**MID-TERM EVALUATION**

**The European Union’s National Capacity Building Programme for State and non-state actors Republic of the Seychelles**

MID-TERM EVALUATION

OF THE

**NATIONAL CAPACITY BUILDING PROGRAMME FOR STATE AND NON-STATE ACTORS**

**REPUBLIC OF THE SEYCHELLES**

FWC BENEF – Lot N° 7

Specific contract nr 2008/163935

FINAL REPORT   
15 September - 2 October 2008

This project is funded by the European Union 

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*This report has been produced for the EU Delegation. The views expressed herein are those of the consultants and do not necessarily represent any official view of the European Commission*

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**OF THE**

**NATIONAL CAPACITY BUILDING PROGRAMME FOR STATE AND NON-STATE ACTORS**

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**FINAL REPORT**

**by**

**James Houston**

**with Mark Sheldrake**

**November 2008**

**CONTENTS**

|  |  |  |
| --- | --- | --- |
| Ch. |  | Page nos. |
|  | Map of the Seychelles | 2 |
|  | Abbreviations and acknowledgements | 3 |
|  | Executive Summary | 4-9 |
|  | Introduction and Background to the Programme | 10-11 |
|  | Approach and Methodology for the Mission | 11 |
|  | **FINDINGS** |  |
|  | Problems and Needs: Relevance | 12-16 |
|  | Achievement of Purpose: Effectiveness | 17-21 |
|  | Sound Management and Value for Money: Efficiency | 22-26 |
|  | Achievement of Wider Effects: Impact | 26-29 |
|  | Likely Continuation of Achieved Results: Sustainability | 30-32 |
|  | Coherence with EU Policy | 33 |
|  | EC Added Value to Other Initiatives of EU States | 33 |
|  | **CONCLUSIONS AND RECOMMENDATIONS** |  |
|  | Conclusions and Recommendations for Programme Implementation to end of 2009 | 34-37 |
|  | Lessons and for Governance Programme Feasibility Study | 37-38 |
|  | Recommendations for Governance Programme Feasibility Study | 39 |

**ANNEXES**

|  |  |
| --- | --- |
| I | Activity Schedule for the mission |
| II | Persons consulted by the mission |
| III | Secondary material consulted by the mission |
| IV | Terms of Reference for the mission |
| V | Inception report with approach and methodology for the mission |
| VI | Log Frame and Results Framework from the Contribution Agreement |
| VII | Draft Terms of Reference for Feasibility Study for 10th EDF Governance Programme |

Note: Annexe VII had inputs from Mark Sheldrake

**TABLES**

**1.** Overall Financial Disbursement to end September 2008 (source: UNDP 29.9.08)



**ACRONYMS**

**ADB** African Development Bank

**ACP** Africa Caribbean Pacific

**CA** Contribution Agreement

**CAA** Constitutional Appointments Authority

**CSP** Country Strategy Paper

**CSO** Civil Society Organisation

**EC** European Commission

**EDF** European Development Fund

**EDP** Executive Development Programme

**EIB** European Investment Bank

**EU**  European Union

**GDP** Gross Domestic Product

**GOS** Government of the Seychelles

**HAC** Humanitarian Activities Committee

**HDI** Human Development Index

**HRD** Human Resource Development

**HRDAP** Human Resources Development Action Plan

**ICT** Information Communication Technology

**IMF** International Monetary Fund

**LUNGOS** Liaison Unit of Non-Governmental Organisations

**MDG**  Millennium Development Goal

**MERP** Macroeconomic Reform Programme

**MEY**  Ministry of Education and Youth

**MFA** Ministry of Foreign Affairs

**MNAs** Members of the National Assembly

**MoF** Ministry of Finance

**MTR** Mid-Term Review or Evaluation

**NAO** National Authorising Officer

**NDP** National Development Plan

**NHRDC** National Human Resource Development Council

**NHRAP** National Human Resource Action Plan

**NGO** Non-Governmental Organisation

**NIE** National Institute of Education

**NQA** National Qualifications Authority

**NQF** National Qualifications Framework

**NSA**  Non-State Actor

**SADC** Southern African Development Community

**SAQA** South Africa Qualifications Authority

**SCCI** Seychelles Chamber of Commerce & Industry

**SDP** Seychelles Democratic Party

**SIM** Seychelles Institute of Management

**SPUP** Seychelles People’s Unity Party

**SQA** Seychelles Qualifications Authority

**UDHR** Universal Declaration of Human Rights

**UNDP** United Nations Development Programmes

**UNECA** United Commission Economic Commission for Africa

**UN-OHCHR** United Nations Office for Human Rights

##### ACKNOWLEDGEMENTS

The evaluation team greatly appreciates the co-operation and assistance extended to its mission by the EC Delegation in Mauritius and in the Seychelles, Ministry of Foreign Affairs, UNDP office, component managers, government ministries, NSAs, private sector bodies and other persons consulted for this mission. Their respective comments and insights were very helpful to the evaluation.

