



INDICATIVE COOPERATION PROGRAMME PORTUGAL — SAO TOME AND PRINCIPE (2012-2015)

Joint evaluation

EXECUTIVE SUMMARY

The **object** of this evaluation is the indicative cooperation programme (ICP) Portugal — Sao Tome and Principe 2012-2015. A Memorandum of Understanding was signed on 27 November 2013, with effect from 1 January 2012. The evaluation covered the interventions implemented under this strategic reference framework, with an indicative budget of EUR 43.5 million.

The **evaluation objectives** were:

- Analyse the ICP process of programming, co-ordination and monitoring, in terms of their relevance, alignment, harmonisation and ownership, in view of global and sectoral results;
- Assess the implementation level of the ICP 2012-2015, the performance in relation to programming by axis and area of implementation;
- Assess the results achieved in the main areas/sectors of intervention;
- Assess the level of implementation of the recommendations delivered from the evaluation to the ICP Portugal — Sao Tome and Principe (STP) 2008-2011;
- Draw up recommendations aimed at improving the design, implementation and results of the next strategic cooperation programme (SCP).

Methodology

The evaluation was carried out jointly by the Portuguese and Sao Tome authorities between January and June 2016. It has a macro sectoral approach, looking at the globally integrated programmes/projects in each sector, complemented by the analysis of main projects in the priority sectors of the Portuguese Cooperation (PC).

Quantitative and qualitative information was gathered through desk review, interviews with main stakeholders, and direct observation of main interventions.

Among the methodological limitations are lack of a macro-level monitoring tool for the ICP 2012-

2015 (with indicators, baselines and targets) and lack of data available on poverty and sectoral statistics in STP, which precludes a more thorough results analysis.

Conclusions

The ICP 2012-2015 was strategically relevant to the ENRP II, was aligned with the PAP 2012-2016 and contributed to the achievement of the MDGs, namely in the health sector (MDGs 4, 5 and 6), gender (MDG 3) and environment (MDG 7).

Development cooperation is coherent with the *Portuguese development cooperation strategic concept*. Portugal is recognised by STP authorities and other development partners, as a partner with added value due to long and credible knowledge, presence and contribution to macroeconomic stability, capacity development in public administration and support in social sectors.

There is continuity between the ICP 2008-11 and the ICP 2012-15. PT maintained the support to governance institutional capacity development and in key sectors such as health, education and training, security and social protection.

ICP's coordination and monitoring mechanisms have been very limited. Coordination and complementarity with other donors need to be improved enabling a better efficiency and effectiveness.

Planning and programming instruments are weak, either in Portugal or in STP, and require improvements towards a multiannual and flexible programming. In STP remain major weaknesses in the coordination and monitoring of national ODA as well as in the sectoral coordination which remains under the responsibility of sectoral ministries. The Aid Coordination Unit (SISA) is still not working.

The ICP 2012-2015 financial execution was EUR 56 million. The overall implementation rate was 129% compared to the indicative budget (114% in Axis I and 127% in Axis II). It was not possible to carry out a sectoral analysis of



implementation rates, because the ICP does not identify financial data by sector. It was also not possible to carry out a comprehensive analysis of effectiveness, given the lack of global and specific objectives at the level of the ICP priority axis and areas of intervention. Only at the level of programmes/projects objectives have been set, although without indicators, targets and baselines. Exceptions were the main projects in health sector (Health for all) and education sector (School +)

In **Priority Axis I — good governance, participation and democracy**, the Portuguese support is more important than its financial volume (7% of the ICP implementation). The Economic Cooperation Agreement (ECA) has allowed STP to control inflation and ensuring the needed macro-economic stability for investment. Technical military cooperation (TMC) has contributed to security in the Gulf of Guinea region, with regional and international effects.

