongoing projects, six GEF projects have begun in the past one year. The GEF projects comprise large proportion of UNDP portfolio in Seychelles. While it will not be possible for the ADR to evaluate GEF projects for results, the feedback on GEF programme implementation is crucial for mid course corrections and quality assurance, hence will be included for evaluation. See Table 2 in the Annexure for details of the projects and their evaluability.

The overall methodology will be consistent with the ADR Guidelines prepared by the EO (dated January 2009).⁹⁸ The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during the period under review specifically examining UNDP's contribution to national development results. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative, intentional and unintentional—and will cover UNDP assistance from various sources of funding. Considering that the scale of programme interventions is small the ADR will include all interventions since 2003 which are at different levels of evaluability as discussed above.

3.2 SCOPE OF THE EVALUATION

The evaluation has two main components, the analysis of development outcomes and the strategic positioning of UNDP.

Development Results

The assessment of the development outcomes will entail a comprehensive review of the UNDP programme portfolio of the previous and ongoing programme cycles. This includes an assessment of development results achieved and the contribution of UNDP in terms of key interventions; progress

⁹⁸ <http://www.undp.org/eo/documents/ADR/framework/ADR-Guide-2009.pdf>

in achieving outcomes for the ongoing country programme; factors influencing results (UNDPs positioning and capacities, partnerships, policy support); and achievements/progress and contribution of UNDP in practice areas (both in policy and advocacy); and analyzing the crosscutting linkages. The analysis of development results will identify challenges and strategies for future interventions.

Besides using the available information, the evaluation will document and analyse achievements against intended outcomes and linkages between activities, outputs and outcomes. The evaluation will qualify UNDP's contribution to results with a reasonable degree of plausibility. A core set of criteria related to the design, management and implementation of its interventions in the country include:

- **Effectiveness:** Did UNDP programme accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
- **Efficiency:** How well did UNDP use its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the specific country/sub-regional context?
- **Sustainability:** Is UNDP's contribution sustainable? Are the development results achieved through UNDP contribution sustainable? Are the benefits of UNDP interventions sustained and owned by national stakeholders after the intervention is completed?

Cross-cutting issues such as gender equality, human/institutional capacity development, HIV/AIDS and knowledge management will be given specific attention in the ADR. Principles such as rights-based approaches and South-South cooperation will be assessed.

Strategic Positioning

The evaluation will assess the strategic positioning of UNDP from both the perspective

of organization and the development priorities in the country. This entails, (i) a systematic analysis of UNDPs place and niche within the development and policy space in Seychelles; (ii) the strategies used by UNDP Seychelles to strengthen the position of UNDP in the development space and create a niche for the organization in the core practice areas; (iii) from the perspective of the development results for the country the assessment will evaluate the policy support and advocacy initiatives of UNDP programme vis-à-vis other stakeholders; (iv) UNDPs role as UN coordinator in furthering contribution of joint UN support to national development results. The evaluation will use a core set of criteria related to the strategic positioning of UNDP. This includes:

- **Relevance of UNDP programmes:** How relevant are UNDP programmes to the priority needs of the country? Did UNDP apply the right strategy within the specific political, economic and social context of the region? To what extent are long-term development needs likely to be met across the practice areas? What were critical gaps in UNDP's programming that
- **Responsiveness:** How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to national long-term development needs? What were the missed opportunities in UNDP programming?
- **Social Equity:** Did the programmes and interventions of UNDP lead to reduce vulnerabilities in the country (regarding vulnerable groups, gender equality and regional disparities)? Did UNDP intervention in any way influence the existing inequities (exclusion/inclusion) in the society? Was the selection of geographical areas of intervention guided by need?
- **Partnerships:** How has UNDP leverages partnerships with national government, multilateral and bilateral organisations, within the UN system as well as with national civil society and private sector?

The evaluation will also consider the influence of financial and administrative constraints affecting the programme and specifically UNDP's contribution (including issues related to the relevance and effectiveness of the monitoring and evaluation system). UNDP's role as the UN Resident Coordinator will be assessed in the context of non-resident status and modest support of most UN agencies in Seychelles. Considering that participation of UN agencies is non-resident in Seychelles and limited in terms of financial contribution, specific issues of coordination and the role of UNRC in consolidating these efforts will be highlighted.

4. EVALUATION METHODS AND APPROACHES

The ADR will use the triangulation method, drawing information from a multiple sources. The information collected from primary sources (such as field visits, interviews, focus group discussions) will be verified and validated with information from other sources (quantitative data on development indicators, documents and reports). See section 4.1 for primary and secondary data sources.

The ADR will be a transparent, participatory process involving all the development stakeholders in Seychelles. It is intended to promote participation of stakeholders and beneficiaries and enhance the national ownership of the UNDP country programme. A wide range of development stakeholders will be contacted, which include government officials, international agencies, donors of UNDP programme, NGO, INGOs, and public who are direct recipients/beneficiaries of the programme. The assessment will also include the perceptions key informants, and those not directly involved with UNDP.

4.1 DATA COLLECTION

The evaluation will use a multiple method approach for data collection that includes desk reviews, group and individual interviews (at both headquarters, in Mauritius and Seychelles).

Considering that it is largely upstream support in Seychelles, there will be minimal field visits, and the visits of the evaluators will be confined to Port Louis (Mauritius) and Mahe (Seychelles). The main source of primary information for the evaluation will be interviews with the stakeholders of the programme and larger development stakeholders in Seychelles.

The primary and secondary sources of information will be used for the ADR. This includes:

Primary sources:

Based on the rapid stakeholder mapping during the scoping mission possible respondents/informants have been identified. The respondents include UNDP CO staff; project Managers (i.e. UNDP or government staff managing the projects); national government (policy makers); representatives of the civil Society organisations (both UNDP partners and others involved in development activities); individuals from private sector; and international agencies (including UN agencies, donors and IFIs).

