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Evaluation of the  
Regional Co-operation Between the PALOP Countries  
and the European Community

Synthesis Report

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To the  
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The views expressed in this report are those of the contractor and do not necessarily reflect those of the European Commission .

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## ABBREVIATIONS

AN	Angola
CENFA	National Centre for Administrative Training /Cape Verde
CV	Cabo Verde
EC	European Community
EDF	European Development Fund
GB	Guinea-Bissau
LogFrame	Logical Framework
M&E	Monitoring and Evaluation
MOZ	Mozambique
NAO	National Authorising Officer
NIP (PIN)	National Indicative Programme (Programme Indicatif National)
PALOP	Países Africanos de Língua Oficial Portuguesa
PCM	Project Cycle Management
RAO	Regional Authorising Officer
RIP (PIR)	Regional Indicative Programme (Programme Indicatif Régional)
SCR	Service Commun des Relations Extérieures
STP	São Tomé y Príncipe
TA	Technical Assistance
FB	Fundo Bibliográfico

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## EXECUTIVE SUMMARY

**Introduction:** *The present evaluation was undertaken between January and autumn 2000 with a view to use the lessons from experience of the first PALOP programme (Pays Africains de Langue Officielle Portugaise) for the preparation of a successor programme (PALOP 2). This report provides the synthesis of the evaluation.*

### **Background**

The 1<sup>st</sup> PALOP programme, established in 1992, defined the development of human resources as the main sector for addressing common problems of the PALOP group of countries. It was in general aiming at promoting co-operation among them and enhancing their integration into their respective geographic regions. The following specific objectives were defined:

- Education systems improvement;
- Training for the health sector;
- Institutional strengthening (via training for public administrators, business executives, public and private external commerce operators and statisticians); and
- Cultural co-operation.

Apart from the direct benefits expected from trainings for professional middle- and high-level staff of government and private organisations, the involved training institutions were expected to benefit as well in terms of management capacity and performance of training. 25 million ECU were allocated and seven main component projects and one smaller support project were designed. Implementation of projects under RIP PALOP 1 started in 1992; at the time of this evaluation (end 1999) no project had officially been closed, although 3 were considered technically closed.

End 1997, the initial agreement for the successor programme PALOP 2 was signed: at the time of this evaluation, various projects were under preparation.

### **Objectives, Set-up and Implementation of the Evaluation**

According to the Terms of Reference, the following specific objective was defined for this evaluation: *The Commission will have complete and structured information regarding the outputs of the Programme PALOP (1 & 2) and the way they were produced, of detailed conclusions regarding the relevance, effectiveness, efficiency, impact and sustainability both at the level of the whole programme and individual projects, as well as of recommendations on the implementation of useful modifications.*

The PALOP programme evaluation was conducted by way of examining in how far the programme and the individual projects comply with the main evaluation criteria: *relevance, effectiveness, efficiency, impact and sustainability/replicability* as specified in the Terms of Reference. Other evaluation criteria like programme preparation and design, co-ordination and complementarity were also considered.

Official project documents and project-internal data represented the main sources of operational information. In addition to the analysis of documents, also for cross-checking information found therein, the team interviewed relevant governmental authorities, representatives concerned of the Commission of the EU and of the delegations as well as key stakeholders.

During field research, the lack of complete and accurate information including up-to-date financial data, made it difficult for the team to carry out a systematic evaluation of projects .

### ***Summary of Major Findings***

The result of the evaluation can be summarized in four statements.

- The **basic concept of PALOP RIP 1 was and is valid.**
- The **translation of the concept into individual projects was not fully convincing** – at least not for all projects.
- The **implementation of the projects was in most cases unsatisfactory.**
- As a consequence of unsuitable or incomplete documentation, **the impact of the programme can hardly be demonstrated.**

### ***Findings in terms of relevance, effectiveness, efficiency, overall outcome/impact and sustainability/replicability***

The findings in terms of relevance, effectiveness, efficiency, overall outcome/impact and sustainability/replicability are summarised in table 2, page 25.

**Relevance:** According to our analysis the programme as a whole and most of the individual projects are highly relevant in the attempt to overcome identified development gaps in the PALOP region of countries.

**Effectiveness:** Overall the team of evaluators have rated the effectiveness of the projects under RIP PALOP 1 as poor to medium due to improper preparation and design of the projects and weaknesses in terms of implementation performance at projects level. Effectiveness also suffered from inadequate support/ownership both from concerned EU delegations and responsible national institutions.

**Efficiency:** As reliable quantitative data for inputs and outputs, which would define efficiency, are almost unavailable for all of the projects, we are only in a position to provide a general, qualitative assessment. In our view the efficiency of project implementation was quite low. In all projects communication and coordination costs and in particular travel costs for trainees and trainers consumed a considerable share of the overall budget. If multiplication had been achieved as planned, this might have been justifiable. With only marginal multiplication (see below), the input-output ratio must be considered to be low.

**Overall outcome/impact:** All projects were able to produce benefits – if not to the expected extent - for defined target groups. However, limitations regarding efficiency, effectiveness and multiplication lead to an insignificant overall outcome/impact at the programme level.

**Sustainability/replicability:** Sustainability largely depends on effective capacity building both for individuals and concerned organisations. While the training of individuals was quite successful, with the exception that the outreach was poor in the absence of effective multiplication mechanisms, all projects failed

to develop the capacity of concerned organisations to a significant extent, thus failing to lay the ground for sustainability.

### ***Findings on the Programme Concept and Outline***

We conclude that the decision in favour of the PALOP RIP 1 was justified and correct for the following reasons:

- The PALOP group of countries shows a remarkable gap in terms of educational level and, hence, in the capacity to manage structural / administrative reforms and the transition to market economy as compared with their neighbours in the respective geographic region. It is, therefore, appropriate to address common human resources development issues with a concerted effort based on cultural and linguistic similarities.
- The relative remoteness/ isolation of training institutes in the PALOP countries from similar institutions in their respective geographical region had prevented them from enjoying the benefits of regular exchange and mutual learning processes.

In our view, the main shortcoming of the design of the PALOP RIP1 was the lack of a strategic vision, clearly formulated in a way that would have made it possible to define the necessary means (projects) to realise the vision. Instead, the definition of sectors of common interest had to serve as quasi-objectives.

In general terms, all projects selected within the framework of the 1<sup>st</sup> generation of the programme are relevant for the development of African Portuguese-speaking countries. On the other hand, it is doubtful whether all projects were really understood as regional projects with explicit regional objectives.

Most projects were planned without much consideration of, and implemented in isolation from, projects funded under NIPs or other RIPs. The intended multiplication effect through mixed funding schemes did not occur.

### ***Findings on Overall Management and Coordination***

The mechanism that was meant to ensure the coordination - and to a certain extent management - of the PALOP RIP 1 was the project "Technical Support to PALOP RIP" which first became operational at the end of 1992. The general approach of this support project was that of a coordinating and facilitating unit.

Coordination and networking was done at an acceptable performance standard, considering the very difficult communication lines, distances between the participating countries, and the politicised environment in which the TA project had to operate.

The support project also performed certain management functions in a satisfactory way, like the preparation of financing proposals, tender preparation for technical assistance missions, and local implementation of technical assistance contracts.

The support project was definitely less successful with regard to local monitoring and follow-up of the seven PALOP projects and the support to the Commission services for programme monitoring. These two tasks, in our view, are typical "line functions" and as such very difficult, if not impossible, to be carried out by a coordinating, facilitating unit.

As we understand the ongoing preparations for PALOP RIP 2, the management structure of the programme will remain basically unchanged: Again there will be (or still are) two support projects (8 ACP MTR 001 Technical Secretariat for the Coordination of PIR PALOP 2, ongoing since July 1999, and 8 ACP MTR 002 Technical Assistance, ongoing since July 2000). We do not know whether the terms of references have actually been modified to strengthen the management function of the support projects, which, in our view, is necessary.

On the other hand, the ongoing decentralisation process, which gives more responsibility in terms of project/programme management to the delegations, will provide the opportunity to enhance the ownership of delegations for the PIR PALOP 2, which had been a point of concern during the first phase.

### ***Recommendations regarding the overall programme design***

1. The team of evaluators **recommends to start with a 2<sup>nd</sup> Phase of the RIP PALOP** provided that deficits in design and coordination / management of implementation, as observed in the 1<sup>st</sup> Phase, are avoided.
2. Proper design depends on a detailed situation/problem analysis and, based on that, on a clearly spelt out strategy. The preparation of a **PALOP Regional Co-operation Strategy Paper** could be most helpful for project selection, design, and formulation. The identification and selection of individual projects would greatly benefit if the strategy and instruments derived from it specified the expected regional added value in measurable terms (impact hypothesis, indicators). Furthermore, coherence and complementarity between PALOP 2 projects and the respective NIP's should also be properly addressed.
3. If the objective to promote the **PALOP countries' integration into the respective geographic proximity area** is to be addressed more successfully during RIP PALOP 2, it needs to be operationalised and translated into an important selection criterion for projects planned in the coming PALOP Programme.
4. Not all projects were of equal relevance to all five countries, which contributed to insufficient commitment to ensure a satisfactory performance level in certain cases. The PALOP countries should be encouraged to be selective and participate only in those projects which they really consider to be beneficial for their country and the PALOP region.
5. If the time span between the financing decision and actual project start-up cannot be considerably reduced to a maximum of 1 to 1.5 years, careful **re-planning** should be made mandatory during the first three months of the project's life time.
6. For the 2<sup>nd</sup> PALOP we recommend to put a stronger **focus on institutional capacity building** in line with state-of-the-art approaches to organisational development which includes, but is not restricted to, training activities.
7. Training, which should continue to be an important element of the RIP PALOP 2 strategy, should be exclusively conducted in the form of **training of trainers**. Effective **multiplication mechanisms** are absolutely crucial.
8. We strongly recommend an **improved application of the PCM methodology**, including the organisation of participatory stakeholder workshops to enhance ownership.



9. Only national entities with the required capacities should be selected to manage a regional project. As **sustainability** can only be achieved with strong national institutions, these need to be developed during RIP PALOP 2 in those cases where these are not strong enough yet.