Institutional capacity development, in a context of institutional fragility, is a long-term process that is inconsistent with the frequent institutional changes occurring in the country. The key factor for the success in institutional capacity is STP institutions have a clear strategic vision of its objectives and sectoral priorities. Another enabler of results is the long-term technical advice with continued presence in the field, the vast knowledge and experience which boosts an enabling, joint and integrated capacity dynamic. This dynamic is fed by direct input at various levels, from the support to reform the legal and instrumental frameworks to human resources training plans.

At the level of **organisational capacity development**, support could be more effective if organisational needs and priorities are identified in a sectoral strategic document or policy document in which cooperation is integrated, such as the ECA and the TMC (conversely is the support in the justice, migration and border control, fire brigade and civil protection). Medium-term assistance plans, as opposed to annual plans or one-off measures, tend to contribute to more positive and sustainable results in STP institutions.

At the level of the **individual capacity**, on-the-job training has been identified as the most effective, as well as training for managers.

However, it is important that such training benefit organisations as the brain drain linked to high rotation of directors reduces the efficiency and sustainability of capacity development support to STP organisations, looking that is always in the beginning.

Support for **civil society organisations**, complementing the EU support, has been increasingly oriented towards the creation of an enabling environment for the development and has strengthened good governance, participation and democracy.

The Priority Axis II — sustainable development and the fight against poverty has absorbed 90% of the ICP budget. In sectoral terms, health, education and social protection highlighted in terms of the results achieved.

In **health sector**, the primary responsibility for results and effects in the STP national health system may be awarded to the project Health for All. It is a structuring project, with cumulative results in terms of more equity in access to primary health care and greater access to secondary and tertiary health care, through the Missions of specialities and telemedicine. This project has contributed to a change in the national epidemiological profile and improvements in health centres. Contrary to the assumption, telemedicine did not translate into a reduction in the number of **medical evacuation** to Portugal, which involves high costs. For the period 2012-2015, the financial resources allocated to evacuations outweigh the *Health for All* project. Despite significant progress in health indicators and some input on capacity development and institutional frameworks, ownership and sustainability remain the main challenges.

In **education sector**, support focused on the public secondary education system through the Project School+ and scholarships for studies and training (both internal and external). In **secondary education**, support has directly contributed to the overall institutional improvement through a number of legislative initiatives, administrative, training and education. Among these curricula revision and teacher training were decisive. However, ownership and sustainability of results are critical processes. It requires continuous adjustment of the project internal and external factors in relation to the contextual dynamics of educational system, as well as an improved co-



ordination and joint monitoring by PT and STP. In **higher education**, the strengthening of the direct support to USTP promotes multiplier effects in the public education system. In **external scholarships** and vocational training scholarships, there was a low return on investment due the absence of a scholarship process focused on the priority training areas for national development, as well as the lack of incentive mechanisms for the return and integration in the labour market of STP.

In the area of **vocational training and employment**, support was ineffective. It did not contribute to strengthen the capacity of the public employment and vocational training services. It did not promote ownership neither create the bases for institutional, technical and financial sustainability. It is consensual between the parties there is a need to rethink the current model of support to the Budo-Budo training centre. STP remains unable to lead the sectoral coordination, stabilise a sector policy and operationalise a set of strategic priorities that lay the foundations for the national system of vocational training and employment. In the period 2012-2015, financial support through scholarships for vocational training in Portugal was higher than that allocated to STP public employment and training services. The effects generated on the employability of HR trained and on the labour market of STP are unknown.

In **social protection**, Portugal is the only donor on a continuous basis, playing a key role in structuring and supporting the national social protection network. Both, STP and PT, recognise the need to reduce its financial dependence on Portuguese financial support. The 2012-2015 ICP has introduced a ceiling for the Portuguese co-financing at 80% that was met. Both Parties recognise the duty of the STP authorities to gradually take over the responsibility for financing social services and equipment, reorienting support towards the institutional capacity building of the social security system.