Secondary sources:

The wide range of documents that will be consulted include:

- UNDP corporate documents (Strategic framework, MYFF, policy papers, etc)
- Country programming documents
- UNDP corporate RBM reporting documents (ROAR, etc)
- UNDP Project document and evaluation reports
- Internal UNDP documents (audit reports, surveys, etc.)
- Government programme documents and reports
- Country assistance strategies and policy papers of donor agencies, international financial institutions etc.
- Research and regional analytical papers and publications

The research assistant in the UNDP EO has undertaken a systematic compilation of the documented information prior to the scoping mission. All documentation is made available to the team through a web site created for the ADR in Seychelles maintained by the EO.

4.2 VALIDATION

Data analysis will follow objective, verifiable methods. All information will be triangulated and validated to the greatest possible extent.

4.3 STAKEHOLDER PARTICIPATION

A strong participatory approach, involving concerned stakeholders is envisaged. The identification of the stakeholders, including Government representatives of ministries/agencies, civil society organizations, private sector representatives, UN Agencies, multilateral organizations, bilateral donors, and beneficiaries will be carried out. To facilitate this approach the ADR carried out an initial key stakeholder mapping of UNDP programme and multilateral and bilateral agencies supporting development initiatives in Seychelles. See Table 4.

4.4 EVALUATION QUESTIONS

The analysis of the UNDP contribution to development results and strategic positioning will be based on the above evaluation criteria and questions discussed in section 3.2. The set questions outlined in the ToR will be complemented by additional questions by the evaluation team.

The evaluation criteria and questions will guide the data collection and analysis and the evaluation team will prepare an interview protocol for different stakeholders. The review of the documented information as well as the interviews and consultations will focus on finding data, information, and perceptions that enable answering the questions. The process of evaluation findings providing answers to the questions will be a central part of the internal teamwork. It will take place during the main mission, preceding the presentation at

the debriefing meeting, and will continue during the preparation of the first draft report.

5. EVALUATION PROCESS

The ADR process will follow the ADR Guidelines and the process is accordingly divided in three phases, each including several steps. The Seychelles ADR will be based mainly on qualitative data collection and analysis by the team from primary sources, as well as review of documents combined with quantitative analysis of relevant secondary data as described in section 4.1. It will employ a variety of data collection methods, including:

- desk reviews, and analysis of documents and secondary data (covering all issues relevant for the ADR)
- semi-structured interviews (with selected stakeholders such as UNDP staff, (management, programme, and HQ), government officials, donor organisations, private sector representatives and NGOs)

Roughly standardized ‘check list’ (interview protocol) will be used to guide interviews with specific categories of informants, and summary sheets will be used to collate interview information collected by each team member so that analysis can be done systematically and quickly.

Phase 1: Preparation

The following tasks have been carried out by the EO in preparation for the ADR in Seychelles.

Desk review – The document identification and collection has been carried out by EO and the repository of documents is accessible on the website created for the purpose. The documents collected include Seychelles development framework, policies and National Action Plans, basic statistics, comprehensive overview of UNDP’s programme over the period being examined, evaluation reports and reports by other agencies on areas of UNDPs interventions. The document collection however will be furthered by the continued by the evaluation team during the course of the ADR.

Stakeholder mapping – A basic mapping of stakeholders relevant for the evaluation in Seychelles was carried out during the scoping mission. This includes the stakeholders and partners of UNDP programmes, and other organisations and agencies who are not necessarily associated with the programme. Considering the MIC status of Seychelles there are only a few multilateral and bilateral agencies extending support to development activities. List of key stakeholders is presented in Annex 3.

Inception meetings – Discussions in UNDP headquarters with RBA was carried out prior to the scoping mission. The evaluation team will hold second round of consultations prior to the main mission.

Scoping mission – The inception report draws from series of discussions during the scoping mission carried out by EO task manager, with the UNDP country office in Mauritius and programme office in Seychelles, development stakeholders and programme partners of UNDP. The scoping mission was conducted from 16 to 26 March 2009.

The key tasks of the scoping mission was to Identify and collect further documentation;

- Validate the mapping of the country programmes;
- Get key stakeholder perspectives on development issues in Seychelles and key issues that should be examined;
- Carry out an evaluability assessment of the programme and identify projects for evaluation;
- Address logistics issues related to the main mission including timing;
- Identify the appropriate set of data collection and analysis methods;
- Address management issues related to the rest of the evaluation process;
- Ensure the country office and key stakeholders understand the ADR objectives, methodology and process.

Terms of Reference – Considering that the ADR is an outsourced model, the ToR is elaborated to include different components of the inception report. Drawing from the ToR the evaluation team will prepare a detailed plan of action.

Phase 2: Conducting ADR and drafting Evaluation Report

Main ADR mission – The mission involves 12 days of country visit by an independent evaluation team of two members and will focus on data collection and validation. During the scoping mission the programmes and projects to be evaluated have been identified (see Table 2). With exceptions main mission will largely involve interviews of both development stakeholders and programme stakeholder of UNDP. The main mission will begin with a two-day visit to Mauritius for holding discussions with the CO senior management and programme staff based there. In Mauritius, the evaluation team will also meet donor agencies funding UNDP interventions and those that are supporting development activities in Seychelles.

The rest of the main mission will be spent in carrying out interviews and focused group discussions with programme and development stakeholders in Seychelles. At the close of the main mission, preliminary findings and conclusions will be shared in a workshop with the programme stakeholders.

Analysis and reporting – The information collected will be analysed in the draft ADR report by the evaluation team within two weeks after the departure of the team from the country. The draft report will qualify as *first draft report* only when it fulfils the quality standards of the EO.