#### **Recommendations regarding implementation management and monitoring**

10. The Technical Secretariat has a good potential to serve as a **streamlined management structure**, provided that management functions are explicitly assigned, reporting lines (progress reports, financial reports) clearly defined and enforced.
11. It is of paramount importance that Project **Steering Committees** are dynamic, meet regularly and play an active role in guiding the projects on the basis of informed progress reports and M&E data.
12. Proper project **monitoring** and early warning systems have to be developed at project level, including reporting lines and feedback mechanisms.
13. Quality control must include regular **impact assessments** regarding training and organisational development activities.

#### **Recommendations regarding evaluation and financial audits**

14. In view of the long duration of individual projects, a binding mid-term evaluation should be scheduled for all them, as well as a final evaluation, both including an impact assessment based on objectively verifiable indicators defined at project start-up.
15. To ensure the cooperation of all parties involved in an evaluation, it is recommended to organise future evaluations following a **model of partnership evaluations** as an opportunity for a joint learning process.
16. Given that at least 4 of the 7 projects included in the 1<sup>st</sup> PALOP RIP have not developed a proper **financial reporting system** and have demonstrated difficulties in presenting financial documentation, detailed instructions on financial reporting should be part of the contracts and be enforced. If necessary, financial audits need to be organised.

# 1 PART I: PROGRAMME EVALUATION

## 1.1 Background

### 1.1.1 Genesis of the 1<sup>st</sup> PALOP Regional Indicative Programme

The Regional Indicative Programme (RIP) for the Portuguese-speaking African Countries (PALOP) dates back to 1990 when the five ambassadors of the PALOP countries, Angola, Cape Verde, Guinea-Bissau, Mozambique and São Tomé and Príncipe, requested Commissioner Manuel Marin Gonzalez a framework for projects addressing specific problems common to this group of countries and enhancing the co-operation between them.

A subsequent appraisal mission established the evidence of the historical, cultural and linguistic relations between the PALOP countries, acknowledging the similarities of the administrative and legal structures and the parallel and identical processes of democratisation and liberalisation of their economies. After analysis of the conclusions and results of the mission by the five Heads of State in 1992, a general agreement on the common objectives and priorities of the regional co-operation was signed on June 29<sup>th</sup>, 1992.

Recognising a common colonial heritage and historical cultural ties, the regional co-operation concept was structured according to a novel notion of “linguistic frontier”, giving emphasis on common needs, in particular the development of the human factor, thus surpassing the traditional notion of geographic contiguity. This was covered by Article 156 of the IV Lomé Convention which, however, had never been applied in this sense before.

The 1<sup>st</sup> PALOP programme defined the development of human resources as the main sector when addressing common problems, promoting co-operation and enhancing the integration of the PALOP group of countries into their respective region (in the sense of geographic neighbourhood). Focussing on this sector, the 1<sup>st</sup> PALOP RIP adopted the following specific objectives:

- education systems improvement,
- training for health sector,
- institutional strengthening (via training for public administrators, business executives, public and private external commerce operators and statisticians), and
- cultural co-operation.

25 million ECU were allocated to seven main projects and one smaller instrumental project (see Table 1 below, page 12).

During the last phase of PALOP 1 implementation, a new project tackling the more instrumental procedures was added: a PALOP Technical Secretariat was created and located at Cape Verde to co-ordinate all efforts linked to the different programme stages.

The present evaluation covers the original eight projects plus this recently created PALOP Technical Secretariat.

### **1.1.2 Initial Justification of PALOP RIP 1**

During the discussions held in preparation of PALOP RIP 1, it was emphasised that despite its geographical dispersion, the PALOP region possesses a number of common features which make a regional programme perfectly plausible: A common colonial history (or legacy) and intimate links between the independence movements of these emerging states in the wake of independence struggles in the 1960s and 70s, an extremely low rate of alphabetisation and an extremely small number of graduates of higher education and qualified staff in all sectors of the economy (even at operator levels) at independence in the mid 70s, a similar (basically socialist) approach to economic development and policy in the post-independence period, a turn to market-oriented economies in the 1980s, and generally similar administrative structures, to name the most important.

Relative isolation and remoteness was the second argument justifying a regional approach. It was argued that a regional training programme would provide a network suitable to enhance the exchange of experiences and speed up joint learning in similar environments in a cost-effective way. It could make use of the regional cohesion, which can still be "felt" in the countries to different degrees, but, so far, without leading to any exchanges.

The common language was the third argument. As the programme focused on training and organisational development, it was considered crucial to organise it using the Portuguese language.

### **1.1.3 Programme Objectives and Content**

The programme, while focussing on training of professional middle and high-level staff of government and private organisations, also aimed at benefiting the training institutions in the PALOP countries who were expected to improve their management capacity and performance.

On the basis of the defined priorities and established common needs, and considering that some sectors were already supported through other (national and regional) programmes, the following projects were identified to translate the overall objectives of the regional programme into concrete action:

**Table 1: Regional Projects within the 1<sup>st</sup> PALOP RIP Programme**

Project Designation		Country Responsible	Budget (MECU)	Foreseen Duration (years)
P1	Consolidation of Education Systems	STP	4.4	4
P2	Regional Training Centre for Public Administration & Enterprise Management	CV	4.3	4
P3	Statistics Training for Middle Level Executives	GB	3.5	5
P4	Regional Centre for Training of Leading Public Health Professionals	MOZ	3.48	4
P5	Regional Centre for Training of Leading Nursing Professionals	ANG	2.6	6
P6	Promotion of External Trade and Investment	ANG	2.6	3
P7	Bibliographic Fund	MOZ	2.5	3
P8	Technical Support to NAO Regional PALOP Programme	Bru/ANG	1	1.5-2
P9	<i>PALOP Technical Secretariat (RIP PALOP 2)</i>	CV	1	2
Total			25.38	

## 1.2 Approach, Implementation Methods and Limitations of this Evaluation Study

In line with the Terms of References, the evaluation exercise was designed to be implemented in three phases, involving the preparation of two interim reports and a final (synthesis) report:

**Phase 1:**  
Desk study                      During Phase 1, the evaluation team reviewed the documentation available at the Commission's headquarters in Brussels and discussed with a number of involved officials of DG DEV, the (then) SCR, and also with one of the consultants involved in the identification of the programme back in 1992.

**Phase 2:**  
Field study                      Phase 2, which mainly concentrated on field work, was conducted during the period April 3 – May 15, covering the five PALOP countries, all projects and stakeholders. Subsequently a draft version of the evaluation report for phase 2 was produced, based on local observations, information collected and opinions of key stakeholders and institutional players.

**Phase 3:**  
Synthesis report                Phase 3 comprises the integration of the evaluation results of the two precedent evaluation phases in terms of a final report.

The PALOP programme evaluation was conducted by way of examining in how far the programme and the individual projects comply with the main evaluation criteria: *relevance, effectiveness, efficiency, impact and sustainability/replicability* as specified

in the Terms of Reference. Other evaluation criteria like programme preparation and design, co-ordination and complementarity were also considered.

The evaluation was based on the logical framework approach in accordance with the Commission's Manual on Project Cycle Management (PCM), and follows the suggested basic evaluation format and report layout. Note, though, that PALOP RIP 1 was designed before the PCM approach was introduced effectively on a larger scale in the Commission's procedures. Both the design of the PALOP 1 programme and the individual projects, therefore, do not comply with the methodological requirements of the PCM approach (consistent hierarchical definition of objectives, definition of objectively verifiable indicators etc.). This made the evaluation more complicated and the evaluation results less comparable over projects.

Official project documents and project internal data represented the main sources of operational information. In addition to the document analysis, and also for cross-checking information found therein, the team consulted relevant governmental authorities, concerned representatives of the Commission of the EU and of the delegations as well as key stakeholders. An impact assessment based on direct interviews with beneficiaries, for example with ex-trainees from the different training programmes, could not be conducted as the beneficiaries are dispersed over the five countries and could not be identified and contacted during the limited time and within the financial budget available for this evaluation.

During the field research, the evaluation team experienced considerable difficulties in collecting comparable information for all projects. In general, documentation was quite poor<sup>1</sup>, and accurate and up-to date financial data were hardly available at project level. Thus, we were unable to undertake a sound financial analysis.

No projects had implemented a systematic Monitoring & Evaluation system capable of providing information on inputs, outputs *and* impact; only information at the level of activities monitoring (e.g. number of courses implemented, no. of trainees attending the courses etc.) were found. Thus, the team could not evaluate the projects in a systematic way.

The information base was particularly limited in the case of two projects: The statistics project (Guinea-Bissau) was suspended in 1998 due to political and military turmoil and has lost during its local data base and documentation in the course of events. Here, our evaluation is based on data and information which were collected, with obvious limitations, in Lisbon from the previous TA expert.

In the case of the training project for public administrators and business executives (Cape Verde), a working meeting with the regional project manager did not materialise, since she was – without previous notice - unavailable during the period of the field research.

### **1.3 Overall Findings of the Evaluation**

The result of the evaluation can be summarised in four statements.

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<sup>1</sup> In the Bibliographic Fund project office there were about 6 files available, which one of the persons interviewed considered (rightly so) "very little for a program with a value of 30 mn EUR".

- The **basic concept of PALOP RIP 1**, i.e. the global formulation of objectives and their justification, **was and is valid**. It provided a suitable framework to achieve progress in relevant fields for this group of countries.
- The **translation of the concept into individual projects** (operationalisation of programme objectives, design of individual projects) **was not always fully convincing**.
- The **implementation of the projects** – to the extent that available documentation permits such conclusions – **was unsatisfactory in most cases**.
- As a consequence of inappropriate planning, of insufficient efforts regarding Monitoring & Evaluation at project and programme level, and (to some extent) of unsuitable or incomplete documentation, **the impact of the programme can hardly be demonstrated** –which does not necessarily mean, though, that the programme had no impact at all.

More details and justification of these conclusions is provided in the following sections.

