



*Ministério dos Negócios Estrangeiros
Instituto Português de Apoio ao Desenvolvimento*

Evaluation of the Portugal - Cape Verde Cooperation in the domain of Higher Education developed within the scope of the 1997 Agreement

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Abstract

The Cooperation Agreement signed between both countries in 1997, comprised an evaluation, after 5 years of execution, of the actions developed within its scope, of its results, and of its contribution to the development and consolidation of Higher Education in Cape Verde. This was the purpose of this evaluation, along with the analysis of the operation of the then created Pairing Commission – the coordination and management structure created by the Agreement.

Object of the evaluation

The following were evaluated: (a) the set of projects developed by Portuguese Higher Education institutions, public and private, leading to the development of Higher Education in Cape Verde (expansion of the training offer, teacher training, institutional support, etc.), the consolidation of its institutions and, as an end purpose, to the creation of the Cape Verde University; (b) the contribution of Portuguese State to providing higher education to Cape Verde citizens by way of granting vacancies and scholarships in Portuguese universities; (c) the operation of the Pairing Commission – the coordination and management structure of the Portugal-Cape Verde cooperation in the domain of Higher Education.

Evaluation description

1. Purpose

(a) To evaluate the performance of Portuguese cooperation in the domain of higher education from 1997 to 2002; (b) to evaluate the efficiency and effectiveness of its coordination structure - the Pairing Commission; (c) to support the decision making of government officials in connection with the possible revision of the Agreement signed between the two governments in 1997.

2. Methodology

Analysis of the documents and of the information collected by interviewing those responsible for the coordination of the cooperation of both countries and the coordinators of cooperation projects, as well as the heads of higher education institutions in Cape Verde. This analysis was based on a strategy of approach to the field and on the consolidation/validation of information, by applying a case-by-case analysis methodology, and by organizing workshops with the main stakeholders, for discussion of the Final Report.

Main findings

1. The 1997 Agreement allowed for the creation of basic observation devices, monitoring and coordination/regulation of sectorial cooperation and thus making it easier to identify the solutions better adjusted to meet the Cape Verde needs. However, the very general and incipient nature of the Agreement, marked by vagueness in terms of the allocation of financial resources, goals and development priorities, cooperation strategies, capacity of coordination structures, etc., has quite severely restricted its reach.

2. The main strategic reorientation in the Agreement direction and management, and the cooperation developed within its scope, have been defined and implemented without the involvement of the Pairing Commission and essentially results from the alterations occurred in the management of the organisms/agencies therein represented (ICP, DGESup, DGESC, etc.).



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3. The supervision mechanisms that are applied to Portuguese cooperation projects and actions are very fragile and limited to the financial area, there being no collection, registration, basic description/characterization instruments or analysis of the projects and actions implemented. Very often, there are neither project documents nor the corresponding physical and financial implementation reports, which severely restricts the coordination, the reorientation, and the cooperation monitoring capacity of the DGESup, the ICP and the Pairing Commission.

4. The strategy of support to partnerships and to inter-institutional cooperation revealed to be particularly adjusted to the goal of supporting and consolidating new higher education courses in Cape Verde, by way of “teaching missions” and occasionally of curricular assessorship. Nevertheless, due to this strategy having been so predominantly applied, it did not manage to achieve results of an identical level in the areas of support to the development and consolidation of higher education institutions (education equipment, advanced training of Cape Verde lecturers, research and assessorship of the organisation and strategic development of institutions, etc.), that it initially intended to achieve.

5. Portugal is the main donor of scholarships to Cape Verde students and is also the main country of destination/study of students with scholarships granted by the Cape Verde government for the filling of vacancies in foreign countries. The strategic role of this policy of granting vacancies and scholarships for the training of Cape Verde managerial staff and for the development of higher education is, in this context, well recognised in the country. This strategic role is clearly reflected in the operation of the Pairing Commission, which has devoted the majority of its meetings to this subject, sometimes to the detriment of other areas that area also relevant in terms of the objectives of the 1997 Agreement.