Quality assurance – Prior to the submission of the draft report to the country office and the regional bureau the draft ADR first draft report will be reviewed by two external development professionals, familiar with development context in Seychelles and evaluation methods and by select EO staff. The report will be appropriately revised by the Team Leader after the review process.

Review by the key stakeholders – The draft will be subject to factual corrections and views on interpretation by key clients (including the UNDP country office, RBA, and government). EO will prepare an audit trail to show how these comments were taken into account. The Team Leader in close consultation with the EO Task Manager shall finalize the ADR report based on these final reviews.

Stakeholder meeting – A meeting with the key national stakeholders will be organized in Victoria, Seychelles, to present findings, conclusions and recommendations of the evaluation and examine ways forward. The main purpose of the meeting is to facilitate greater buy-in by national stakeholders in taking the lessons and recommendations from the report forward and to strengthen the national ownership of development process and the necessary accountability of UNDP interventions at country level. It may be necessary to incorporate some significant comments into the final evaluation report by the evaluation team leader.

Phase 3: Follow-up

Management response – UNDP Associate Administrator will request relevant units (in the case of ADR, usually the relevant country office and regional bureau) to jointly prepare a management response to the ADR. As a unit exercising oversight, the RBA will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.

Communication – The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document. It will be widely distributed in Seychelles and at UNDP headquarters and copies will be sent to evaluation units of other international organizations as well as to evaluation societies and research institutions in the region. Furthermore, the evaluation report and the management response will be published on the UNDP website.⁹⁹

The timeframe and responsibilities for the evaluation process are tentatively as follows:

Activity	Estimated Date
Collection and mapping of documentation by the research assistant	January-February 2009
Scoping mission to Mauritius and Seychelles	16-26 March 2009
Full ADR terms-of-reference	30 March 2009
Selection of evaluation team and desk review	Mid April 2009

The following are tentative and will be firmed during the scoping mission in consultation with the CO and the government:

Activity	Estimated Date
Main ADR mission to Mauritius and Seychelles	May 2009
Submission of 1st draft report	June 2009
Comments from EO and peer reviewers	June 2009
Submission of 2nd draft report	July 2009
Factual corrections from CO, RBEC, Government	August 2009
Stakeholder workshop	August/September 2009
Finalization of the report	September 2009
Issuance of final report	December 2009

⁹⁹ <http://www.undp.org/eo/>

6. MANAGEMENT ARRANGEMENTS

UNDP EO

The EO task manager will manage the evaluation and ensure coordination and liaison with the RBA, other concerned units at headquarters level and at the Mauritius and Seychelles country office. The EO will contract a research assistant to facilitate the initial desk review and a programme assistant to support logistical and administrative matters. The EO will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the evaluation team, as well as the preliminary research and the issuance of the final ADR report. EO will also cover costs of any stakeholder workshops as part of the evaluation.

The evaluation team

A consulting firm or research institute with evaluation competence will be contracted by EO based on a competitive bidding process. It is expected that the core evaluation team will constitute at least two members. Both the team members will have expertise in environment management (environment policy, sustainable natural resources, energy efficiency, and bio-diversity) and climate change mitigation; have prior work experience and in depth knowledge of development issues in Seychelles and the region; and have good understanding of issues in Small Island Developing Nations. The team leader must have a demonstrated capacity in strategic thinking and policy advice and in the evaluation of complex programmes in the field. In addition, one of the team members will have good understanding of governance issues. The responsibilities of the team include:

- Team leader, has the overall responsibility for providing guidance and leadership, and in coordinating the draft and final report;

- Team specialist (international or national), will provide the expertise in the core subject area/s of the evaluation, and be responsible for drafting key sections of the report;

The task manager of the EO will carry out the scoping mission, will support the team in designing the evaluation and provide ongoing feedback for quality assurance during the preparation of the draft and the final report.

The evaluation team will orient its work by United Nations Evaluation Group (UNEG) norms and standards for evaluation and will adhere to the ethical code of conduct¹⁰⁰.

The Mauritius/Seychelles Country Office

The Mauritius/Seychelles country office will take a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations, support the evaluation team in liaison with the key partners, and make available to the team all necessary information regarding UNDP's activities in the country. The office will also be requested to provide additional logistics support to the evaluation team as required. The country office will contribute support in kind (for example office space for the evaluation team) but the EO will cover local transportation costs and expenses incurred in organizing stakeholder workshops.

7. EXPECTED OUTPUTS

The expected outputs from the evaluation team are:

- A work plan and interview protocol
- A comprehensive final report on Assessment of Development Results in Seychelles (maximum 50 pages plus annexes)
- A two-page evaluation brief
- A presentation for the stakeholder workshop

¹⁰⁰ The UN Evaluation Group Guidelines (UNEG) 'Norms for Evaluation in the UN System' and "Standards for Evaluation in the UN System" (April 2005).

The final report of the ADR to be produced by the evaluation team will follow the following format:

Executive Summary

Chapter 1: Introduction

Chapter 2: National context

Chapter 3: The UN and UNDP in the country

Chapter 4: UNDP's contribution to national development results

Chapter 5: Crosscutting issues

Chapter 6: Strategic positioning of the UNDP country programme

Chapter 7: Conclusions and recommendations

Detailed outlines for the main ADR report and evaluation brief will be provided to the evaluation team by the task manager.

The drafts and final version of the ADR report will be provided in English.