### 1.3.1 Major Findings on Programme Concept

#### 1.3.1.1 Relevance of the Programme

Summarising the extensive discussion, the need for the PALOP programme essentially rests on two points:

- a) a common remarkable gap in terms of educational level and, hence, the capacity to manage structural and administrative reforms in a context of transition;
- b) relative remoteness and isolation of training institutes in PALOP countries from similar institutions in the same region.

In view of these arguments, and in spite of doubts claiming that trainings implemented on a regional basis usually are costly exercises and should better be organised within national programmes, we conclude that **the decision in favour of the PALOP RIP 1 was justified and correct**.

The relevance of the 1<sup>st</sup> PALOP RIP was also reflected in the (unusually high) political importance attributed to the programme, although less political attention would probably have made close performance monitoring easier.

One aspect concerning the regional value-added, which should not be underestimated, is that hitherto exchange between PALOP countries only had occurred at the level of Heads of State and members of Governments. This programme, for the first time, permits an exchange at operational levels in the concerned sectors, which stimulates the respective national discussions more than an exchange limited to highest levels in hierarchy.

Yet, these opportunities were not fully exploited. Surprisingly, the programme and its components have gone partially unnoticed. In spite of the high political profile, the programme was not well publicised and barely visible.

### **1.3.1.2 Coherence of Programme Design**

The main shortcoming of the design of the PALOP RIP1 was the lack of a strategic vision, clearly formulated in a way that would have made it possible to define the necessary means (projects) to put the vision into reality. Instead, the definition of sectors of common interest had to serve as quasi-objectives. Yet, all selected projects of the 1<sup>st</sup> generation of the programme are relevant to the development of African Portuguese-speaking countries in general.

Bearing in mind the specific circumstances of the PALOP Programme, the selected projects are not necessarily of the same relevance for all partners involved, though. The choice represents a political compromise. Consistency and coherence were not the guiding principle for programme design. However, a certain ambiguity, if not incompatibility, at the level of overall programme objectives contributed to the difficulties to break the programme down to a coherent and consistent set of projects. Designing a strategy to promote the Co-ordination between the PALOP group of countries and, at the same time, the integration of the member countries into their respective geographic neighbourhood, was not an easy task.

Lack of vision becomes apparent in the formulation of some of the individual projects. The regional focus obviously was not very clear or perhaps even not very important. The specific objective of the Regional Training Centre for Public Administration & Enterprise Management Project, for example, is "Training, consulting and research capacities of CENFA (in Cape Verde) and similar entities in the 5 PALOP countries is to be improved". In the case of the Regional Centre for the Training of Leading Public-Health Professionals, the specific objective is "To increase and improve the capacity in training, research and consulting of the Regional Centre for Health Development in Maputo (CRDS)". In both cases it is doubtful whether these projects were really understood as regional projects with regional objectives, because the link between planned objectives and regional impacts is quite fragile. To some extent, the projects might have been seen more as an additional source of funding for national needs under an "artificial" regional umbrella.

### **1.3.1.3 Coherence and Complementarity with NIPs**

The PALOP Programme design relied on the assumption that those regional projects should be multiplied through mixed funding schemes involving regional resources, NIP funds and other internal and external financial sources, thus expanding the potential of impact at national level. But the team of evaluators did not find much evidence that this opportunity was appropriately turned into reality. Most of the projects were planned without much consideration of projects funded under NIPs or other RIPs, and implemented in isolation.

Coherence and complementarity with NIP and other RIP activities of EU member states in the concerned fields, as well as the co-ordination with other donors, were often addressed at the project's preparation level, but at the operational level, com-

mon links between the 1<sup>st</sup> PALOP RIP and each NIP were minimal. Fields of potential synergetic effects were apparently not conveniently explored.

One exception is the statistics project, which managed to initiate multiplication activities through a national project, financed from ACP/EC funds (7<sup>th</sup> EDF): 500,000 EUR, with an extension of 200,000 EUR were spent on these efforts. (cf. Annual report of EC in Angola 1998 pp.31 and 33).

#### **1.3.1.4 Programme Management and General Coordination**

PALOP RIP 1 was designed as a regional programme – which implies that the programme produces an added value over the benefits of the individual projects. The project “Technical Support to PALOP RIP, which became operational at the end of 1992, was meant to ensure the required co-ordination between the programme components.

In our view the coordination and networking was done at an acceptable performance standard, given the constraints imposed by the very difficult communications lines, the distances between the participating countries and the politicised environment in which the TA project had to operate. Apart from these networking functions, the support project also assumed certain management functions, like preparation of the financial proposals concerning the different projects and actions, tender preparation for the various project technical assistance missions and local implementation of technical assistance contracts. The project’s performance in this regard was also satisfying.

The support project was definitely less successful with regard to local monitoring and follow-up of the seven PALOP projects and the support to the EU departments for programme monitoring. These two tasks, in our view, are typical “line functions” and as such very difficult if not impossible to be carried out by a coordinating, facilitating unit. Thus, it is of no surprise that an effective information and reporting system had never been successfully implemented.

### **1.3.2 Findings on Programme Preparation, Design and Implementation**

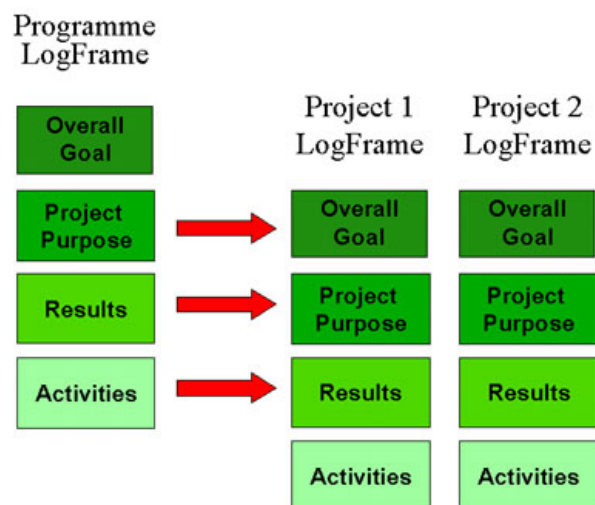
#### **1.3.2.1 Planning Method**

As was mentioned before, the overall objectives of the programme remain unclear and not well-defined, even when considering the programme as an experimental initiative. We assume that this happened due to two reasons:

1. The formulation of the programme objectives was more a matter of political bargaining and compromising than the result of a technically sound planning process;
2. The techniques of Project Cycle Management, which provide straight-forward instruments, procedures and criteria for logically error-free planning was not yet “officially” introduced and obviously not well known to the planners.



The logic of PCM requires for a programme, which consists of several projects, that the respective LogFrames are interlinked in the way illustrated here: The programme's project purpose becomes the overall goal of all contained projects; the programme's results become the project purposes of the projects (programme result 1 becomes the project purpose of project 1, programme result 2 becomes the project purpose of project 2, and so forth), and activities at programme level are in the same way linked to results in the contained projects.



For the relations between the different levels of objectives within one LogFrame, but also between the LogFrames at project and programme level, it is important in this logic, that they match the criteria “appropriate, necessary and sufficient”.

However, the structure of the objectives of the PALOP RIP 1 was hardly compatible with these requirements. Instead, the programme objectives have been translated into projects in a merely technical, sector-oriented way, ignoring at times the regional context and leading to loss of relevance.

Some project contents at the output/planned results level were neither precisely nor concisely put, nor were they defined in terms of outputs. In several cases performance indicators were not defined *ex ante* (if indicators were defined at all), nor were the necessary means to achieve the planned outputs foreseen. At times they could not even be found, as pointed out in the projects' evaluation sections.

Dissemination and multiplication of the training targets had been an important feature of overall programme design. In general terms, this idea did not trickle down into project design and budgets, though. Dissemination was essentially considered as an implicit assumption.

Sound planning includes careful awareness of assumptions. Yet, most projects had no clear assumptions or only formulated them at the activities level. On the other hand, assumptions were even introduced at the level of overall objectives, which is quite inappropriate. Most of the formulated assumptions were quite general and sometimes even naive, and important assumptions had not been identified.

The weaknesses in project design consequently resulted not only in deficits during implementation, but also in the inability to detect these shortcomings through routine monitoring & evaluation, as M&E depends on technically sound planning.

### 1.3.2.2 Efficiency

Consequently and in accordance with the activity-oriented planning, also the monitoring and documentation of project achievements were activity-oriented. As most of the expected achievements were defined for the training components of the different

projects, these activities are best documented and most probably also best implemented. In general, non-training activities were poorly prepared and widely neglected during implementation.

Thus, project achievement rates are not really comparable. Instead, disbursement rates (as percentages of the total project budget) a first indication of the projects' physical and financial execution can be obtained by looking at disbursement rates. Two projects are in the top category: Consolidation of Education Systems Project (79%), Statistics Training for Middle Level Executives Project (67%). Four other projects are in a mid-range ranking category: Regional Training Centre for Public Administration & Enterprise Management Project (60%), Regional Centre for Training of Leading Public Health Professionals Project (67%), External Trade and Investment Project (45%), Bibliographic Fund (45%). Situated in a lower category is the Regional Centre for Training of Leading Nursing Professionals Project (34%).

The geographical dispersion of the PALOP countries implies high costs for co-operation. This is true in absolute terms at the level of overheads (communication and travel costs for coordination meetings), but particularly for the high costs of travelling for trainees and trainers within the PALOP region.

One resource person referred to the programme as an exercise of "*training by travelling*", as travel costs amounted to approximately 70-90 % of budgeted training expenditures or approximately 40-60% of total budgeted expenditures in most projects. Yet, high travel costs do not yet establish enough evidence for inefficiency. If direct exchange between people from the PALOP countries, and their exposure to experiences made in other PALOP countries is considered crucial to achieve the programme objectives (which was the case), then one has to accept the costs.

Today one could very well imagine to organise a good part of the activities in the individual projects of PALOP RIP 1 through interactive web-communication like video-conferencing or -dialoguing, web-based distance learning etc., as it is demonstrated for example by the Worldbank-assisted Global Distance Learning Network (GDLN<sup>2</sup>). This technology, obviously, did not exist yet when the PALOP regional programme was designed.

