



## **CLUSTER EVALUATION ON EDUCATION SECTOR IN GUINEA-BISSAU (2000-2007) EXECUTIVE SUMMARY**

### **INTRODUCTION**

The present evaluation is an internal exercise carried out by GAAI, with the contribution of a local consultant for the analysis of PAEIGB and PASEG interventions. The scope of the evaluation is the “PAEIGB, “PASEG” and “FDB” interventions, in the period 2000-2007. These are considered as structuring interventions of the Portuguese Cooperation’s (PC) support to the Guinea-Bissau (GB) education sector.

As stated in the Terms of Reference (ToR) the evaluation objectives were:

- Assess the PC performance in the three interventions, especially its contribution to the improvement of the educational level;
- Assess the degree of accomplishment of the intended results;
- Identify eventual adjustments in the interventions (activities, work modalities, etc.) giving attention to the intended results and effects in the target populations;
- Assess the relevance and sustainability of the interventions;
- In the context of the new programming cycle within GB, identify constraints, suggest ways of surpassing them and make recommendations.

### **EVALUATION CONSTRAINTS**

The evaluation faced some constraints that limited the assessment of evaluation criteria:

- Great difficulty in obtaining disaggregated information on education in Guinea-Bissau. This limited the analysis of the effectiveness and effects. The team had to work exclusively with the data supplied by the intervention teams, given the scarcity of actualized statistical information at national level.

- The disparity of data over the same indicators was a constant not only in the Guinea-Bissau statistics but, also, in the Portuguese Cooperation.
- The discrepancy between sources of information inside IPAD (between different work units) and between IPAD and the executors.
- The existence of fragmented, poorly systemized or insufficient information, in IPAD, about the 3 interventions, since 2000. Until 2002 data is inexistent or scarce, and in some cases contradictory. The monitoring information was insufficient both from the point of view of the financial execution and in the results indicators and limited the effectiveness and efficiency analysis.
- The absence of specific objectives, activities and intended results in the project’s documents, hindered a rigorous results analysis, limiting, on one side the monitoring mechanisms and on the other the possibility of assessing the evaluation criteria.
- The evaluation did not include the adequacy analysis of the adopted methodologies in the training of trainers both in PAEIGB and in PASEG. This will have to be subject to analysis on the part of the Portuguese Education Ministry.

### **RESULTS**

#### **1. PAEIGB**

- PAEIGB is an excellent project for GB and Portugal.
- The available data and information and the achieved results allow us to state that it was efficient; even if it hadn’t had a previous quantification of the results to reach by the Project.
- The efficiency analysis was impaired by the absence of information on how many financial resources there were and it’s structure, and even by the difficulty to find efficiency indicators.

- In the face of the attained results, it's possible to identify effects at the individual level (direct beneficiaries), at the local and regional level (expressed in the increase of the technical and pedagogical capacity of the teachers and the Regional Education Service inspectors), on the Portuguese language use and understanding, in inducing reading habits, and on the sensitization of the population of the importance of school and education.
- Concerning sustainability, there is evidence of individual and institutional ownership and socio-cultural insertion but if the PC support comes to an end there are no guarantees that the Project activities will continue to run as normal, as a result of the local institutional fragility.
- There was some coordination and complement between this project and other PC interventions, namely with PASEG, as well as with other donors, as it was the case of the articulated and coordination with NGDO. There was also joint work with local institutions, namely with INDE and DRE.
- The intervention in basic education (BE) constitutes one more added value of the PC not only because of the deep knowledge of the reality but also because of the common language, placing Portugal in a privileged position to act in the system of Guinea's education level.
- Although the project was developed in the interior of GB its visibility extended to all the country, mainly due to the collaboration with local radios. It also had echoes in Portugal and Spain, through its dissemination in specific events.
- The identified main constraints are related to Guinea's State's own nature, the education system fragilities, the target beneficiaries' heterogeneity and the overburden of Guinea-Bissau teachers, along with the lack of recognition of the formation for the teacher's career progression.

## 2. PASEG

- PASEG is relevant both for the GB and for Portugal. For GB because it

supports a sub sector (secondary school) traditionally neglected by the international cooperation, which deals with several problems. In the second case, the program integrates the PC priorities of supporting the systems of education and also the support of the Portuguese language (PL) consolidation.