6. The positive contribution of Portuguese cooperation is clearly recognized and valued in Cape Verde, both by the education authorities and the heads of teaching institutions. Portuguese support was significantly felt in terms of the increase in internal training supply and development, and particularly in the scientific areas associated to training of primary and secondary education teachers (IP and ISE), and in those areas of mechanical, telecommunications and civil engineering, marine biology and the nautical professions (ISECMAR), and tourism.

Recommendations

1. To integrate in a single Cooperation Agreement the support to development and consolidation of higher education, as well as the support to scientific and technological research and to advanced training, which are currently integrated in separate Agreements.

2. To clarify the following in the wording of the Agreement: (a) the allocation of multiannual funds directed to actions to be implemented pursuant to the Agreement; (b) different actions/measures to be targeted by cooperation, particularly in terms of the expansion and consolidation of domestic training supply, foreign and domestic vacancies and scholarships, technological and scientific research, advanced and post-graduate training, as well as support to the evaluation and strategic development of Cape Verde teaching establishments, and of sectorial management and coordination structures in the administration of the education sector; (c) the structures required to ensure the monitoring and implementation of projects in the field, that, in terms of the Portuguese party’s contribution, must simultaneously bring together specific competences at sectorial level and external cooperation coordination capability, with “antennas” in the field.

3. The participation of entities representing higher education institutions (CRUP, CCIS, ...) must preferably be established at the level of discussion of cooperation policies in the area of higher education and not directly in the coordination and monitoring structures of each of the Agreements Portugal might celebrate with any of the African Portuguese-Speaking Countries.



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4. The establishment of strategic inter-institutional partnerships is the privileged route for cooperation development in the area of higher education, and must be encouraged, however these partnerships should adopt the form of organisational development *integrated projects* (curricular, research, consolidation of initial training supply, advanced training of lecturers, teaching resources, etc.).
5. The strengthening of the priority of post-graduate scholarships in relation to initial training scholarships, must also establish the awarding of priority to candidates having a connection/tie to Cape Verde higher education institutions, and comply with the development project of the relevant institution.
6. Mechanisms adjusted to the nature of the higher education cooperation projects must be created, in order to monitor cooperation, guaranteeing the individualisation of all the projects and articulating their physical and financial implementation.
7. The articulation/coordination of initiatives and the convergence of cooperation policies in the projects and actions financed and/or coordinated by IPAD, MOPH, ME or MCES, must be promoted, in order to guarantee the complementarity of the interventions and their results.
8. The projects to be supported will be required to ensure/guarantee: (i) the internalisation of cooperation initiatives in the Cape Verde institutions; (ii) the accreditation of courses and the certification of the Cape Verde graduates, without prejudice to the possibility of double certification processes being developed, for the purposes of continuing studies, within the framework of partnerships and/or protocols between the institutions of both countries.
9. The current model of “travel payment + subsistence allowance”, which created a direct relationship only between the lecturer/researcher and the ICP, without any intervention from the institution to which he/she is bound and that sends him/her on the cooperation mission, must be replaced by a contract between the coordination structures of Portuguese cooperation and the Portuguese institutions that implement the actions in the field, thus favouring the appropriate multiannual planning of projects.
10. The parties appear to agree that the granting of scholarships to, first and foremost, support the attendance of higher education in institutions existing in the country, is the path to take and to expand. In the Portuguese case, it’s necessary to consider in what extent should be attained a greater balance between the number of scholarships granted to study in Cape Verde and the number of scholarships granted to study in Portugal.
11. Initiatives to support the regular identification of the priority training areas in Cape Verde must be developed, by way of a cooperation project devoted to this particular area.

Feed-back:

The evaluation will be taken into account at the time the Portuguese Cooperation strategies in the Higher Education sector in Cape Verde are redefined.

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