

Executive Summary

The purpose of this evaluation is the intervention of Portuguese cooperation in the Education Sector, in the areas of Pre-primary Education, Basic Education (including the training component of educational agents) and Secondary Education in the Republic of Guinea-Bissau, in the period between September 2009 and August 2016. This was an external evaluation, carried out after the interventions were completed, to present the main results of the interventions in the areas of action, identification of learned lessons and good practices, and to promote accountability, transparency and dissemination of results. The evaluation sought to reflect on the implementation of the different interventions and to produce recommendations fostering decisions-making in possible future interventions. Projects evaluated included those under direct administration of IPAD/ Camões IP / CICL (PASEG II (2009-2012) and UAP) and projects directed by FEC (Djunta Mon (2009-2012) and PEQPGB (2012-2016)). Due to their dimension and impact, the evaluation focused on the projects PASEG II and PEQPGB. Evaluators also looked up at complementary projects also funded by the Portuguese Cooperation and implemented by FEC, namely the projects Bambaran di Mindjer (2009-2014), Bambaran di Mininu (2012-2015) and Access and Quality of Teaching in Guinea-Bissau (2010-2011).

An essentially qualitative approach was favoured, based on documentary analysis, semi-structured interviews (on-site or via Skype), focus groups and direct observation. The documentary evaluation was based on the review of relevant literature, final reports, self-assessments and hetero-evaluations of the projects, and was confirmed by the effects of these projects on the target population and on the quality of teaching, expressed in the development of the activities in the classroom and functional organization of schools, aiming to give a global view on the performance of Portuguese cooperation in the education sector during the period under analysis.

The present report is a final, summative evaluation of the intervention of Portuguese cooperation in education (Early Childhood Education, Basic Education and Secondary Education) in Guinea-Bissau in the period 2009-2016. This report is not an impact evaluation, as it was not possible to assess direct impact as some conditions were not met (no baseline, no use of control groups). It was also not possible to make a comparative analysis on the effects of projects, due to three factors:

- 1) Available national statistics are aggregated and do not allow to distinguish the scholar results of pupils from classes whose teachers and educational agents benefited from training under PASEG II and PEQPGB, from the results of pupils whose teachers were not engaged in those trainings.

- 2) PASEG II, which focused on the school, ended abruptly, and PEQPGB, that focused on teachers and educational agents, dispersed by various educational institutions, which does not permit a direct comparison of intervened and non-intervened schools.

- 3) Projects have succeeded each other in a row, making it difficult to distinguish the effects of PASEG (not covered by this evaluation), PASEG II and PEQPGB.

The evaluation was based on OECD / DAC evaluation criteria for development interventions, namely relevance, effectiveness, efficiency, sustainability, added by other criteria on complementarity and visibility.

In general terms, the results of Portuguese cooperation in education were considered relevant, effective and efficient.

Conclusions overview

- Portuguese Cooperation affirmed itself as one of the main partners in the education sector in the State of Guinea-Bissau. Its intervention was coordinated with the objectives of the Guinean State, although it suffered from the effects of political instability in that country. It points to the withdrawal of direct bilateral cooperation following the April 2012' coup and the option to continue intervention in the education sector through a new project led by a civil society organization. Even if the political and diplomatic situation changed after the elections hold in 2014, the intervention strategies were maintained.
- Interventions in the education sector focused on initial, continuing and in-service training of teachers, educators and early childhood education agents, training in school administration and management, setting up Portuguese language workshops, pedagogical materials and specific training in didactics of the Portuguese language (UAPs).
- The results of the multiple training activities carried out by the projects funded by the Portuguese Cooperation were considered relevant at several levels: a) very favourable perception of these activities expressed by both trainees and trainers; b) implementation of an internal monitoring and evaluation process within PASEG II and, above all, by PEQPGB; c) training of Guinean trainers; d) broad geographical scope and intervention at three levels of education and training; and d) preparation of materials to support training and lessons.
- The implementation of a Pre-school system in Guinea-Bissau is still embryonic. At this level, the projects funded by Portuguese Cooperation included academic training of Pre-school teachers, on the ongoing and in-service training of educational agents and on the construction of infrastructures. Whether these interventions were positive and much-needed, they still have a limited impact on universal and equitable access to education. The PEQPGB also led interventions in special educational needs, a most-need and relevant action given the scarce supply of support services in this area.
- The dynamism and high level of competence evidenced by Portuguese Cooperation' interventions in the education system have been recognised both by project partners and project beneficiaries. Both beneficiaries and partners in projects recognized the competence and professionalism of FEC and its agents. In addition, the prominence of the cooperation attache's performance contributes to the visibility and acceptance of Portuguese Cooperation.
- The visibility of Portuguese Cooperation was enhanced by PASEG II and, above all, by PEQPGB. The prominence of this last project sometimes hid the role of Portuguese Cooperation that was confused with the FEC's performance.

Modality of implementation and management model of interventions

- Since 2009, Portuguese Cooperation has privileged actions characterized by its geographical dispersion and aiming at different levels of education, considering it to be a strategy to promote greater equity in access to education. These options

entail some risks of dispersion of the interventions, leveraged by the context of instability of the educational system that has become more pronounced in recent years. The high number of target audience of the various formations, accompanied by the decrease of the Portuguese and Guinean trainers, made it difficult to intervene in depth. Given the extent and dispersion of the training actions, as well as the impossibility of a continuous monitoring of schools, the effect of these actions has been diluted between the acquisition of skills and its application in the classroom and at school.

- The implemented projects followed different strategies regarding their locus of intervention: the projects PASEG II and Djunta Mon focused at the school level, developing localized interventions. Within PEQPGB, the interventions were extended geographically. In terms of efficiency, the management model implemented by PEQPGB could include a larger target population. These interventions were also supported by a careful management of human resources and financial resources. The management model of this project proved to be more efficient.
- FEC could bring together different complementary partners in financing projects and their diversification, increasing the efficiency of their actions.

Effects of different projects on proficiency in Portuguese

- Portuguese language training is considered strategic for the implementation of a quality education system in Guinea-Bissau. It is up to Portuguese Cooperation to assume this responsibility. It is clearly an objective that must be pursued. The interventions contributed to the LP proficiency of the trainees. However, this effect is not yet felt in the classroom context.