- PASEG focuses its intervention on 4 great areas: teaching at Secondary level; formation of teachers of basic education; alphabetization and other activities, all of them converging at the PL consolidation objective.
- The effectiveness analysis was impaired by the absence of specific objectives, activities, resources and results previously and objectively quantified. PASEG evolved throughout time, indicated by the fact that only the 2007/08 school year it started to be correctly structured however the doubts remain about the intended results.
- Despite the difficulties in quantifying results, until 2006/2007 the support to the basic education (BE), suggests a greater effectiveness given the focus on the formation of teacher trainers. The alphabetization is making it's first steps, so it's premature to speak about effectiveness. The wide range of other activities developed by the Portuguese teachers has grown each year. There are risks to focus the attention on aspects that aren't the central subject of this intervention.
- The creation of the GAP, in 2006/07, as a new mechanism of pedagogical support to the local teachers, will be able to produce better results in the support to secondary education, due to its intended spillover effects.
- It wasn't possible to appreciate the efficiency, due to the inexistence of the global cost of the program or because the available data is insufficient and/or contradictory, and the absence of indicators.
- It wasn't possible to identify with rigour the effects on the education system in general and in particular in the schools where it is implemented, given the absence of indicators. However it's possible to state that there is a new



dynamic in the target schools, thanks to the OfLP.

- In respect to the sustainability, despite some signs of OfLP ownership with the development of local capacity building through local collaborators, if the Portuguese aid ends, there are no guarantees of its normal functioning, or of the consolidation of the acquired knowledge.
- It was possible to identify synergies with PAEIGB, mainly with the TEB, and with FDB, in the Portuguese language teaching, as well as with the CCP, on the organization of Portuguese language courses and initiation of computer science.
- The visibility of PASEG is great, not only in the secondary schools but also in Bissau. This is not a result of the central activities of the program but is a result of the wide range of extra-curricular activities developed by the Portuguese teachers' development in schools through the OfLP, and outside them.
- The program conception and the context where it works are the main constraints of PASEG.
- Despite the identified constraints, this program appears as an "oxygen balloon" that prevented the collapse of the national education system, in a moment where there was a clear and disturbing reduction of the international partners.

### 3. FDB

- FDB project is relevant both for GB and Portugal, giving an important contribution not only to the consolidation of the Rule of Law in GB but also for the PC credibility and prestige.
- The Project is effective in achieving results both in giving a university degree, in training a staff of Guinea teachers, and in the service that it delivers to the community. It has also been capable in giving an answer to the requests of Guinea authorities.
- The Project appears to be efficient when we compare the annual costs of the FDB student, supported by the PC,

with the ones of the Portuguese universities.

- The impacts of the Project are visible in the Guinean society and in the higher education as well as in the direct beneficiaries. The human resources qualification degree in the courts increased significantly, contributing to the acceptance and credibility of Justice. They are also visible in the strengthening of the civil society organizations. In the domain of superior education FDB acted as stimulation and a model to the development of other institutions, by also supplying teachers. At an individual level, the social and labour ascension is clear since there is no unemployment between the licentiates.
- The conditions to the institutional, scientific and pedagogical sustainability are starting to be established, but there is no financial sustainability.
- There is coordination and articulation with other cooperation projects and actors, namely with PASEG, ICA and FCG. The Project is known to strengthen synergies with international institutions such as UNDP.
- The Project is a clear added value of the PC, improving an area that would hardly be worked with more effectiveness by any other donor.
- The Project recognition, and by consequence the recognition of the PC is great in Guinean society both because of the rigour and prestige of FDB, the extracurricular activities that it develops and its contribution to the Guinean society in general.
- The Project constraints are related, on the one hand with the fragile nature of Guinea State and, on the other hand, with the bureaucratic processes delays in Lisbon, namely with the disbursements and the concession of visas.

## CONCLUSIONS AND RECOMMENDATIONS

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- The GB fragile State nature, namely the weak institutional and financial capacity, limits the dialogue and



implementation of the activities. In this context, any intervention must be thought in the long term, especially in the education sector where the results and effects only appear in the long run.

- The Portuguese cooperation intervention in the education sector is very relevant, on the different education levels, due both to the fact that most of the donors have abandoned GB, and because it constitutes a clear added value, because of the common language and legal matrix.
- The three interventions, as an expression of solidarity with a country that has just left a devastating conflict, contributed to raise and to consolidate the Portugal image in GB.
- It was not possible to make an efficiency analysis. PAEIGB and, above all, PASEG effectiveness analysis was difficult given the absence, since the beginning of both projects, of specific objectives and indicators of results adequately quantified. In the three interventions, sustainability and ownership collided with the institutional fragility and the structural financial incapacity.
- The interventions effects are not clear. A positive correlation between these interventions and the use/understanding of the Portuguese language by the direct beneficiaries is not explicit.
- The most visible impacts are related to the FDB project, distinguished by the rigour and quality of the formation and by the prestige that it has in the Guinean society. It is a reference in GB, giving credibility and prestige to the PC.
- The monitoring mechanisms used by IPAD and the nature of the available information weren't sufficient to accomplish the evaluation. In all three cases it wasn't possible to know the exact value of the IPAD co-financing and even of the global values of each one.
- The constant rotation within IPAD, between the technicians that accompanied the interventions reflects itself in the huge institutional incapacity to reconstitute their implementation cycles.