Apart from these considerations the team found no evidence that funds were actually wasted for travelling or other purposes at a remarkable level. As there was no alternative to travelling, we can talk about wastage only if we have doubts regarding the effectiveness.

### 1.3.2.3 Effectiveness

Programme effectiveness is normally assessed against objectives. However, since not all project objectives were clearly related to regional objectives, proxy indicators have to be used. We considered four aspects of effectiveness:

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<sup>2</sup> <http://www.worldbank.org/gdln/> As of today, Distance Learning Centres have been established in Benin, Ivory Coast, Ethiopia, Ghana, Senegal, Tanzania and Uganda.

### ***Time considerations***

The average time between EDF approval and the commencement of implementation for all projects (excluding the Technical Support Project, which is not relevant in this context) amounted to 32 months on the average (minimum 15, maximum 41), with two-thirds of this average time-span between the signature of the financing agreement and the start of implementation. In the rapidly changing reality of the PALOP countries this can easily be enough time to turn even a project's purpose completely obsolete, thereby rendering the project itself totally ineffective. Furthermore, considerable momentum that normally could have been generated by individuals ("good persons – good projects") was lost due to the usual fluctuation of staff in these countries.

### ***Concentration on training***

Hardly any of the projects has achieved its project-specific objective *in all aspects* to a significant degree, covering evenly training, institution building, regional integration, cooperation and networking etc.. All projects have concentrated heavily on training, and the overall programme has turned out to be a huge training programme at different locations. In the implementation phase, other "soft" outputs such as institution-building were considered less tangible, less measurable, less concrete, and thus less meaningful.

The capacity to offer a large and diversified range of training products in Portuguese may be considered a distinctive advantage of the 1st RIP PALOP. From an effectiveness point of view, training in the common official language of all PALOP countries concerned is definitely more effective than in any other foreign language, provided that it reaches the right target group and meets their relevant training needs (see below). However, disproportionate concentration on training does not lead *per se* to achieving higher development objectives. The approach is too narrow to support the overall programme.

### ***Training effectiveness***

Training effectiveness and impact can be measured at different levels (in the order of increasing relevance, but also increasing difficulties/costs for measuring):

- Trainees' satisfaction (course met trainee's expectations and needs)
- Trainees' benefit (trainees' knowledge/skills improved)
- Impact on the trainees (trainees put into practice increased knowledge)
- Impact on trainees' institution (institution benefited from improved trainees' performance).

None of these established methods of measuring effects of training were utilised in any of the projects. Even the simplest methods, like a modest questionnaire to be filled out at the end of the course, asking questions like "how did you like the course?", "did it help you to do your job better?" etc., were not used.

No information was available which could systematically answer the question whether the courses were attended by the right people. Some scattered information indicates that in some cases course participants did not have the necessary background or were in courses which were designed for participants with a different job profile. But

there is no evidence that the selection of participants in general was not done appropriately.

### ***Multiplication***

Although project performance was satisfactory at the level of implementing training programmes, this was not the case for the necessary aspect of dissemination and multiplication. By design most of the projects have not taken into consideration the national organisational and financial requirements toward fostering the project's impacts. Almost all of them simply assumed that dissemination/ multiplication efforts would be organised and financed at the national level which, however, was not the case. Thus, general effectiveness was greatly reduced.

As practically all projects failed in this regard the conclusion is inevitable that none of the projects may be rated as "effective". Some projects, like the "consolidation of education systems project", which assisted in the set-up of a similar project in Angola in 2000, took up this issue at a later stage, with varying, but never fully convincing results –

A rough, summarising rating of the projects under the 1<sup>st</sup> PALOP RIP Programme is shown in Table 2, page 25. Each project is rated according to the main evaluation dimensions: relevance, project design and formulation, efficiency, effectiveness, overall outcome and impact, and, finally, overall quality/ sustainability/ replicability. For detailed information regarding the individual projects see Chapter 2.1 to 2.10 beginning on page 10.

#### **1.3.2.4 Conclusions: Overall Outcome and Impact, Sustainability/ Replicability**

The important questions related to overall outcome and impact are the following:

*Did the project activities reach the foreseen beneficiaries and did they actually benefit from the project's support?*

- ⇒ In this regard the projects were in general successful, in particular in respect to training activities.

*Did the projects succeed in multiplying training effects at national level?*

- ⇒ All projects failed to implement effective dissemination/multiplication activities. It should be noted, however, that end 2000 in Angola a project was started that was inspired by one of the PALOP I projects (Consolidation of education systems).

*Did the institutions benefit from the support provided through the projects?*

- ⇒ The participating institutions benefited to some extent from increased knowledge through the training of their staff, through exchange of experiences and exposure. But we would not say that due to the programme the institutions now are managed considerably better and performing well.

*Did the projects contribute to a better cooperation between the PALOP countries?*

- ⇒ In our judgement the PALOP countries' cooperation benefited to a certain degree from the programme.

*Did the projects contribute to a better integration of the five PALOP countries into their respective geographic region?*

- ⇒ There is no evidence that this objective has been achieved by any of the projects.

In the light of this balance we consider the overall impact of the programme as insignificant. There were indeed some benefits, but considering the magnitude of the programme and the costs involved, one must speak about a costly missed opportunity.

In our view an innovative approach with a good potential to contribute to the filling of development gaps of the PALOP group of countries has been spoilt through weaknesses in the application of planning methods and implementing / follow-up structures.

No efforts have been made – apart from establishing the “Technical Secretariat Project”, which may eventually become effective, but is not yet – to get the projects back to the right track, through re-analysing, re-defining and intelligent adaptations. If one observes the development of the programme over a period of seven years without seeing remarkable efforts to redirect things, one must question the commitment of the involved parties to do everything possible to achieve an acceptable performance.

The quality assurance obviously was left to executing agents and national project directors, as no effective monitoring of activities at project level took place.

Perhaps the best one can say about the outcome of RIP PALOP 1 is the process as such. The 1<sup>st</sup> PALOP RIP can be seen as an experimental co-operation exercise, and in this limited sense it produced as a tangible benefit the initiation of a process of co-operation, exchange and mutual learning. This could turn out to be a more suitable starting point for RIP PALOP 2, which – if properly designed and effectively steered and monitored – could bring about the impact which was expected from the first phase.

## **1.4 Recommendations and Lessons learnt**

The second generation PALOP Programme was being designed while this evaluation study was carried out. Considering the links between the 1st RIP PALOP and 2<sup>nd</sup>, some recommendations are formulated with relevance to each phase of the next PALOP programme management cycle.

Bearing in mind that the 2<sup>nd</sup> PALOP RIP was already configured (1997), an identification mission conducted to screen eligible regional projects (1998) and the first project package is presently en route to formulation (2000), the recommendations essentially cover the triangular cycle design/ implementation/ evaluation.

### **1.4.1 Recommendations Regarding the Overall Programme Design**

1. The team of evaluators **recommends to start with a 2<sup>nd</sup> phase of the RIP PALOP** provided that deficits in design and coordination / management of im-

plementation (see below, chapter 1.4.2, page 23), as they happened in the 1<sup>st</sup> phase, are avoided.

2. Proper design depends on a detailed situation/problem analysis and, based on that, on a clearly spelt out strategy. The preparation of a PALOP Regional Co-operation **Strategy Paper** could be most helpful for project selection, design and formulation. *The identification of key sectors is not a strategy*. A strategy needs to explain in detail exactly which objectives are to be achieved; which activities are supposed to produce which benefits etc.. Only on the basis of such an impact hypothesis, the relevance and feasibility of project proposals can be assessed and implementation details be properly planned.
3. The PALOP countries' **integration into the respective geographic proximity area** as one of the major objectives of the programme has to be defined in a much clearer way. If this objective is to be addressed more successfully during RIP PALOP 2, it needs to be operationalised and translated into an important selection criteria for projects planned in the coming PALOP Programme. The strategy for RIP PALOP 2 must also clarify objectively verifiable criteria for initiating a **phasing-out** process, once the PALOP countries have overcome their development gap towards their neighbours and can be cared for within the framework of usual RIPs.  
This approach could even involve the dissemination of the languages used in the geographic proximity region if that would contribute to the integration of the PALOP country concerned in that region.
4. The identification and selection of individual projects would greatly benefit, if the strategy and the instruments depending on the strategy (impact hypothesis, indicators) would specify in measurable terms the expected **regional added value**.
5. As we have seen in PALOP 1 not all projects are of the same relevance for all five countries, which contributed to a lack of **commitment** in certain cases (at least insufficient commitment to ensure a satisfactory performance level). The PALOP countries should be encouraged to be selective and participate only in those projects, which they really consider to be beneficial for their country *and* the PALOP region.
6. If the time span between financing decision and actual project start-up cannot be considerably reduced to 1 to maximum 1.5 years, a careful re-planning in the form of an (updated) **feasibility study** should be made obligatory during the first three months of the project's life time.
7. For the 2<sup>nd</sup> PALOP we recommend to lay a stronger focus on institutional capacity building in line with state-of-the-art approaches to **organisational development**, which includes, but is not restricted to training activities.
8. Training, which should continue to be an important element of the RIP PALOP 2 strategy, should be exclusively conducted in the form of *training of trainers*. Effective **multiplication mechanisms**, which require linking the regional projects with national efforts as well as with projects financed under NIPs and RIPs, are an absolutely crucial condition making all the difference between failure and success.
9. The PR aspect of the 1<sup>st</sup> PALOP Programme was relatively neglected. In future, the PALOP Programme should gain more **visibility** among the national administrations, NGOs and respective public opinions. Visibility sets claims for

credibility, transparency and accountability, and can effectively support the development of a “corporate identity” of those working on the programme

10. From all we said before it is clear that we strongly recommend an **improved application of the PCM** methodology. Furthermore, in the process of project preparation a more **participatory approach** should be applied through the use of participative planning workshops involving the main national stakeholders and departments to enhance the feeling of ownership.
11. Implementation experience made in the 1st PALOP RIP has adequately demonstrated that a regional project has to rely on a **viable, national institution**. In principle, only national entities with the required capacities should be selected to assume a regional project. The PALOP regional programme cannot substitute or fulfil the role of national development instruments, e.g. the NIPs. A shadow, parallel institution or project can only temporarily ensure effective implementation. As **sustainability** can only be achieved with strong national institutions, these need to be developed during RIP PALOP 2 in those cases, where they are presently not strong enough.