**EXECUTIVE SUMMARY**

1. The evaluation team of James Houston and Mark Sheldrake were in the Seychelles from 18 September- 2 October 2008. The **overall objective** **of the Programme** is to contribute to the sustainable economic and social development of Seychelles**.** Evaluation was made of progress in achieving its purposeto empower State and NSAs through capacity building and training. Consultations were held with the managers of each of its three components, which are HRD capacity building for state actors- (I)NHRDC, SIM, SQA; (II) enhancing capacity of NSA sector and LUNGOS;(III) strengthening capacity and greater awareness of human rights in police); UNDP who managed the programme for the EC, NAO and key stakeholders and beneficiaries. Evaluation was based on the EC PCM methodology and evaluation criteria. To prepare for feasibility study in early 2009 to formulate a **Governance Capacity Building** programme under 10th EDF a TOR and problem analysis and needs assessment on Governance was prepared as per TOR for the MTR.

**Main Findings and Conclusions on Programme and its components**

1. Overall, appropriate **problems for capacity building are addressed.** Capacity Building needs were found to be significant for the different state actors and, also, in the NSA sector but to varying degrees. The **relevance of the actions under each component** outlined in the Results Framework with the Contribution Agreement between the EU and UNDP is **substantiated.** Framework is an efficient means to measure progress and results. Therefore, the assumptions, needs and problems on which the design was based are still valid as a basis for Programme purpose and implementation. Capacity and HRD needs are accentuated with the current Macro-economic reform, which could be accelerated in the light of the reforms that might eventuate from the current dialogue between the Government and the IMF. There is an overall **lack of involvement by the private sector** in the Programme, whichis essential if it is to be fully relevant to the scope of Macro-economic reforms. Quality of human resources is integral to allow the private sector to play its role in any economic reform and strategies for promotion of the economy.

**Achievement of Programme Purpose and Planned Outputs**

1. Capacity building through training, technical assistance, finance, materials, IT resources has led to credible results for the Programme as a whole but the inputs and results vary between components.

* **NHRDC** achieved a National Human Resources Development Action Plan;
* National Qualifications Framework developed by **SQA** and in final stages of approval;
* Competency based degree course in management and executive development programme developed at **SIM**.
* Training and capacity building courses run for **LUNGOS and NSAs.** Results less than expected as LUNGOS needs to relate more clearly to beneficiary needs. A factor is lack of capacity of LUNGOS and its management.
* Training modules in **Human Rights** for the Police Academy, 26 trainers trained from police, prison service, media, and civil society and awareness building initiatives have been developed during 2008.

1. **Extent of achievement of component outputs varied according to**:

* institutional constraints of human and physical resources and quality of personnel;
* management capacity with the capability to implement planned activities and achieve results;
* action plan and implementation strategy that is structured, realistic, achievable and which can deliver results.
* attitudinal constraints and institutional resistance to change ; and
* strategic vision for an institution with accompanying levels of leadership.

1. To achieve programme purpose, the components for Human Rights and NSA sector will need continued support to consolidate results. It is recommended that this is provided under the 10th EDF Governance Programme. The Human Rights component is likely to deliver most of its planned activities by end of 2009. Private sector dimension is essential if the capacity building needs for civil society are to be met.