Annex 2

PERSONS CONTACTED

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REGIONAL OTHER

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GOVERNMENT OF SEYCHELLES AND STATE ORGANIZATIONS

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- Rosie Bistoquet, HIV/AIDS Control Programme, Department of Public Health, Ministry of Health
- Elizabeth Charles, Director of Technical Cooperation, Principal Secretary's Office, Ministry of Finance
- Marina Confait, Chairperson National Human Resources Development Council, and Principal Secretary, Employment and Human Resources Development Department
- Bernard Delaboudiniere, CEO and Executive Chairman, Public Utilities Corporation
- Cedric Gustave Dodin, Ombudsman, Commissioner of Commission of Human Rights
- Jeanette d'Offay, Conseillere Technique, Ministry of Foreign Affairs
- Didier Dogley, Principal Secretary, Ministry of Environment, Natural Resources and Transport
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- Christian Faure, Third Secretary, Multilateral Affairs Division, Ministry of Foreign Affairs
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- Dr. Anne Gabriel, Chief Medical Officer, Community Health, Health Services Agency and UNFPA Representative, Seychelles
- Dr. Jude Gedeon, Public Health Commissioner, Republic of Seychelles, Public Health Department
- Ina Henriette, Deputy Managing Director, Seychelles Fishing Authority
- Hon. Dr. Patrick M.A. Herminie, Speaker the Seychelles National Assembly
- Flavien Joubert, Director General Wildlife, Enforcement and Permits Division, Department of Environment, Natural Resources and Transport
- Ambassador Ronny Jumeau, Permanent Representative to the UN and Ambassador of the Seychelles to the United States New York
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- Anne Lafortune, Principal Secretary, Ministry of Health and Social Development
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Reginald Hoareau, Manager HIV/AIDS programmes, Chairperson FAHA

Maurice Loustau-Lalanne, Chairman and Chief Executive Officer, Seychelles Tourism Board

Marc Marengo, Chairperson, TESS (environmental NGO)

Michele Martin, co chair of Wildlife Clubs of Seychelles

John Neville, Green Island Foundation

Dr. David Rowat, Chairman, Marine Conservation Society, Seychelles

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Bernard Elizabeth, Chair of the Board, Chief Scout, Seychelles

Benjamin Hoareau, Secretary General Youth, Sport and Culture Commission

Bryan S. Julie, Legal and Private Consultant, Economist, Secretary General Rights and Good Governance Commission

Steve Lalande, Executive Director, LUNGOS/ Academy of Civil Society

Steve Pointe, Project Officer (Economic Reform Project)

Benjamin Vel, Director Drug and Alcohol Council

EMBASSIES

Quentin Barber, Political-Economic Officer/
Third Secretary, Embassy of the United
States of America, Mauritius.

Amy Victoria Bowers, Vice Consul, British
High Commission Victoria, Seychelles

Liu Guijun C. Clement, Attaché, Chinese
Embassy, Victoria, Seychelles

Matthew Forbes, High Commissioner, British
High Commission, Victoria, Seychelles

Hubert Grandjean, Attaché, EU Delegation to
the Republic of Mauritius, Comoros and
the Republic of Seychelles

Yasmina Hosanoo, Consular & Public Affairs
Officer, Australian High Commission

Anna Lipchitz, Deputy Financial Counsellor,
Permanent Mission of France

Asit Kumar Nag, High Commissioner of India,
Indian High Commission, Seychelles

Corinne Paya, Project Officer, European Union,
Delegation of the European Commission
to the Republic of Mauritius, Comoros and
the Republic of Seychelles

Gilles Pommeret, Premier Conseiller,
Ambassade de France aux Seychelles

Liu Tielin, Counselor, Director Economic and
Technical Cooperation, Chinese Embassy,
Victoria, Seychelles

Annex 3

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EVALUATION MATRIX

Part I. UNDP Contribution to Development Results							
Practice Area (PA)	CP 2003-2006 Outcomes	CP 2007-2010 Outcomes	Evaluation Criteria	Evaluation Sub-Criteria	Questions to be answered through the ADR	Sources of answers	Methods of data collection
Achieving MDGs and Poverty Reduction			Effectiveness	<ol style="list-style-type: none"> 1. Progress towards Achievement and relevance to Outcomes 2. Alignment with Disadvantaged Poor and Groups 3. Reaching Disadvantaged Groups 	<p>Did the programme implementation contribute to progress toward the stated outcome?</p> <p>How do the projects and activities relate to the stated outcomes?</p> <p>How did the mix of different projects and non-project interventions contribute to maximizing the results?</p> <p>Did the programme implementation have positive impact on poor and disadvantaged groups?</p> <p>How was that impact achieved?</p>	Government officials, development partners, civil society, research institutes UNDP and UN reports and officials	Reading Interviews Focus Groups Workshops
			Efficiency	<ol style="list-style-type: none"> 1. Managerial Efficiency 2. Programmatic Efficiency 3. Avoiding over-burdening of other partners 	<p>Have the programmes been implemented within deadlines, costs estimates?</p> <p>Have UNDP and its partners taken prompt actions to solve implementation issues?</p> <p>Were the UNDP resources focused on the set of activities that were expected to produce significant results?</p> <p>Was there any identified synergy between UNDP interventions that contributed to reducing costs while supporting results?</p> <p>Did the programme implementation place an undue burden on some partners?</p> <p>If so, what were the consequences?</p>		
			Sustainability	<ol style="list-style-type: none"> 1. Design for sustainability 2. Implementation issues and corrective measures 3. Up-scaling of pilot initiatives 	<p>Were interventions designed to have sustainable results given the identifiable risks and did they include an exit strategy?</p> <p>What issues emerged during implementation as a threat to sustainability?</p> <p>What were the corrective measures that were adopted?</p> <p>If there was testing of pilot initiatives, did a plan for up-scaling of such initiative if successful being prepared?</p>		
			Relevance (within PA)				
			Responsiveness (within PA)				

Part I. UNDP Contribution to Development Results (continued)