#### 1.4.2 Recommendations Regarding Implementation Management and Monitoring

12. RIP PALOP 2 must not only be better designed, but also more effectively implemented. A proper **management structure** should be established from the start, and should be incorporated in the project preparation documents. The Technical Secretariat has a good potential to serve as a streamlined management structure, provided that management functions are explicitly assigned, reporting lines (progress reports, financial reports) clearly defined and enforced.
13. Project management **accountability** for results should also be clarified within the project formulation stage. Project management needs to know beforehand, which **performance criteria** will be applicable for them.
14. A crucial moment for project implementation is usually the **project start-up** phase. If things start wrong, they can hardly become right. This means that project start-up deserves careful preparation: We are dealing with regional projects, and their management is obviously more complex than national projects. The PALOP Technical Secretariat and the future TA to the PALOP programme regional co-ordination have an important proactive role to play.
15. Due to PALOP Programme specifics, each project should organise a “start-up” workshop involving the main stakeholders (national partners in project implementation, as well as representatives from EC headquarters and last, but not least, representatives of the 5 EU Delegations). In this type of workshop, project objectives, accountability for results, institutional and organisational roles, organisational and financial responsibilities should be clarified and assigned to the key partners on a consensus basis.
16. It is of paramount importance that **Project Steering Committee** are filled with life, meet regularly<sup>3</sup> and play an active role in guiding the projects on the basis of informed progress reports and M&E data.

<sup>3</sup> Steering Committees were established for all projects during the first phase but there were no regular meetings. Project 7 ACP RPR 349 “Promotion of External Trade and Investments” had no meeting at all, and Project 7 ACP RPR 272 had only one meeting within 4 years and a second one in February 2000, after the end of the project.

17. Proper project **monitoring and early warning systems** have to be developed at the project level. This has been a major weakness during implementation of the 1st PALOP Programme. It must not be left to the discretion of the individual project managers whether at all or which kind of monitoring they apply. Reporting on the status of production of outputs and attainment of objectives by way of comparing pre-defined indicators with the actual achievement must be obligatory. Regular reporting between the project units and the PALOP Technical Secretariat and the TA toward programming general coordination has to be established.
18. **Quality control regarding the training components** must include regular assessments of the appropriateness of the selection of trainees, of the quality of courses (relevance and clarity of course outlines and learning objectives; quality of training material and manuals; performance of trainers) and of the benefit for the trainees and their respective institutions. Apart from routine questionnaires requiring a feedback from the trainees and trainers, this should be organised by independent evaluations. Mid-term evaluations should foresee a modest tracer study for a sample of ex-trainees to establish evidence on the impact of training courses.
19. During RIP PALOP 1 considerable deficits regarding the application of management instruments appeared at project level. If it is not possible to rectify this through a more effective selection of TA experts and project managers, specialised **project management training** may be required.

#### 1.4.3 Recommendations Regarding Evaluation and Financial Audits

20. With respect to the 1<sup>st</sup> RIP PALOP, a significant time lag between project preparation/ approval and project start-up was observed. As normal project duration is 4 years, and the implementation period may still be postponed, each project represents a time scale of 5-6 years. Under these circumstances, **mid-term evaluations** should be scheduled for all the projects in addition to a final evaluation; both must include an impact assessment based on *objectively verifiable indicators* defined at project start-up.
21. Evaluation processes could be conducted more effectively if a model for **partnership evaluation approach** is implemented in the future. To ensure the cooperation of all parties involved in an evaluation, it is important that such an exercise is understood by everybody as an opportunity for a joint learning process. Evaluations organised unilaterally by the funding authority should be conducted only in situations where the routine monitoring has produced indications for poor performance or mismanagement.
22. As at least four of the seven projects included in the 1st PALOP RIP had not developed a proper financial reporting system and have demonstrated difficulties in presenting financial documentation, detailed instructions on **financial reporting** should be part of the contracts and be enforced. If necessary **financial audits** need to be organised.



<b>Table 2: 1<sup>st</sup> PALOP RIP – Summary of Project Evaluations</b>							
	<b>Project Designation</b>	<b>Rating</b>					
	<b>scale:</b> very good/very high: ■■ good/high: ■ medium: □ poor/low: □ very poor/very low: □□	<b>Relevance</b>	<b>Preparation &amp; Design</b>	<b>Efficiency</b>	<b>Effectiveness</b>	<b>Overall Outcome &amp; Impact</b>	<b>Overall Quality, Sustainability, Repliability</b>
098	Consolidation of Education Systems (STP)	■	□	□	□	□□	□
272	Regional Training Centre for Public Administration & Enterprise Management (CV)	■■	□	□	□	□□	□□
084	Statistics Training for Middle Level in Statistics (GB)	■■	□	□	□	□□	□
135	Regional Centre for Training of Leading Public Health Professionals (MOZ)	■■	□	□□	□□	□□	□□
350	Regional Centre for Training of Leading Nursing Professionals (ANG)	■■	□	□□	□□	□□	□□
349	Promotion of External Trade and Investment (ANG)	■	□	□	□	□□	□□
437	Bibliographic Fund (MOZ)	□	□	□	□□	□□	□□
382	Technical Support to NAO Regional PALOP Programme (Bru/ANG)	■■	□	□	□	□	□

## 2 PART II PROJECT EVALUATION

### 2.1 Consolidation of Education Systems (7 ACP RPR 098)

At the time of the evaluation in the field, the project “Consolidation of Educational Systems”, which started in April 1995, had already been terminated.

#### **Objectives**

The most consistent formulation of the projects intervention logic can be found in a logframe annexed to the EC "Financial Proposal" dated June 1993 (more details on the project are presented in [Table 15: Fact Sheet and Assessment 7 ACP RPR 098 “Consolidation of Education Systems”](#), page 68.)

*Global (Overall) Objective:* Consolidate efforts to improve education systems of the five countries, in particular the quality of basic education over the first four years

*Specific Objective (Project Purpose):* Raise level of primary teachers’ training by pedagogical support measures aimed at assuring adequate teaching quality for first 4 years of primary school.

Although the assumption is quite plausible that the five PALOP countries share similar problems regarding their systems of primary education, this aspect has never been studied in detail. There is therefore little hard evidence that the PALOP-wide approach is of real relevance. As for the more technical objectives, the needs of the target groups (e.g. teachers trainers as well as primary school teachers) seem not to have been properly analysed, particularly as concerns methodology and contents, as well as the organisation of overseas training for the trainers (in Portugal). A detailed feasibility study most probably would have identified differences between the five countries and thus opened up the chance of fine-tuning the project activities to the specific needs of the individual countries.

The outputs of the project were quantified as follows:

- Production of 8 basic pedagogic manuals, common to the 5 countries, and provision of bromides for the reproduction of the first 1,000 copies per manual
- Training of 400 teachers’ trainers for the first 4 years of primary education
- Training of 40,000 teachers assigned to classes 1-4 at the primary level
- Organisation of a system to exchange professional experience among teachers’ trainers and primary school headmasters of the 5 countries
- Equipment of 5 national (local) teachers’ training centres (CFL)

#### **Organisation and Management of Project Implementation**

According to early EC documents, a Portuguese foundation had initially planned and suggested what was later to become the PALOP RIP programme. This foundation had proposed (and politically prepared) a co-operation programme between PALOP countries, for which it requested an EU contribution. Thus, and with some justification, this institution appears to have looked at the programme as its own, co-financed by the EC.

After some discussion and arguments at the EC Brussels level, the idea of giving this foundation the "piloting" of the overall programme was dropped for political reasons. However, the idea as such survived, and this institution joined the programme as TA (consultant) for the education component.

With the exception of the abovementioned logframe in the Financial Proposal of June 1993, the PCM approach was not used as a management tool during the preparation and implementation of the project. This might be due to the fact that PCM was a rather recent instrument at the EC, and therefore planning and know-how were not sufficiently developed.

On the other hand, the operational planning was adequately, particularly for the more complex operations such as the training of trainers (in Portugal) and the manual testing exercise.

The project implementation was entrusted to two implementing entities:

- A consultancy company based in France providing overall project management by means of a TA to the project director, and in charge of project management and finance
- A Portuguese foundation assigned as the pedagogical TA (manuals, training, equipment of local training centres).

It has been reported that the Portuguese foundation has contributed approximately 515,000 Euro from own funds to the project, but the EC has never received respective documentation, and other proof of the volume and nature of these contributions could not be found. A currently ongoing internal audit by the EC might shed some light on the affair.

Project implementation has shown some difficulties resulting from the joining of such unequal partners: a consulting firm, which was said to have been founded just for the implementation of this project, and a powerful cultural-political institution, differing greatly in experiences, structure and, not least of all, bearing a completely different corporate culture.

The project set-up (regional) included one PALOP (in this case: Santomenian) project director, and a (European) Technical Assistant from the firm. The latter was in charge of project management (including planning, monitoring, reporting etc.) and finance. The second, the technical consultant, had no permanent staff located at the regional HQ. He managed both training and manual production and testing from his Lisbon office, with frequent missions to the region.

The location of the training consultant outside PALOP, concentrating training in Lisbon, contributed greatly to the most problematic aspect of the project: although the pedagogical inputs from the technical TA seem to have been of a high standard, the incorporation of the project's outputs into the educational structures and routines of the participating countries failed to a large extent.

### ***Achievements and Weaknesses***

Based on the data collected in the field, it is difficult to make a reliable assessment of project efficiency. Financial reports were dispersed, and no financial analysis of proj-

ect cost could be found or done within the limits of this evaluation and available data. All in all one can say that the defined outputs of the project – with some exceptions – have been delivered.

The elaboration of the **manuals** and, in particular, their testing, which were both prepared, organised and followed up by the TA and national partners, is quite impressive. The report on the Mozambique experience is an example of excellent performance. However, the fact that the manuals had only been provided as photocopies (contrary to contractual obligations), to be reproduced for the experimental teacher training again via photocopying, had been rightly criticised by national authorities. In addition, the total neglect to implement the suggestions resulting from the test phase, as well as those on adaptation of the manuals to the needs identified in the test phase, greatly reduced the value of this exercise. It is difficult to understand why the TA left leaving a major part of his duties undone.