- The annual programming character appears counter-productive when the interventions have plurianual timetables, compelling repetition of inefficient bureaucratic-administrative processes.

## RECOMMENDATIONS

From the general and specific conclusions of each intervention emerge the following recommendations, whose addressees are identified:

1. In a sector wide approach framework, continue to support the education sector in GB, not only on these interventions but also at the level of the institutional capacity building of the Guinean Education Ministry. The teacher's formation will have to have the greatest priority. **(IPAD+GB)**
2. The support of the Portuguese language consolidation must continue, due to the importance that it has in the strengthening of the role of GB in the regional context. **(IPAD+GB)**
3. IPAD must improve the monitoring system, creating a database with disaggregated and systematic information of all interventions, as well as monitoring and progress indicators. **(IPAD)**
4. The implementers of PC interventions must make more coordination efforts. IPAD must promote this coordination, both in the conception and implementation, through regular meetings with all the Portuguese actors in the field, in order to promote complementarity and synergy. **(MED/PASEG/FEC/FDUL/IPAD)**
5. PASEG must be rethought and structured with objectives, goals and results. It should focus its attention on the institutional qualification and on the teacher's formation, which is the only way of being able to produce significant qualitative and sustainable changes in the education system in the medium and long term. **(IPAD+MED)**
6. The Portuguese teachers must stop teaching in the secondary schools and must focus their attention on the in-service training of teachers. Strategically, the formation of teachers, made in a random way, must give way

- to a structured support, especially in the initial formation. **(IPAD+MED)**
7. PASEG must, also, incorporate institutional capacity, contributing to overcome, in short term, the MEES incapacity to produce a set of essential documents, including for the good path of the program. **(MED/PASEG)**
  8. The PASEG expansion to secondary schools in GB interior must be planned in a phased way, in articulation with “More School” project, when the program has capacity to release the necessary resources. **(IPAD+MED/PASEG/FEC)**
  9. It must be made a regular evaluation of the intervention, in terms of didactic and pedagogical capacity, to assess the effectiveness of used methodologies and the profile relevance of the trainers. This task is the responsibility, in the first place, of the Portuguese Education Ministry. **(IPAD+MED/PASEG)**
  10. The PASEG coordinator profile must be defined giving attention to the intended objectives and the activities to implement. The coordinator must be permanently in the field and prevent great dispersion in relation to the main program objectives. **(MED/PASEG)**
  11. In the Alphabetization that has already begun with a focus on formation must be coordinated with the Guinean authorities, in order to promote synergies with others interventions in the field. **(MED/PASEG/RGB)**
  12. The FDB sustainability goes by the full assumption of the inherent scientific and pedagogical responsibilities and by the capacity of the FDB direction and management, areas that deserve more attention by the project in the next years. An exit strategy (even in a medium term), must clearly identify the process of ownership and assumption of responsibilities by the Guinean counterpart. **(FDUL)**
  13. The GB must create guideline documents for the education system, defining and implementing the law of the educational system, a teaching career statute; make the curricular reform; and define an in-service training of teachers system. **(GB)**
  14. The GB must approve the high level education and UAC statutes and clearly define the integration model of FDB in the public high level education. **(GB)**
  15. The MEES ought to reflect about the necessity of adopt an in-service training of teachers system, certified by the competent entities, and susceptible to contribute to the teachers professional career. In this framework, the formation provided by PAEIGB and PASEG must be the subject of analysis, to have an eventual effect in the teacher’s career progression. **(GB)**
  16. In order to reduce absenteeism in the formation the concession of a subsidy could be considered. In this case, it would be necessary to make a study about the number of teachers in GB secondary education system and their distribution by groups of discipline, in order to determine the inherent costs. These subsidies, if they are to exist, will have to be paid depending of the effective frequency of the formation. **(IPAD/RGB)**
  17. In the GB MEES there must be a focal point for monitoring all projects in the education sector. It should facilitate the dialogue between the different actors, accelerate the execution and promote the necessary articulation between the different cooperation interventions. **(RGB)**
  18. In future projects FEC must quantify the objectives, resources and intended results. **(FEC)**
  19. The Portuguese services (SEF and Embassy) will have to find mechanisms that work in a faster and expeditions way in relation to the concession of visas for the Portuguese Cooperation scholarships. This work of articulation could be thought and implemented in the framework of the Public Administration modernisation (SIMPLEX). **(SEF + Embassy/MNE)**