Practice Area (PA)	CP 2003-2006 Outcomes	CP 2007-2010 Outcomes	Evaluation Criteria	Evaluation Sub-Criteria	Questions to be answered through the ADR	Sources of answers	Methods of data collection
Fostering Democratic Governance		Sustainable Disaster Management	Effectiveness	<ol style="list-style-type: none"> Progress towards Achievement Alignment with and relevance to Outcomes Reaching Poor and Disadvantaged Groups 	<p>Did the programme implementation contribute to progress toward the stated outcome? How do the projects and activities relate to the stated outcomes? How did the mix of different projects and non-project interventions contribute to maximizing the results? Did the programme implementation have positive impact on poor and disadvantaged groups? How was that impact achieved?</p>	<p>Government officials, development partners, civil society, research institutes UNDP and UN reports and officials</p> <p>Concerned project documents and stakeholders from the following projects:</p> <ul style="list-style-type: none"> Human Rights Promotion Reform of Judiciary Capacity Building for Parliamentarians in Seychelles Capacity Building for Human resource Development Capacity Building for SIM (degree and EDP) Capacity Building for Non State Actors National Qualifications Framework Development 	<p>Reading Interviews Focus Groups Workshops</p>
			Efficiency	<ol style="list-style-type: none"> Managerial Efficiency Programmatic Efficiency Avoiding over-burdening of other partners 	<p>Have the programmes been implemented within deadlines, costs estimates? Have UNDP and its partners taken prompt actions to solve implementation issues? Were the UNDP resources focused on the set of activities that were expected to produce significant results? Was there any unidentified synergy between UNDP interventions that contributed to reducing costs while supporting results? Did the programme implementation place an undue burden on some partners? If so, what were the consequences?</p>		
			Sustainability	<ol style="list-style-type: none"> Design for sustainability Implementation issues and corrective measures Up-scaling of pilot initiatives 	<p>Were interventions designed to have sustainable results given the identifiable risks and did they include an exit strategy? What issues emerged during implementation as a threat to sustainability? What were the corrective measures that were adopted? If there was testing of pilot initiatives, did a plan for up-scaling of such initiative if successful being prepared?</p>		
			Relevance (within PA)				
		Gender and promotion of human rights	Responsiveness (within PA)				

Part I. UNDP Contribution to Development Results (continued)

Practice Area (PA)	CP 2003- 2006 Outcomes	CP 2007- 2010 Outcomes	Evaluation Criteria	Evaluation Sub-Criteria	Questions to be answered through the ADR	Sources of answers	Methods of data collection	
Environment and sustainable energy use for sustainable development	Improved capacity of local authorities, communities and private sector		Effectiveness	<ol style="list-style-type: none"> 1. Progress towards Achievement and relevance to Outcomes 2. Alignment with Poor and Disadvantaged Groups 3. Reaching Poor and Disadvantaged Groups 	<p>Did the programme implementation contribute to progress toward the stated outcome? How do the projects and activities relate to the stated outcomes?</p> <p>How did the mix of different projects and non-project interventions contribute to maximizing the results?</p> <p>Did the programme implementation have positive impact on poor and disadvantaged groups?</p> <p>How was that impact achieved?</p>	<p>Government officials, development partners, civil society, research institutes UNDP and UN reports and officials</p> <p>Concerned project documents and stakeholders from the following projects:</p> <ul style="list-style-type: none"> • Environmental management and sustainable development • Integrated water management • Integrated Ecosystem Management (PDF B and Full Project) • Initial National communications and top-up • NCSA (PDF A and project) • Restoration of degraded forests • Mainstreaming Biodiversity management in production sectors and landscapes • Invasive Alien Species Introduction, prevention and control • Second national communication (UNFCCC) • Capacity Building for SLM in Seychelles (PDF A and Project) • Agulhas & Somali Current (regional) • Integrated water resources and wastewater management in Africa and Indian Ocean SIDS (regional) • Biodiversity protected area systems • Biodiversity regional project 	<p>Reading</p> <p>Interviews</p> <p>Focus Groups</p> <p>Workshops</p>	
	Improved monitoring and policy development capacity		Efficiency	<ol style="list-style-type: none"> 1. Managerial Efficiency 2. Programmatic Efficiency 3. Avoiding over-burdening of other partners 	<p>Have the programmes been implemented within deadlines, costs estimates?</p> <p>Have UNDP and its partners taken prompt actions to solve implementation issues?</p> <p>Were the UNDP resources focused on the set of activities that were expected to produce significant results?</p> <p>Was there any unidentified synergy between UNDP interventions that contributed to reducing costs while supporting results?</p> <p>Did the programme implementation place an undue burden on some partners? If so, what were the consequences?</p>			
	Improved awareness and decision-maker understanding		Sustainability	<ol style="list-style-type: none"> 1. Design for sustainability 2. Implementation issues and corrective measures 3. Up-scaling of pilot initiatives 	<p>Were interventions designed to have sustainable results given the identifiable risks and did they include an exit strategy?</p> <p>What issues emerged during implementation as a threat to sustainability?</p> <p>What were the corrective measures that were adopted?</p> <p>If there was testing of pilot initiatives, did a plan for up-scaling of such initiative if successful being prepared?</p>			
	Global environmental concerns integrated into national development policy		Relevance (within PA)					
		Gender and promotion of human rights	Responsiveness (within PA)					

Part I. UNDP Contribution to Development Results (continued)