The **training** has apparently enjoyed great appreciation among the participants (to some degree due to the fact that it included an extended stay in Portugal). However, not all national training authorities share this enthusiasm. Some critical voices consider the training as being not adequate to the particular needs in Africa. Compared to teacher training programmes run by other donors in some other countries, it was considered to have been less adequate, realistic, and useful.

As to the quantity, the planned target figure of 400 teachers' trainers trained had been met to almost 100%.

Given the geographical dispersion of the participating countries, it seems that a considerable amount of money has been spent on travelling and per diems. While travelling in the context of regional (PALOP-wide) consultations and co-ordination cannot be avoided, the location of training activities in Portugal (which mean that many trainees were travelling to meet a few trainers) could and should have been avoided: The training events for the 400 or so trainees could have been regionalised (Southern Africa, West Africa), and the stay in another PALOP country (rather than in Portugal) could have been an important contribution to inter-PALOP exchange and experience.

But the most sincere weakness of the project lies in its principal approach, which promotes the use of the Portuguese language during the first four years of primary education. Ten years of studies at the Centro Experimental de Educação e Formação (CEEFF) in Guinea-Bissau have demonstrated that it is more efficient to adopt local languages for educating children in the first phase of primary school, instead of beginning instruction in Portuguese as chosen by the PALOP project. As far as this aspect is concerned, one must consider the project a drawback, given the negative effects of continuing initial instruction in Portuguese on the efficiency of the educational system. This cannot be compensated by the increased didactic skills of the trained teachers trainers.

It is doubtful whether the decision to procure **equipment** for the Teacher's Training Centres (CFL) and other purposes in Portugal was reasonable. Apart from being time consuming, it will create maintenance problems.

This procurement had apparently started late and, in the case of Mozambique, material is still being kept by customs, as the Ministry of Education there is not prepared to

pay import duties. Besides, Mozambique had started installing up to three CLF (IMAT) anyhow, one of which would have to be supplied by the project.

The equipment provided to São Tomé and Príncipe's "CLF", which is actually just a room in the ministry, had already vanished for the most part into other ministerial offices at the time of the evaluation.

There are no indications that teachers or teacher trainers from the participating countries have been consulted during the process of specifying equipment to be purchased. Obviously there were also no provisions made to follow-up the utilisation of the equipment.

### ***Overall outcome and impact***

The beneficiary countries had and have real needs to develop solid in-service systems to train primary school teachers and provide them with adequate teaching materials. From an output-oriented perspective, the project did show significant strengths toward contributing to meet those needs. But in spite of the fact that the quality of the training and of the manuals were considered to be of a high quality, the project has not achieved its purpose due to the **failure to implement effective multiplication / sustainability mechanisms**. The fact that end of 2000 a project was started in Angola, which was inspired by the "consolidation of education project", is in fact a positive outcome, but does not change the picture substantially.

The project was terminated when the two most important components, namely production and distribution of pedagogical material and the multiplication of training, had not achieved the necessary level of maturity. For the future, it is unclear how these components will be sustained. There is a real risk of diluting some of the achievements already made by the project, and of rendering their impact absolutely minimal.

With the exception of what has been said about teaching in Portuguese, the project could have functioned as an opportunity for exposure to alternative and innovative ways of teaching for primary education, but without multiplication the achievements in terms of training of trainers, training of teachers and availability of improved pedagogical material will not have a lasting *structural* effect.

### ***Lessons Learnt, Conclusions and Recommendations***

- With the exception of Angola, the training of trainers targeted individual teachers. This offers little guarantee for continuity and the retention of people, knowledge and other impacts that might have been derived from the project. Instead, trainers in existing training institutions should have been targeted as the beneficiaries.
- The costs for multiplication of teachers training and for the reproduction of the teaching manuals, which were supposed to be financed nationally, should have been secured in a different way in order to ensure the feasibility of this critical result. Worse still is the fact that the major TA did not comply with the contractually agreed elaboration and production of the revised version of the teaching manuals.
- Project outputs and activities should have been formulated on the basis of a comprehensive, country-specific needs assessment. A project derived from such an exercise would certainly have identified and differentiated issues to be dealt with

in bilateral/multilateral co-operation, as well as those priority educational subjects and administrative procedures to be adopted per country.

- Closer monitoring, backstopping and an obligatory mid term review will be helpful in order to keep such a complex type of project "on track".
- Insufficient involvement of project beneficiaries in project identification and design led to poor planning and, consequently, to inadequate implementation, monitoring and evaluation.
- It is essential to be aware of risks during the planning and agreement phases ("killer assumptions"), even when basic development co-operation principles are concerned (the principle of beneficiary contribution to the project cannot be dealt with blindly).
- In case of a possible second phase , it is recommended that the project be reformulated in such way as to limit regional components to the issues/subjects of proven common interests: Countries should be grouped in line with their common interests (São Tomé and Príncipe and Cape Verde might have more in common than others). Other key issues/subjects should perhaps be referred to national and local agendas.
- Future involvement in promoting basic education in the PALOP countries should seriously re-consider the chosen approach to promote the use of Portuguese language in primary education. It would have been easy to learn from CEEF experiences in Guinea-Bissau and adapt the design accordingly.
- One of the major problems of the educational systems in the PALOP countries, identified during the formulation stage was "poor education management". This has not been addressed properly during project implementation. Therefore, a possible next phase must consider this aspect.
- Future education projects must not under any circumstances leave multiplication / sustainability mechanisms outside the effective control of the project. The design of a project must secure sustainability without having to rely on very unlikely assumptions. In practical terms this means simply that the financing of such components must be a precondition for starting the project.

## 2.2 7 ACP RPR 272: Regional Training Centre For Public Administration And Enterprise Management

The Public and Business Administration Training Project was designed as a partial and limited response to the magnitude of problems facing the five PALOP countries in the areas of public administrative reform, institutional strengthening, business and human resources development. The project started operations in August 1996, after a 4.3 million EUR financing package had been approved more than three years before (FED approval: April 23<sup>rd</sup>, 1993) for an implementation period of 4 years (for more details see [Table 16: Fact Sheet and Assessment REG/7901/004 “Regional Training Centre for Public Administration and Enterprise Management”](#), page 69).

### **Objectives**

The project was identified, prepared and approved following the PCM standard procedures and formats, although a participative planning workshop involving the key relevant actors of the 5 PALOP countries was not conducted during the formulation and preparation stages.

The project purpose focused on the *improvement of training, consulting and research capacities of the “Regional Training Centre for Public Administration and Enterprise Management” CENFA (Cape Verde) and similar entities in the other 4 PALOP countries.*

The planned results focus mainly on the delivery of training programmes, which were complemented by efforts to provide an expertise support scheme to PALOP institutional and administrative reforms conducted at national level. Regarding training programmes in Cape Verde, PALOP-based as well as decentralised actions at country level were both envisaged.

Two types of training products – training of trainers and training of consultants – were supposed to be complemented by multiplication-oriented measures. However, the latter aspect was widely ignored and not well incorporated into project design, formulation and implementation.

According to project design, the main potential beneficiaries and interest groups are:

**Beneficiaries** Training target groups, mainly public officers and civil servants trained as trainers, business executives and consultants trained, indirectly public decision-makers and business managers. Training centres for public administration and business management

**Interest groups** Public officers in general, public authorities, private sector associations, public and private enterprises, EC and other donors.

As public administration and management in view of the challenges, posed by necessary reforms in terms of economic adjustment and restructuring, actually is notoriously weak and centralised, the project’s objectives were highly relevant to the development of the 5 PALOP countries.

Project design has planned and secured finance for multiplication actions, although limited, in the form of expert missions at country level. A proper mechanism to manage the project at the cross-country level, concerning project objective and multiplication requirements, however, has not been established. The poor project performance during the second half of its life cycle is certainly a consequence of that lack.

During project design and preparation, insufficient attention was paid to two key questions:

- How to improve the potential national impact of regional project actions;
- How to mobilise NIP funds and other internal and external financial sources to insure national multiplication actions and foster overall impacts and sustainability.

### ***Organisation and Management of Project Implementation***

The National Centre for Administrative Training (CENFA/Cape Verde) was designated as Regional Project Executing Agency with the director assigned as project manager. This decision meant that the project manager because of his other duties actually was a part-time manager for the project. A resident international expert was contracted as technical assistant to assist in the project management. Additionally, after a competitive bid, an external training services provider was also selected.

Further, a Project Steering Committee involving the PALOP main political actors for Public Administration was established. The Steering Committee held meetings twice during the project's duration: the first time near the end of the first half of the project, and the second time in February 2000. Despite of the fact that 40% of the training targets were directed to the business sector, no business representatives were invited to participate in the Project Steering Committee.

Project implementation was not properly monitored. An independent mid-term evaluation was planned, but not conducted. As disbursements have been cancelled by the NAO, financial reporting was neglected and had seriously affected the second half of project implementation.

The professional relationship between the project manager and the TA expert was reported to be not very co-operative. The development of proper management, monitoring and financial procedures was obviously affected by that fact.

### ***Achievements and Weaknesses***

As concerns the training actions, the achievement indicators considered at the design stage focused on the number of trainees, trainers and consultants trained.

In general, CENFA-based **training** actions were conducted in a professional manner. Both the training of Consultants and the Training of Trainers Programme have performed well, achieving a high rate of fulfilment. Regarding the Specific Training Programme in Business Management, Central and Local Public Administration, CENFA-based courses were also undertaken with high achievement rates.

Minor inefficiencies have occurred at the trainee selection stage level. A small percentage of trainees sent to different training actions and programmes did not meet the required selection profile and criteria.



Implementation problems arose as project actions were launched at the national level, with insufficient planning, preparation and co-ordination. Furthermore, the absence of adequate and transparent financial reporting from project management to the Cape Verde National Authorising Officer has prevented a continuing transfer of funds to the project since the middle of 1998. At the same time, technical assistance to project management was considered to be no longer required, and was cancelled. Under these circumstances, after two years of execution the project's performance has dramatically fallen.