Recommendations

Aid instruments and modalities

1. PC shall increase the transparency of distribution and use of financial resources by axis and area of intervention disseminating the forward spending plan (FSP) to STP.
2. In project modality, PC should revise the implementation model in order to promote

sustainability, and when applicable, design coordinated exit strategies.

3. The Portuguese Ministry of Finance must rethink the access to credit lines and their operationalization.
4. PC should consider the possibility of including new aid modalities and the diversification of funding sources for the next SGP.

Planning, coordination and monitoring

5. STP should improve national coordination and monitoring of aid and coordination with development partners operationalising the SISA/Aid Coordination Unit. Ministry of Economy and International Cooperation (MECI) should also strengthen coordination, through the involvement of all sectoral ministries and all development partners in each sector. STP institutions should channel their requests for support through the MECI and not directly to their Portuguese counterparts.
6. PC should reinforce the sectoral involvement in the design and implementation of the next SCP, both in Portugal and in STP.
7. For the SCP the counterparts (STP and PT) should ensure the harmonisation of areas of concentration with the Government Multiannual Programme and Major Plan Options, from a systemic perspective in which partners complement each other and effectively contribute to the achievement of the targets set out in the global and sectoral policies of the Plan.
8. STP must define priorities and objectives to be achieved, particularly in sectors there is still no strategic plans.
9. Within the framework of the SCP, STP and PT Authorities should discuss how the NGOs projects meet STP needs and in which sectors and areas of intervention aid should be implemented by NGOs. There is room for a greater involvement of NGOs, especially in the dialogue with the Embassy and with the STP authorities, sharing information and better coordination at headquarters and in the field.
10. PC should adopt an integrated sectoral approach, promoting complementarity and synergies between interventions within each sector.
11. PC should improve the programming by introducing indicators, baselines and targets,



enabling subsequent results-based (outcomes) monitoring and evaluation at global and sectoral levels.

12. PC should improve coordination and monitoring, both at global and sectoral levels. For this purpose should define a single monitoring system, shared by the several PC actors both at headquarters and in the field (Embassy). On the basis of the information integrated in a single system, it will be possible to monitor the progress, through indicators previously defined and agreed with the sectors, taking into account of the integrated macro sectoral analysis.
13. Joint annual reviews should be carried out at the macro level of the SCP, preceded by joint sectoral monitoring missions. The Camões, I.P. technicians should integrate the line ministries missions.
14. Risk management should be embedded in the SCP, both at macro and sectoral level.
15. PC shall strengthen the role of the Embassy in co-ordination and monitoring the SGP. The field team should be strengthened in order to allow regular meetings with all PC actors on the ground as well as the sharing of information between them and local partners and the Directorate for International Cooperation of the MECI.
16. At the project level, joint monitoring mechanisms should be established.

Good governance, participation and democracy

17. PT and STP should focus on capacity development of senior management functions in key areas of Public Administration, based on a needs assessment and a medium term plan.
18. In the Justice sector, revise the support based on the justice reform agenda, as well as complementarity/coordination with the UNDP support.
19. Invest in the security and development nexus, promoting synergies between Military and Police technical cooperation programmes. For this purpose, guidelines should be defined, making the ENSD operational.
20. In order to increase the Technical Police Cooperation (TPC) effectiveness, STP should draw up a national strategy or policy on internal security.
21. Reorient the TPC by defining a multi-year programme aligned with the SCP to ensure predictability and jointly programming with

STP authorities. Focus on objectives and results, training of trainers, to promote ownership and institutional capacity building. In the framework of TPC allocate a SEF Liaison Officer and rethink the support to the fire brigade and civil protection.

22. PC should continue to support STP civil society organisations and push for the allocation of EU funds under the Civil Society Organizations and Local Authorities in Development 2014-2020 program with the aim of creating an Enabling Environment to development, and thus contributing to strengthening good governance, participation and democracy, in line with the priorities and challenges identified in the EU Roadmap for Engagement with Civil Society 2014-2017.