Practice Area (PA)	CP 2003-2006 Outcomes	CP 2007-2010 Outcomes	Evaluation Criteria	Evaluation Sub-Criteria	Questions to be answered through the ADR	Sources of answers	Methods of data collection
Crisis Prevention and Recovery		Sustainable Disaster Management	Effectiveness	1. Progress towards Achievement 2. Alignment with and relevance to Outcomes 3. Reaching Poor and Disadvantaged Groups	Did the programme implementation contribute to progress toward the stated outcome? How do the projects and activities relate to the stated outcomes? How did the mix of different projects and non-project interventions contribute to maximizing the results? Did the programme implementation have positive impact on poor and disadvantaged groups? How was that impact achieved?	Government officials, development partners, civil society, research institutes UNDP and UN reports and officials Concerned project documents and stakeholders from the following projects: <ul style="list-style-type: none"> • Early Warning and Disaster Management • Reconstruction of Roads and Bridges • Estimates and Assessments of damages • Establishment of Preliminary Mechanisms • Preparation of Technical Specifications • Reconstruction of Dwelling 	Reading Interviews Focus Groups Workshops
			Efficiency	1. Managerial Efficiency 2. Programmatic Efficiency 3. Avoiding over-burdening of other partners	Have the programmes been implemented within deadlines, costs estimates? Have UNDP and its partners taken prompt actions to solve implementation issues? Were the UNDP resources focused on the set of activities that were expected to produce significant results? Was there any unidentified synergy between UNDP interventions that contributed to reducing costs while supporting results? Did the programme implementation place an undue burden on some partners? If so, what were the consequences?		
			Sustainability	1. Design for sustainability 2. Implementation issues and corrective measures 3. Up-scaling of pilot initiatives	Were interventions designed to have sustainable results given the identifiable risks and did they include an exit strategy? What issues emerged during implementation as a threat to sustainability? What were the corrective measures that were adopted? If there was testing of pilot initiatives, did a plan for up-scaling of such initiative if successful being prepared?		
			Relevance (within PA)				
			Responsiveness (within PA)				

Part I. UNDP Contribution to Development Results (continued)

Practice Area (PA)	CP 2003-2006 Outcomes	CP 2007-2010 Outcomes	Evaluation Criteria	Evaluation Sub-Criteria	Questions to be answered through the ADR	Sources of answers	Methods of data collection
Cross Cutting Issue	Gender	Gender	Efficiency Effectiveness Sustainability Relevance (within PA) Responsiveness (within PA)			Government officials, development partners, civil society, research institutes UNDP and UN reports and officials Concerned project documents and stakeholders	Reading Interviews Focus Groups Workshops
	South-South Cooperation	South-South Cooperation	Efficiency Effectiveness Sustainability Relevance (within PA) Responsiveness (within PA)			Government officials, development partners, civil society, research institutes UNDP and UN reports and officials Concerned project documents and stakeholders:	
	HIV/AIDS	HIV/AIDS	Efficiency Effectiveness Sustainability Relevance (within PA) Responsiveness (within PA)			Government officials, development partners, civil society, research institutes UNDP and UN reports and officials Concerned project documents and stakeholders from the following the Project: HIV/AIDS in the Seychelles	
UNDP Approach	Capacity Development				Has capacity assessment been an effective and regular feature of UNDP programming and activity design? What contribution has UNDP made to capacity development? What has been the effectiveness of this contribution to outcomes? What have been the patterns, practices and processes that have characterized UNDP's involvement in and contribution to capacity development? Have these patterns been shaped by UNDP's space-making and lead-agency roles, outcomes of global summits and major UN conferences and funding opportunities? Does UNDP have the right capacity to support capacity-development efforts, in terms of policies, tools and internal capacity?	Government officials, development partners, civil society, research institutes UNDP and UN reports and officials All project documents and stakeholders	