**Sound Management and Value for Money and Use of Resources**

1. Nearly 50% of total planned expenditure for Programme has been disbursed by end September 2008. Component 1 (HRD Capacity Building) achieved most of planned outputs and expenditure of 76%. The need is to accelerate achievement of outputs for Component II and, also III, if the Programme is to achieve all planned outputs and expenditure by its end in December 2009.
2. Disbursement of expenditure for Components II and III needs to be accelerated through improved delivery of planned activities and outputs and especially for II. Component III has improved considerably since early 2008 which is reflected in the fact that the disbursement: expenditure ratio was 16% as at 31 May 2008 but had risen to by end of September to 33%. In contrast the respective figures for component 2 were 36% and 38%.
3. On its track record so far, **it is open to question if LUNGOS will achieve all the planned outputs or deliver activities in full** unless there is a more effective use of their capacity and the tools provided by consultants. It also needs to be more pro-active in its management approach.
4. Increased co-ordination and communication by UNDP with component managers would enhance implementation and delivery of planned results by end 2009. There is **insufficient visibility to emphasise that the Capacity Building programme is an EU programme with GOS.** It is commonly perceived as an UNDP programme rather than an EU programme that is managed by UNDP. The mission noted the lack of visibility in acknowledgement of that support in materials and the equipment procured with EU funds. UNDP need to ensure that the EU support is fully recognised and improve visibility.
5. More synergy is needed in mobilising the use of resources through greater co-ordination between components. Sharing of resources can lessen effects of loss of institutional memory of activities as a result of human attrition, e.g., at SIM. Use of such human and physical resources for the Programme as a whole would **maximise the benefits** from the investment of EU funds in IT resources at SIM and LUNGOS.
6. Greater co-operation, communication and co-ordination between components could engender **more synergy in mobilising and use of Programme.** This would assist delivery of the outstanding results by end of 2009 through the cross-fertilisation of ideas and the sharing of opportunities.
7. Programme Management needs to examine how electronic data base of resources can enhance sharing for benefit of all components and impact. This would be a cost effective use of resources and investment of EU funds.
8. UNDP programme management could **ensure that the gender dimension is fully represented in all Programme activities** and reporting.
9. The **Steering Committee** needs to emphasise more its strategic role as well as its supervisory role, through encouraging component managers to relate more their individual outputs to the overall Programme purpose.

**Achievement of Wider Effects and Likely Continuation of Achieved Results**

1. Institutional capacity building for SIM, LUNGOS, Police Academy needs to be developed further to ensure potential impact and sustainability of outputs
2. HRD Action Plan developed by NHRDC will support public sector wide Human Resource planning and aims of 2017 strategy. It is a significant framework for national level capacity building for all sectors. Once the plan is approved and operational, then it is **recommended that a seminar is considered by NHRDC to disseminate the plan** and discuss the implications for capacity building for both state actors and civil society.
3. NQF developed by SQA sets national standards for education and employment and so will have long-term impact in improving standards.
4. SIM degree course and EDP can meet management needs and change. Loss of four of trained staff diminishes potential impact of the Programme outputs.
5. **Institutional links** in other countries need to be developed further in order to **sustain the initiatives** if not already in place. For example, SIM with IPA in Ireland; SIM and NHRDC with ESAMI: SQA with SAQA in South Africa.
6. Programme management and component managers need to explore possibilities from distance learning and e-learning to build capacity and develop human resources in order to enhance potential impact of results.
7. **Human Rights and NSA sector need continued support** in order to meet the long term challenges they face to **sustain and consolidate results.**
8. Impact of LUNGOS to represent the NSA sector and develop their capacity and networking is diminished by its own lack of capacity. The Programme document only provided for a Documentation Officer to support a data-base for NGOs and information exchange but recruitment and deployment did not happen until mid 2008. LUNGOS also requested support for a Project Officer. The Steering Committee sought assurances of sustainability for this post after completion of the Programme and its funding. Assurances were given and the post approved in September 2008. The overall effect of lack of capacity was to lessen achievement of planned outputs and possible impact. To achieve impact from all the planned outputs by end 2009 then more effective use is needed of existing capacity, training tools and materials provided by STEPS.
9. Human rights component trained 26 trainers who can disseminate concepts and ideas that can animate mind set change on Human Rights. HR programme manager and HAC facilitate leadership acceptance of the changes proposed for the Police Academy training and internalisation of human rights concepts.
10. **Full acceptance of the approach and modules for training of police officers** at the Police Academy **depends on their acceptance and support at the senior leadership level**. It is suggested that a concerted effort is made by the Human Rights manager with the support of the Humanitarian Activities Committee to facilitate leadership acceptance of the changes proposed for the Police Academy training and internalisation of human rights concepts.
11. **Human Rights should also address responsibilities of the citizen as well as rights.** It should also include rights of the disabled as this appears not to be part of the current activities planned to the end of the Programme.
12. The Human Rights component would benefit from having **a clear identity and institutional focal point such as being clearly seen within MFA.** This would enhance implementation and also acceptance of awareness and change at a senior level within different institutions and organisations.
13. **Link with on-going UNDP** programmes for parliamentarians and media to complement outputs and **maximise potential impact of EC Programme outputs** and implementation to end of 2009.