**Multiplication** actions planned to be conducted at the national level by the beneficiaries of the training of trainers programme were simply abandoned. None of the 29 planned training actions were undertaken. Only 5 of the 15 specific training actions planned to be conducted at national level have been implemented. In fact, since the end of 1998 the project has practically not performed.

Complementary to the training component, project design envisaged the implementation of an **expertise support scheme** to PALOP institutional reforms, envisaging provision of technical assistance to main policy preparation requests, preparation of legal instruments, reform implementation and public services within structural and administrative adjustment.

This component was budgeted with 900,000 EUR and focused on three main domains:

- training of consultants programme, originally designed for 7 consultants, but launched following review for 14 PALOP consultants;
- 20 experts mission programme (2 weeks duration) under management of the Project Steering Committee and linked to a "follow up" complementary phase of the training of consultants Programme (200,000 EUR). This scheme was supposed to provide PALOP expertise to PALOP governments in fields connected with the project intervention (central and local public administration, business management and development).
- a fellowship facility for study visits to Europe (375,000 EUR). 50 one-month fellowships were initially foreseen, to be managed by the Project Steering Committee and a PALOP advisory group to be created within the project providing technical support to modernisation and administrative reforms.

The training of consultants programme is considered the main project achievement, but the inability to involve trained consultants in expertise missions has jeopardised the overall result and disappointed trainees' expectations.

Concerning fellowship facility and the institutional support scheme, no significant results have yet been achieved. The present situation will most likely be maintained until the end of project implementation. The technical group to support administrative reforms was effectively not created. Actually, the project has definitely lost its *momentum*, and is not able to generate any significant contribution toward such a sensitive and important intervention domain.

Project costs were initially estimated at 4.3m EUR, of which an amount of 2.7m EUR was allocated for training components. The institutional support scheme and technical assistance are further main budget components.

As an evaluation criteria, efficiency tries to assess whether results, effects or impacts were obtained at reasonable costs. With around 60% of the financial resources budgeted and committed, the project achieved less than 40% of the planned results, taking both the training and institutional support scheme targets into consideration.

In terms of unit costs, each trained trainee had average initial estimated costs of 5,335 EUR. Due to unaccomplished training targets, the actual average trainee costs are around 7,800 EUR, which is 45% more than the original estimate).

In terms of cost-effectiveness, i.e. relating costs to the project's objective achievement, it is doubtful whether the project has produced any relative significant impact as far as the strengthening of training, consulting and research capacities of main training institutions for public and business administration are concerned.

The training, consulting and research capabilities of CENFA may have theoretically been improved to a certain extent, but it is important to stress that almost none of the Cape Verdian trainers and consultants trained by the project have been involved in training actions or consultancy assignments conducted by CENFA.

### ***Overall Outcome and Impact***

Project overall outcome and impact has to be considered minimal. The trainees' professional skills seem to have been developed and individual performance improved. The trainees' organisations have benefited from training effort, but no significant impact can be expected in overall organisational performance.

The Public and Business Administration Training Project is a good example of some positive aspects of the 1st RIP PALOP : the capacity to offer a large and diversified range of training products in Portuguese. As concerns effectiveness, training in a first foreign language or possibly even a mother tongue is more effective than in any additional foreign language. The main condition is that a perfect match between training needs and relevant training actions is assured. This was not the case with all project activities. "Marketing for Public Institutions" and "Psychological Aspects of Management" for instance might represent interesting training topics, but they are not within the mainstream of pressing and urgent training needs.

In adopting the defined project objective, the conclusion for an effectiveness analysis must be that objective achievement was quite minimal. The project intervention was supposed to upgrade the training, consulting and research capacities of CENFA (Cape Verde) and similar entities in the 5 PALOP countries. Planned effects did not effectively materialise due to poor project performance during the project's second half.

The project has provided a package of training opportunities at the country level. The fact that no institutional mechanism was established to link trained trainers and consultants with the PALOP main training institutions for public and business administration, have diminished opportunities for a sustainable impact.

### ***Lessons Learnt, Conclusions and Recommendations***

- Technical training in Portuguese for African, lusophonic countries trainees with sufficient language proficiency can be effectively carried out at regional level.

- Training actions should cover prioritised, relevant training needs, travel costs minimised, and project management should concentrate on results and benefits (not merely on dispersed activities).
- The project was launched without establishing a proper cross-country management mechanism. After the project had started operations at national levels outside Cape Verde, difficulties emerged that became progressively responsible for the diminishing of project performance.
- The project performed reasonably well during the first two years, then collapsed after a new and decentralised implementation mode had been put into place. Performance sustainability was not achieved during the project's life-cycle.
- Anticipation of implementation difficulties and proper operational preparation and planning are required. A more flexible and productive management approach is absolutely necessary in case project implementation conditions become more complex and interactive within national departments.
- Multiplication actions, although limited in nature, were built into the project design, but project performance collapsed. The expected benefits and impacts have not or only to a small degree been achieved.
- One key feature of the RIP approach should be that regional projects with potential high national impact are financed through mixed funding schemes involving regional resources, NIP funds and other internal and external financial sources. The options were not fully exploited, neither in the design and preparation stage nor during implementation.
- As a matter of fact, a more active role on the part of EC Delegations seems to be desirable during project design, implementation and follow-up.

### **2.3 Project 7 ACP RPR 084 Training of Mid-Level Staff in Statistics**

Situated in Guinea-Bissau, the Statistics Training Project for Mid-Level Staff started operations in August 1994 (for details see [Table 17: Fact Sheet and Assessment REG/7901/002 "Training of Middle Level Staff in Statistics"](#), page 72), almost one year after a project financing package of 3.5 million EUR had been approved (Sept. 17<sup>th</sup>, 1993) for a scheduled implementation period of 5 years. A mid-term evaluation has been conducted in March 1997.

The political/military crisis experienced from June 1998 until the end of 1999 had inevitable and important consequences on the project's normal operational activities. Activities had to be disrupted, project facilities (such as the National Centre for Administrative Training – CENFA) had been destroyed, interfering gravely with the whole process of project implementation. Planned project activities have been forcibly suspended: As a consequence, the planned regional activities have not been executed in full. The project came to a complete halt. Although the project was never officially closed, a request for continuation after the end of the turmoil has never been made.

Despite this tragic situation, the project has performed relatively well during an implementation period of a bit more than 3 years. In general, the training targets have been achieved. The disruption of all project operations has obviously led to a diminished overall effectiveness, impact and sustainability.

A new project oriented toward regional co-operation in the field of statistics is envisaged within the preparations for the 2nd PALOP Regional Indicative Programme. The future location of the project is intended to be São Tomé and Príncipe.

#### ***Objectives***

Statistical departments in the PALOP countries were – and still are – relatively weak. In general, visible, viable and reliable statistical data are lacking and remain in a structurally anachronistic status. Statistical services are not able to provide public and private decision-makers and, in general, the international and donor community with the required reliable statistics.

In all countries concerned, the training of mid-level staff in statistics was one of the strategic goals of the respective national institutional development programme. These strategic goals were oriented to the organisation of new statistical institutes in most of the PALOP countries, with skilled personnel improving the quality of statistical data, implementing national censuses and survey programmes at the same time.

Under the project a regional training project has been designed by adopting a training of trainers approach to specifically address the training needs of the target groups in each country. 900 mid-level staff were supposed to be trained in the 5 PALOP countries in concomitance and in sequence with the ongoing project intervention.

The definition of the project suffers from the uncertainty, which of the overall goals and project purposes defined in different documents have to be considered as the finally valid and approved versions:

Overall Goal(s) <i>(different versions in different documents)</i>	<ul style="list-style-type: none"> <li>• Ongoing training programmes in statistics for mid-level officers of the five PALOP countries are established on a regular and permanent basis;</li> <li>• Enhancing the functional efficiency of the five national statistical departments concerned;</li> <li>• Setting up a network of exchange and co-operation for statisticians coming from the five PALOP countries.</li> </ul>
Project Purpose: <i>(different versions in different documents)</i>	<ul style="list-style-type: none"> <li>• Conditions for statistics training at regional/national levels are improved;</li> <li>• Quality of the statistics operations improved concerning the different economic sectors.</li> </ul>
Results	<ul style="list-style-type: none"> <li>• Training of trainers programme conducted;</li> <li>• modular training guides on statistics elaborated;</li> <li>• fellowship programme established;</li> <li>• newsletter published on a regular basis;</li> <li>• national training centres implemented.</li> </ul>

When considering the output-level project purpose relationship, it should be stressed that the necessary means to achieve the project purpose were only theoretically planned. For instance, the planned result “National Training Centres implemented” is an example of virtual planning as the project budget has only foreseen some minor resources toward procuring minor training equipment.

### ***Organisation and Management of Project Implementation***

The preparation and design of the project was developed as a logic continuation and extension of the existent bilateral actions conducted between the CESD/Lisbon and the statistics departments of each PALOP country under the bilateral Portuguese co-operation effort. The CESD/Lisbon has previously been involved in other EC projects (budget line 7-5031) in which pedagogical training modules in Portuguese have been developed for incorporation into future training actions and projects.

Located at Bissau, the project co-ordinating unit was established and reported directly to the Minister of Planning and Co-operation (NAO). A technical assistant to support the Project Director was hired by means of an expert contract (AEC); implementation of the training programme was committed to a service provider based in Portugal.

A Regional Steering Committee was created, consisting of the 5 National Directors for Statistics, the Project Director, the TA expert and two EC representatives. The first meeting of the Steering Committee was held at Bissau (September 1994), the second one at Praia (September 1995), the third one at Luanda (September 1996) and the last one at Maputo (September 1997).

### ***Achievements and Weaknesses***

The project was supposed to contribute to the training of 900 mid-level staff members coming from the PALOP country group. However, no dissemination training actions were incorporated into the project design, neither were any budget resources allo-

cated for this purpose. Consequently many of the trainees trained were not able to carry out systematic training actions at the country level.