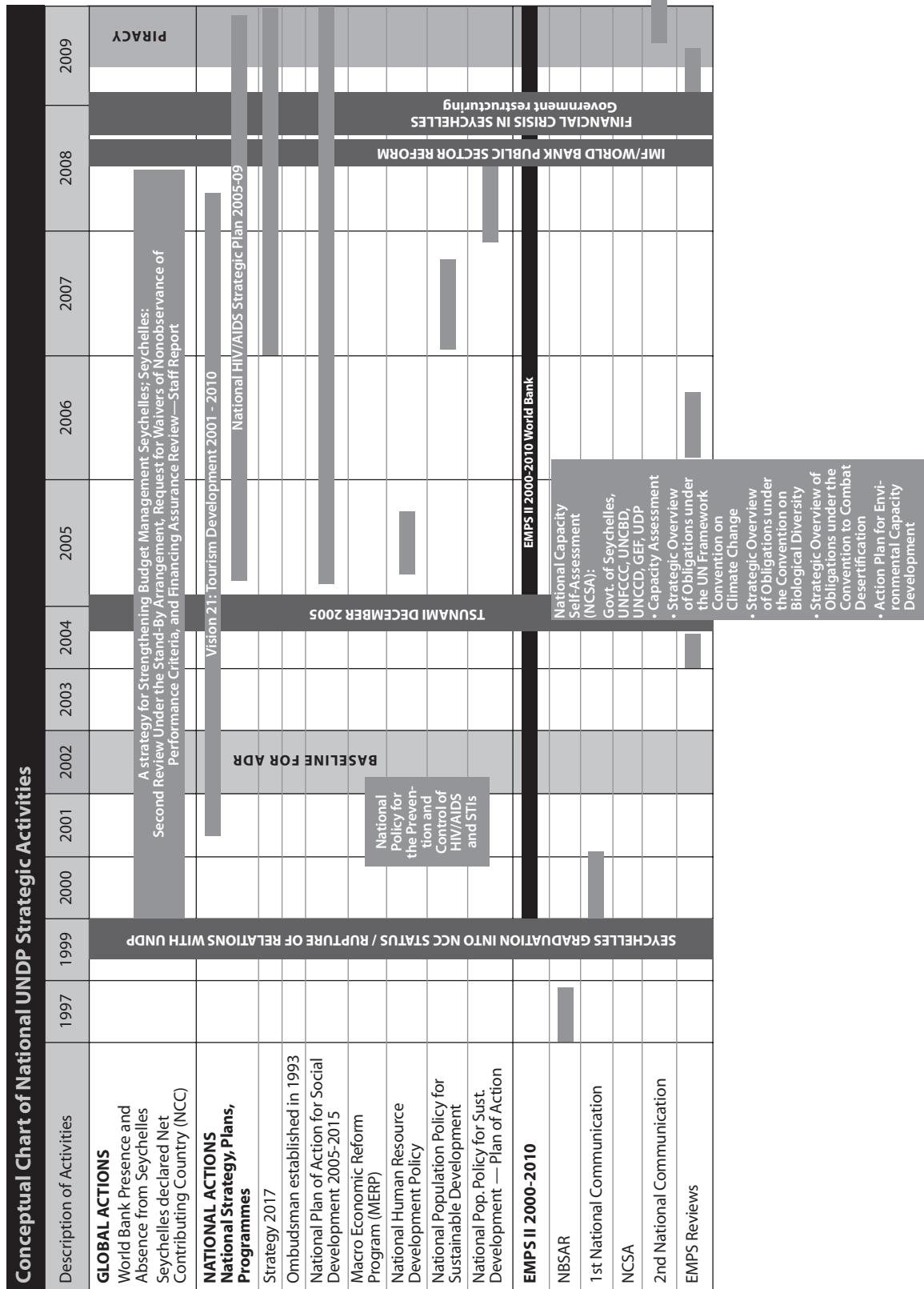
Part II. UNDP Strategic Positioning			
Evaluation Criteria	Evaluation Sub-Criteria	Questions to be answered through the ADR	Methods of data collection
Strategic Relevance	SR against national development challenges and priorities	Did the UN system as a whole, and UNDP in particular, address the development challenges and priorities and support the national strategies and priorities?	Government Think tanks and research institutes UNDP reports
	Leveraging the implementation of national strategies and policies	Did the UNDP's programme facilitate the implementation of the national development strategies and policies and play a complementary role to the Government?	
	Corporate and comparative strengths	Was the UNDP strategy designed to maximize the use of its corporate and comparative strengths?	
	S2.1 Responsiveness to evolution and changes in development needs and priorities?	Was UNDP responsive to the evolution overtime of development challenges and the priorities in national strategies, or significant shifts due to external conditions?	UNDP reports Government reports
Strategic Responsiveness	S2.2 Mechanisms to respond to crisis and emergencies	Did UNDP have an adequate mechanism to respond to significant changes in the country situation, in particular in crisis and emergencies?	
	S2.3 Balance between short-term responsiveness and long-term development objectives	How are the short-term requests for assistance by the Government balanced against long-term development needs?	
	S3.1 Assisting in the attainment of MDGs	Is the UN system, and UNDP in particular, effectively supporting the Government toward the achievement of the MDGs in general?	UN agencies (resident and non-resident) UNDP Government partners National partners
Contribution to UN Values	S3.2 Contribution to gender equality	Is the UNDP programme designed to appropriately incorporate in each outcome area contributions to the attainment of gender equality?	
	S3.3 Addressing the needs of the vulnerable and disadvantaged	Did the UNDP programme target the needs of vulnerable or disadvantaged segments of society so as to advance toward social equity?	
	S4.1 Effective use of partnerships for development results	Has UNDP leveraged its interventions through a series of partnerships to enhance their effectiveness? Has there been cases of missed opportunities for using partnerships more effectively?	UN UNDP Development Partners Government
	S4.2 Working with non-governmental partners	Has UNDP worked in partnership with non-governmental actors to maximize the impact of its projects?	
Strategic partnerships	S4.3 Assisting Government to use external partnerships and South-South cooperation	Has UNDP been effective in assisting the Government to partner with external development partners, such as through donor coordination? Has UNDP sought to maximize the opportunity of using South-South cooperation as a mechanism to enhance development effectiveness?	
	S5.1 Undertaking the CCA/UNDAF process	Was the CCA/UNDAF process logical and coherent and undertaken in full partnership with the UNCT and non-resident agencies and national stakeholders?	UN agencies (resident and non-resident) UNDP Government partners
	S5.2 Other Inter-organizational collaboration	Has UNDP facilitated greater collaboration among UN and other international agencies working in the country?	
Contribution to UN Coordination	S5.3 UNDP as a window to other UN agencies and assistance	Has UNDP been able to facilitate a national process of appropriation of the UN system's knowledge, expertise and other resources?	