**Main Recommendations for Implementation to end December 2009**

1. **Programme management by UNDP increase co-ordination through** more regular meetings of all component managers with the UNDP programme officer on a monthly basis. At the same time, **UNDP could institute a system** to support sharing of information by email between each component. This could enhance their co-ordination and awareness of initiatives or events which might be of mutual benefit to each component and their beneficiaries.
2. **Programme management organise a workshop for stakeholders in order to review the resources available**, such as the range of materials produced by each component, and how they can be shared to enhance implementation for the Programme as a whole. The workshop could also examine how institutional resources such as the different trainers that have been trained could help other components, for example, at SIM and for Human Rights.
3. Programme management **examine how an electronic data base of those resources especially documents and training materials could be created** in the UNDP office in Victoria to support that process. E-mail access and multiple use of materials could enhance capacity of State and Non-State actors to deliver their respective activities, as well as cost-effective use of resources.
4. **Sharing of resources would help to lessen the effects of loss of institutional memory** of programme activities as a result of people leaving jobs, for example, as at SIM with only 2 of the 6 trainers trained still in post.
5. **LUNGOS needs continued help with capacity building** if it is to deliver the results expected by end of 2009. It needs to complete a strategic plan that is also a business and operational plan. Guidelines are already available to it in the material produced by STEPS and which LUNGOS management needs can actively use and develop for this purpose. In doing so, this would maximise the benefits of the support from the EC.
6. **LUNGOS consider the issue of a fiscal framework** in relation to the taxation system to raise funds for NSAs as part of the process of building capacity.
7. **LUNGOS should seek to link the organisation and NSAs with EU based NSAs and civil society organisations**. This would enable it to access and take advantage of the opportunities offered under the various EU decentralised co-operation programmes for ACP states. This can help sustain NSAs.
8. It is understood that part of the remit of the **Human Rights Commission** enacted on 25 September 2008 will be to raise awareness of human rights. There is an opportunity for component 3 to relate its future activities to the mandate of the HRC, which might be explored by the component manager, as it is essential that the management of the HR component collaborates with the newly established Commission. In the view of the HR component management, such collaboration “*could ensure that the commission becomes the institution which ensures the sustainability of Human Rights in Seychelles”.*  The component management, furthermore, proposed that EU might consider assistance to help the Commission *“function effectively and independently.”* However, this is matter for the EC to consider.
9. **Lessons for Feasibility study on Governance**

* Clarity to its purpose, objectives, and expected results and which represent the views of a wide range of stakeholders
* Purpose and outputs need to ensure that they reflect the current situation
* Policy reform considered as part of the Governance Programme as capacity building on its own cannot effect change.
* Build on results from 9th EDF and not reinvent results of past studies
* Extend capacity and awareness in human rights and for civil society.
* Use the tools and materials developed as resources by 9th EDF Capacity Building Programme. Cost-effective use of those resources.
* Include the private sector dimension
* Monitoring systems built into design. An essential part of project management
* Effective implementation needs co-ordinated management, communication
* Effective leadership essential for programme management and delivery of results as sensitive issues for political governance, human rights, economic governance (such as accountability, transparency, corruption, leadership)
* Leadership essential from donor (EC) and executing agency (MFA) to ensure coherence of activities with strategic objectives in 10th EDF CSP.

1. **Recommendations for feasibility study to consider based on findings of MTR.**

* Policy reform and political decision making process are key aspects
* Awareness building of human rights builds on 9th EDF results and developed
* Consider social governance not covered in 9th EDF -protecting human rights of people living with HIV and AIDS and curtailing domestic violence.
* Formulation needs to be cognisant of the context of small island state and the process of macro-economic change with political implications.
* In view of the issues for economic governance (accountability, transparency, corruption, and values in leadership) feasibility study needs to be cognisant of any proposals for any structural and financial adjustment from the IMF.
* Similarly, the feasibility study should also examine any linkages to programmes for public sector reform and of public financial management.
* A strong civil society is needed to help drive change as well as provide the checks and balances in a democratic society
* Values and tools need to be considered that enable measurement of consciousness of those values and in political and economic governance.
* Linkage of citizenship and human rights and their responsibilities
* Feasibility study holds participatory seminars and focus groups to listen and consult. It needs to assess grass-root opinion as well as the usual range of people that all studies meet. Consultants must listen and check and verify.
* Formulation is the aim and not a study of governance of which there are a number already. It needs to examine how the programme can deliver results.