Health sector

23. STP Ministry of Health should update the sectoral policy documents and operationalise sectoral coordination mechanisms to promote ownership and sustainability of the National Health Service.
24. PC should define the future of its support to the health sector, based on the ongoing external evaluation.
25. With regards to the management of medical evacuation for Portugal, carry out an external audit.

Education sector

26. Ministry of Education of STP should establish sectoral co-ordination and monitoring mechanisms, jointly with the MECI and the participation of all development partners present at the various levels of education sector.
27. PC should define a more coherent support based on an integrated sectoral approach, both at each level of education and in the links between the different levels of education.
28. Project School+ needs to revise its coordination and management model in order to promote ownership and sustainability. For greater proximity, coordination and ownership, place the project coordination team at the STP Ministry of Education headquarters.
29. Revise the support through scholarships. Internal scholarships should be focused on the bachelor's degree and its Regulation (2008) should be revised, in line with the last years



practice of consider the area of training as a criterion for the allocation of scholarships. External scholarships the focus should be postgraduate training (masters and doctorates) that will empower the USTP and public administration senior officers. Adopt mechanisms that maximise the return on investment in external scholarships for studies and vocational training (e.g. co-supervision between STP and PT institutions in priority training areas; return clauses and professionalization in STP; allocation of scholarships to attend courses at the Cape Verde University, in particular medicine, etc.).

30. In support of USTP, increase postgraduate training offer (Masters and Doctorates) in strategic areas for the development of STP, under the Authorization Protocol for the Operation of Higher Education, signed between both Ministries of Education.
31. Through Portuguese technical assistance, support the creation of a legal framework to regulate higher education, to implement mechanisms for evaluation and accreditation of higher education courses, and to strengthen institutional capacities of the Directorate of Higher Education and Science.

Vocational training and employment

32. PC should refocus the support for vocational training in line with the alignment with the priorities set out in Strategic Plan for Vocational Training being drawn up by the Ministries with competences in the subject, and in agreement with the District Chambers. Adopt an integrated approach in this area, articulating all the actors involved.
33. The STP Ministry of Employment and Social Affairs should establish sectoral coordination and monitoring mechanisms with the participation of relevant development partners, and in liaison with the STP Ministry of Education (and MECI), addressing the problem of overlapping government functions in the area of vocational training.
34. Set up a joint working group to review CFP Budo-Budo bilateral support, with the involvement of new partnerships for financial and technical resource mobilisation under the Cooperation Agreement between the IEFPT and the International Training Centre of the ILO (signed in January 2015 and valid for 3 years). Meanwhile, urgent action is needed to

address the issue of the management team of the CFP to overcome the current stalemate.

35. Carry out an evaluation of the bilateral aid to Budo-Budo over the period 2002-2015, with the aim of giving guidance for the revision of the current model of support and possible restructuring of the Centre based on international best practices.
36. Following the mission of the LuxDev to STP, consideration should be given to partnership with the cooperation of Luxembourg for vocational training in the tourism sector at the School of Hospitality and Tourism of Cape Verde.
37. Regarding scholarships for vocational training in Portugal, STP should do a prior risk assessment with the aim to minimise the negative effects and maximise the return on investment. As a minimum, STP should define specific regulations, selection criteria aligned with national priorities; establish a system of post-training monitoring and follow-up; and create incentives for return and labour market integration of HR trained abroad

Social protection

38. PC should support the reform of the Social Security system at the level of institutional capacity building.
39. Maintain direct support to the national social protection network while planning an exit strategy focused on the institutional capacity building of the competent authorities, so that, in the medium term, they assume technical and financing responsibilities for social services, by leveraging other sources of funding and partnerships.
40. Link bilateral intervention with the project "ACTION/Portugal - strengthening social welfare systems of PALOP and Timor-Leste", namely the training component provided through the International Training Centre of the ILO.