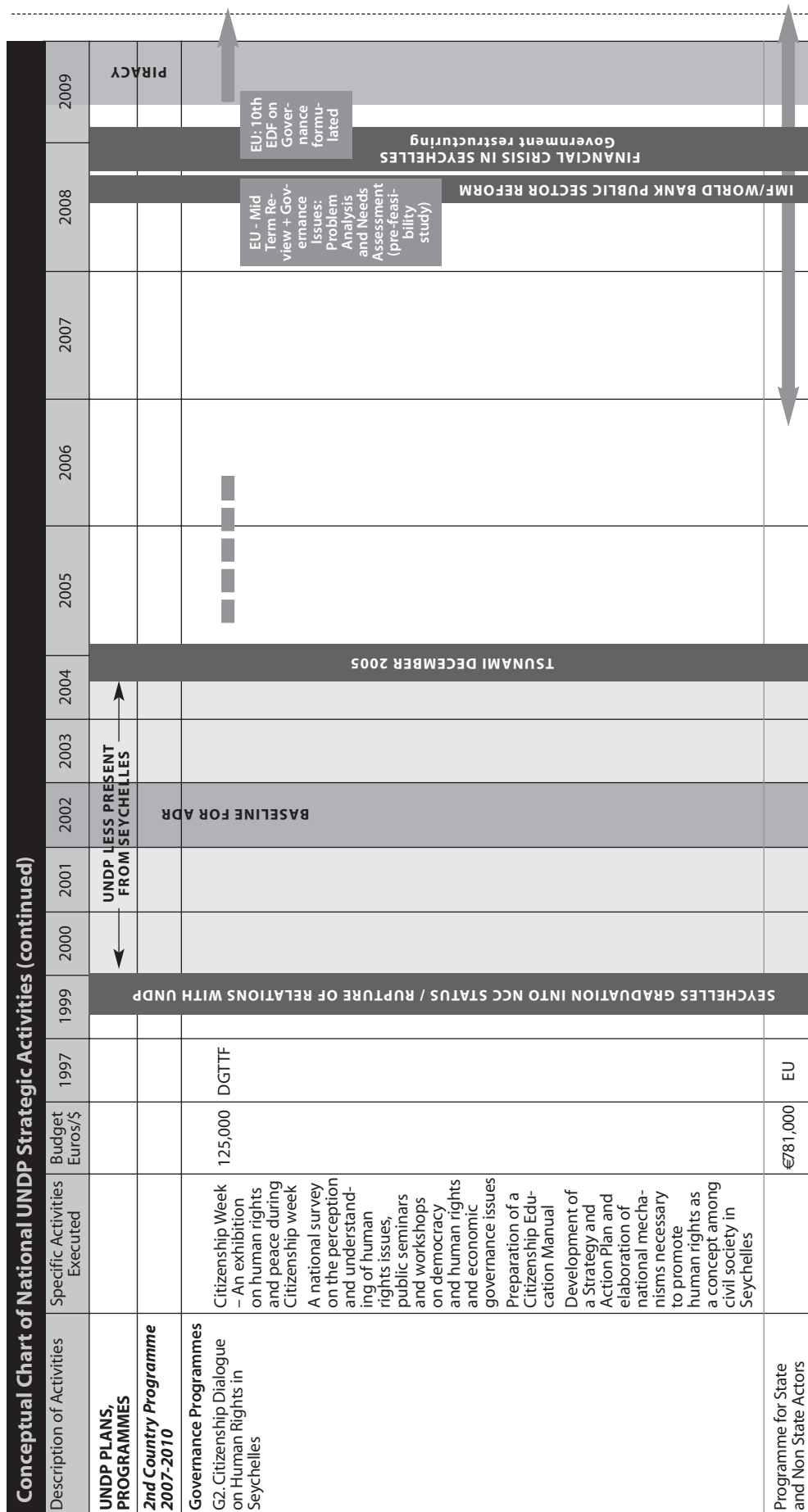
Annex 5

PROGRESS ON HUMAN DEVELOPMENT INDICATORS

Year of HDR	HDI Index	Life Expectancy Index	Education Index	GDP Index	Environmental degradation – CO₂ emissions/capita
1999	0.755	0.77	0.76	0.73	2.3
2002	0.811	0.8	0.84	0.81	2.6
2005	0.821	0.8	0.89	0.77	6.8
2007	0.843	0.795	0.886	0.848	6.7
2009	0.845	0.797	0.886	0.851	Not available

TIMELINES DIAGRAM





Conceptual Chart of National UNDP Strategic Activities (continued)

Description of Activities	Specific Activities Executed	Budget Euros/\$	1997	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
UNDP PLANS, PROGRAMMES Component 1. G.3 - 1.1 Capacity of the Human Resources Division of the Ministry of Education and Youth (MEY) enhanced policy formulation and implementation of a Human Resources Action Plan (HRAP)	2 on-line training courses Diploma Training and Development, Centre for Labour Market Studies, University of Leicester				↔									
	International consultant to do training of staff Workshop with international consultant Some equipment procured													
G.3 - 1.2 National Qualifications Framework developed and National Qualifications Authority accrediting locally designed courses	Consultant from South African Qualifications Authority (SAQA) Basic framework developed Regulations and policies Procurement of equipment, software													
	Data base of students and qualifications Consultancy Danic Ostiguy Procurement of equipment	€276,000												
SEYCHELLES GRADUATION INTO NCC STATUS / RUPTURE OF RELATIONS WITH UNDP														
TSUNAMI DECEMBER 2005														
UNDP LESS PRESENT FROM SEYCHELLES														
BASELINE FOR ADR														
IMF/WORLD BANK PUBLIC SECTOR REFORM														
FINANCIAL CRISIS IN SEYCHELLES														
Government restructuring														
PIRACY														

Conceptual Chart of National UNDP Strategic Activities (continued)

Description of Activities	Specific Activities Executed	Budget Euros/\$	1997	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	
UNDP PLANS, PROGRAMMES Component 2. Strengthening of Non State Actors (NSAs) capacity for improved service delivery to achieve MDGs	HAC made proposal involving National Council for Children (NCC) (HR in schools) and the Ministry of Education as well as public awareness activities on children's rights and the UNCRC. Consultancy STEPS: Capacity needs Assessment Database of NGOs, web site Framework for government/ LUNGOS collaboration Equipment Employment programme coordinator Capacity building of LUNGOS, members of LUNGOS Study on legislation Study on strategy	€277,056		SEYCHELLES GRADUATION INTO MCC STATUS / RUPTURE OF RELATIONS WITH UNDP		UNDP LESS PRESENT FROM SEYCHELLES		TSUNAMI DECEMBER 2005					IMF/WORLD BANK PUBLIC SECTOR REFORM FINANCIAL CRISIS IN SEYCHELLES Government restructuring	PIRACY	
Component 4. Strengthen capacity of police/prison officers in respecting and adopting human rights practices and sensitizing judiciary and civil society on gender and human rights issues	Several meetings with Humanitarian Affairs Committee – planning and networking Assessment, Planning and Formulation Mission for the Human Rights component of the project. Ms. Farhana Zuberi's	€277,078		1993 Constitution			CEFRAD: An Introduction to Human Rights								



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