**OVERALL CONCLUSIONS & RECOMMENDATIONS**

**Chapter 10 CONCLUSIONS AND RECOMMENDATIONS**

1. Capacity building has had credible results for the Programme as a whole and for component 1 in particular. It has been partial for component 2 and accelerated for component 3 in the past six months with more substantial results than achieved by the end of 2007. A number of **factors have contributed to varying degrees to different levels of achievement in terms of expected results for each component.** The following factors need to be considered in improving implementation to the end of 2009 as well as in relation to formulation of a Governance Programme.

* institutional constraints of human and physical resources and quality of personnel;
* management capacity with the capability to implement planned activities and achieve results;
* action plan and implementation strategy that is structured, realistic, achievable and which can deliver results.
* attitudinal constraints and institutional resistance to change ; and
* strategic vision for an institution with accompanying levels of leadership.

1. **Institutional capacity building still needs to be developed further** for SIM, LUNGOS, Police Academy, and to ensure the potential impact and sustainability of the Programme outputs.
2. **The Human Rights and NSA sector will need continued support** in order to meet the long term challenges they face to consolidate the results. This could be addressed under the 10th EDF Governance Programme.
3. The Human Rights component is likely to deliver most of its planned activities by end of Programme. It would have a key role for future development under the Governance Programme.
4. The private sector dimension is absent from the Programme. It is essential if civil society and capacity building are to be fully addressed and with credibility.It is a lesson for the Governance Programme.

**Recommendations for Programme implementation to end of 2009**

1. **Programme management by UNDP needs to increase co-ordination and communication with component managers.** Means included more regular meetings of all component managers with the UNDP programme officer on a monthly basis. Such meetings could inform all personnel on planned activities that might be of interest and use to each component, deal with any operational issues common to them, and generally review progress.
2. At the same time, **UNDP as the programme manager could institute a system** to support sharing of information by email between each component. This could enhance their co-ordination and awareness of initiatives or events which might be of mutual benefit to each component and their beneficiaries.
3. There is **insufficient visibility to emphasise that the Capacity Building programme is an EU programme with GOS.** It is commonly perceived as an UNDP programme rather than an EU programme that is managed by UNDP. The mission noted the lack of visibility in acknowledgement of that support in materials and the equipment procured with EU funds. For example, all lack the EU logo to designate that it was purchased with EU funds. UNDP need to ensure that the EU support is fully recognised and improve visibility.
4. The **Steering Committee** emphasises its strategic role as well as its supervisory role by encouraging component managers to relate their individual outputs to the overall purpose of the Programme.
5. **Programme management organise a workshop for stakeholders in order to review the resources available**, such as the range of materials produced by each component, and how they can be shared to enhance implementation for the Programme as a whole. The workshop could also examine how institutional resources such as the different trainers that have been trained could help other components, for example, at SIM and for Human Rights.
6. Programme management **examine how an electronic data base of those resources especially documents and training materials could be created** in the UNDP office in Victoria to support that process. It is systematically updated as new material becomes available could be one option to be considered by Programme management. It could also examine an effective location with use of IT resources, such as at SIM, for this purpose. **Access by email and the multiple use of materials and data could enhance both the capacity of State and Non-State actors to deliver their respective activities as well as representing a cost-effective use of resources.**
7. Use of such human and physical resources for the Programme as a whole would **maximise the benefits** from the investment of EU funds in IT resources at SIM and LUNGOS.
8. Greater co-operation, communication and co-ordination between components as above could help to engender **more synergy in mobilising and use of resources created under the Programme.** This would assist delivery of the outstanding results by end of 2009 through the cross-fertilisation of ideas and the sharing of opportunities.
9. **Sharing of resources would also help to lessen the effects of loss of institutional memory** of programme activities as a result of human attrition with people leaving jobs, for example, as at SIM with only 2 of the 6 trainers trained still in post.
10. On its track record so far, **it is open to question if LUNGOS will achieve all the planned outputs or deliver activities in full** unless there is a more effective use of their capacity and the tools provided by consultants. It also needs to be more pro-active in its management approach.
11. **LUNGOS needs continued help with capacity building** in order to deliver the results expected by end of 2009. It needs to complete a strategic plan that is also a business and operational plan. Guidelines are already available to it in the material produced by STEPS and which LUNGOS management needs can actively use and develop for this purpose. In doing so, this would maximise the benefits of the support from the EC.
12. **LUNGOS consider the issue of a fiscal framework** in relation to the taxation system to raise funds for NSAs as part of the process of building capacity for the NSA sector.
13. **LUNGOS could also seek to link the organisation on behalf of NSAs with EU based NSAs and civil society organisations**. This would enable it to access and take advantage of the opportunities offered under the various EU decentralised co-operation programmes between EU NSAs and those in ACP countries. Information is available on the EU and EC Delegation web sites.
14. **Full acceptance of the approach and modules for training of police officers** at the Police Academy **depends on their acceptance and support at the senior leadership level**. It is suggested that a concerted effort is made by the Human Rights manager with the support of the Humanitarian Activities Committee to facilitate leadership acceptance of the changes proposed for the Police Academy training and internalisation of human rights concepts.
15. Programme management with individual institutional managers explore the **possibilities offered by distance learning and e-learning** for further upgrading and development of human resources. This is especially so for SIM.
16. **Institutional links in other countries could be developed further in order to sustain the initiatives** mounted under the Programme if not already in place. For example, SIM with the IPA in Ireland; SIM and NHRDC with ESAMI: and SQA with the SAQA in South Africa.
17. The Human Resource Action Plan is a significant framework for national level capacity building for all sectors. Once the plan is approved and operational, then it is **recommended that a seminar is considered by NHRDC to disseminate the plan** and discuss the implications for capacity building for both state actors and civil society.
18. UNDP programme management could **ensure that the gender dimension is fully represented in all Programme activities** and reporting.
19. **Human Rights should also address responsibilities of the citizen as well as rights.** It should also include rights of the disabled as this appears not to be part of the current activities planned to the end of the Programme. Similarly, there is a need to ensure activities consider children’s rights and linked to responsibilities of the citizen and citizenship.
20. It is understood that part of the remit of the **Human Rights Commission** enacted on 25 September 2008 will be to raise awareness of human rights. There is an opportunity for component 3 to relate its future activities to the mandate of the HRC. This should be explored by the component manager. In the view of the HR component management, such collaboration “*could ensure that the commission becomes the institution which ensures the sustainability of Human Rights in Seychelles”.* The component management*,* furthermore, proposed that EU might consider assistance to help the Commission *“function effectively and independently.”* However, this is matter for the EC to consider.
21. The human rights component would benefit from having **a clear identity and institutional focal point such as being clearly seen within MFA.** This would enhance implementation and also acceptance of awareness and change at a senior level within different institutions and organisations.
22. The MFA as implementing agency for the HR component commented that:“i*t is vital that the way funds are disburse is improved currently since the project does not have its own bank account, the HR Manager has to makes a request funds from the Ministry of Foreign Affairs (MFA) which is then reimbursed by UNDP. This mechanism sometimes puts a lot of strain on the budget of the MFA and delays disbursement of funds.”*
23. The EC capacity building programme in relation to human rights and the UNDP project to create greater awareness in the National Assembly, media and parliamentarians mutually reinforce the objectives of each. Co-operation between each should be encouraged in order for the EC Programme to gain from the experiences and lessons of the UNDP programme. This might then assist with implementation of the component 3 to the end of 2009.

**Chapter 11 LESSONS AND FOR GOVERNANCE FEASIBILITY STUDY**

1. Ensure that the Programme has **clarity to its purpose, objectives, and expected results. It should represent the views of a wide range of stakeholders** and which will facilitate their full participation and ownership in implementation.
2. TheGovernance programme has a **clear identity from being located within institutional focal point of sufficient standing for it to have the credibility at a senior level to implement activities as it will address sensitive issues of policy and institutional refo**rm in both the public and private sector.

**Purpose and outputs need to ensure that they reflect the current situation.** Design needs to have an in-built flexibility in order to accommodate relevant changes in the political, legislative and macro-economic spheres