Project design has apparently not tried to interlock activities with those of other projects in order to generate synergy effects. The project's main assumptions were relatively vague - sometimes even naive - and had not been identified in an appropriate manner.

As was mentioned above, the main focus of the regional project has been placed on the training of trainers component, representing around 47 % of project budget resources. The main achievement indicators at the output level are depicted in the table below.

**Table 3: Project Performance Screen (Output Level) for “Training of Mid-Level Staff in Statistics”**

Planned Results	Programmed Targets	Achievement Levels	Observations
R1: training of trainers Programme conducted	150 trainers trained (20 training seminars)  5 Seminars/ workshops (75 participants)	184 trainers trained (16 actions)  4 seminars/workshops (around 60 participants)	
R2: Modular training guides on statistics elaborated	20	20	More an activity or input than a result.
R3: Fellowship Programme established	50 fellowships	31	2 participants / country/ year
R4: Newsletter published on a regular basis	20	10	
R5: National Training Centres implemented	5	-	

Project implementation was interrupted and suspended in mid-1998 after a little bit more than 3 years following the project's start. The project has performed relatively well until that time and the main training targets have been achieved. When considering the training programme on the whole, most of the training actions had been carried out and achieved in training more trainers than those originally planned.

The efficiency of the training results was affected by the high travel costs. Considering the organisational environment of the PALOP national administrations and the content of problems with which the statistical departments in each of the PALOP countries were confronted, both efficiency and quality were furthermore affected (in certain cases) by the inadequacy of the training content.

The trainee selection process has certainly not always been undertaken with the sufficient rigorous precision required to make effective use of limited resources and

training facilities. There is no doubt that only a portion of the trainees chosen have had the professional and training skills needed to design training actions, prepare training materials and perform as trainers in multiplication activities on the national levels involved.

The training actions were basically conducted in Lisbon, and even after project disruption it was possible to continue the fellowship programme for a while. In contrast, the publishing of the newsletter has been suspended.

The upgrading of 5 statistics training centres was a complementary and, in relation to the overall objective of the project, minor component related to a limited re-equipment effort of the existing training cells. This equipment has been procured, but the procurement strategy has not been very efficient as it has been located mainly in Lisbon. Problems with shipment and customs arose, and most of the procured equipment was either lost or those deliveries carried out included items that did not function properly.

An **interim evaluation** was carried out during 1996, and was analysed by the Maputo Steering Committee. As project implementation has been interrupted, it is not possible to follow up on the extent to which the evaluation conclusions and recommendations have been adopted and incorporated into the project management implementation process.

- The following project's main weaknesses were identified:
- Difficulty to initiate replication actions at the national level;
- need to adjust microinformatics training;
- low execution of fellowships;
- need of refreshment training for trained trainees.

The last recommendation from the interim evaluation in 1996 is apparently both a bit obscure and bizarre, recommending refreshment courses for trained trainers who have never even executed any national replication training actions.

### ***Overall Outcome and Impact***

The quality of training materials and training actions was generally recognised, and the training of trainers actions held at Lisbon were considered to be a major strength of the project. A brief survey (not representative) during fieldwork revealed that the training courses were considered to be very relevant by 40% of the Angolan trainees, 40% of the Mozambicans and 67% of the Cape Verdians; they were considered to be relevant by 60% of the Angolan and Mozambican trainees, all of the Guinean trainees and 25% of the Cape Verdians. Only 8% of the Cape Verdians interviewees considered the training to be not very relevant. These are individual perceptions of the trainees, and are not related to the overall quality of the measures themselves, but do reflect the motivation of mid-level personnel toward participating in activities oriented to upgrade their personal skills.

Within a relatively short implementation period and with a disbursement rate of around 67% the project achieved a good part of the programmed training targets. On the other hand it is questionable whether these measures finally had any significant impact, as most of the trainers trained were not – and are not – involved in training activities at their respective national level.

Multiplication activities were realised, but not to the extent necessary to secure the achievement of the Project Purpose: one course was held in Guinea-Bissau (NIP-funded), a set of 8 apparently rather successful courses were conducted in Angola (NIP-funded), and a basic and complementary training was conducted in São Tomé (financed by French co-operation funds).

Although not directly addressed during the design phase of the project, women's participation in the training courses during implementation of the project was comparably significant (31%). 55% of participants from Cape Verde and 37% from Angola were women, the lowest percentage attained for female participation was 11% in Guinea-Bissau.

Despite the relative good project performance, the overall outcome and impact was limited, and trainers' trained skills attained may be lost in the short or medium run if those specific skills are not used in practical training activities.

### ***Conclusions and Recommendations***

- The project has performed relatively well in terms of output delivery during the three years of project implementation until, in 1998, turmoil caused the suspension of the project.
- Contrary to other projects within PIR PALOP 1, the project managed at least to organise some multiplication activities, although multiplication was not built into the project design and was not budgeted for, which in the evaluators view is a design error. Still multiplication was far from being adequate to secure sustainability.
- Local in-country training was not conducted as planned due to the lack of resources at the national level. Most of the trainees have not had the opportunity to put their training skills into practice. This has considerably reduced the sustainability and replicability of the project at the local level.
- The selection of trainees was not always done according to standard. Quite a few among them did not have the profile necessary for a training of trainers programme and were not fit to become trainers themselves.
- The co-ordination between the project and other existing PALOP statistical improvement projects with objectives similar to the regional one remained poor.



## 2.4 7 ACP RPR 135: Regional Centre For Training Of Leading Public Health Professionals

The project "Regional Centre For Training of Leading Public Health Professionals" passed the approval of the EDF Committee on September 20<sup>th</sup>, 1993, and signed on November 14<sup>th</sup>, 1994. A financing amount of 3,480,000 EUR was approved. The project, for which Mozambique is the lead country, began in September 1996 (see details in [Table 18: Fact Sheet and Assessment REG/7901/003 "Regional Centre for Training of Leading Public Health Professionals"](#), page 72). By December 1999 an amount totalling 2,001,980 EUR had been committed, and out of that a total of 1,726,110 EUR was disbursed.

At the time of the evaluation at field level the project was more or less inactive since 1998 due to serious management problems. A mid-term evaluation was conducted in 1999 and a financial audit is being planned.

### **Objectives**

The **Overall Goal** of the project were defined as: *Reinforce the capacity to deal with questions related to public health at the level of the five PALOP countries; Improve the capacity in management and taking charge of problems in functioning and management of 385 district health centres.*

**Specific objective:** Increase and improve the capacity in training, research and consulting of the Regional Centre for Health Development in Maputo (CRDS).

Expected **results** and activities

- Training of 28 trainers to take charge of the new activities of training, research and consulting;
- Training of 300 technicians and health managers;
- Conception and effecting of 4 modules for training and/or further training in the field of public health: epidemiology, health education, technical and administrative management on the district level, adult training (education);
- Establishment of an institution for co-ordination of public health policies at the level of the five countries, which will continue its activities beyond project duration (Steering Committee);
- Conducting studies on the training needs of public health staff;
- Effecting the training which could not be decentralised;
- Establish a plan of action with a concentration on the priority activities to be conducted in the field of public health;
- Complete studies regarding the training needs of public health staff.

The priority areas defined for the project and the respective courses given at the Centre for Training of Public Health Professionals for training and training of trainers in the field of public health - epidemiology, health education, technical and administrative management within a health district, and training of trainers - respond to the main public health problems existing in the five PALOP countries. The project is very relevant because it offers training in Portuguese in a priority sector, which otherwise is not available in the region.

### ***Organisation and Management of Project Implementation***

Training activities within the project are conducted by the Regional Centre of Health Development - CRDS in Maputo. The CRDS has a regional mandate since 1995 and is conducting regular courses.

The organisational structure of the project corresponds to the diagram of the CRDS. The director of the CRDS has been appointed as project director reporting directly to the Ministry of Health. He has, apart from direct tasks within the CRDS and the project, other responsibilities that occupy an undetermined portion of his time.

The Project Director is supported by a Steering Committee consisting of the National Co-ordinator for Mozambique, who acts within this project as a regional co-ordinator, the Ministers of Health of PALOP and two representatives of the Commission. Both an international technical assistant and a pedagogical technical assistant were linked to the Project Director.

No hard evidence, but only rumours were available about the reasons why the co-ordinating structure and management of the project collapsed. One talks about "incompatibility" between the TAs and the Project Director resulting in the resignation of the TAs at a very early date, before completion of the planned 48 months. The positions have not been re-staffed to date, and there is no expressed intention to do so.

The decision to suspend the project until an evaluation *and* a financial audit would be carried out indicates that also the financial management of the project might face severe problems. Meanwhile the evaluation has been done, but as the financial audit has not yet been carried out, the project continues to be inactive.

It seems obvious that there is a lack of commitment to restructure the management of the project and make sure that it can be re-started as an effective regional effort.

### ***Achievements and Weaknesses***

The project actually started quite well. Twenty-three trainers out of the planned total of 28 trainers have been trained to take charge of new activities for training, research and consulting, in other words 84% of the figure planned. In Angola, a study of students who had followed this course showed that most of them are presently occupying leading positions. However, a specific follow-up mechanism is not in place for tracing the students back to their countries of origin after the courses.

In terms of the training of 300 technicians and health managers, 33% have already been trained out of the total planned up to the end of the project. Conception and facilitation of 4 modules for training and/or further training in the field of public health has been completed; the modules are ready for being used.

The number of trained health professionals already in position at the project is 106. Only 27 of these were women (ratio 1:3).

**Table 4: Distribution of students by country of origin (Training of Leading Public Health Professionals Project)**

COUNTRY	NUMBER	%	Gender Ratio (women: men)
Angola	37	35	1:2
Mozambique	36	34	1:4
Guinea-Bissau	15	14	1:14
São Tomé and Príncipe	16	15	0:16
Cape Verde	2	2	1:1
<b>Total</b>	<b>106</b>	<b>100</b>	<b>1:3</b>

Source: CRDS

According to national and international specialists involved in the project, and confirmed by external opinions, the courses conducted were of a good quality. The few trained professionals, which could be interviewed during the evaluation on a sample basis, share this opinion.

The scarce information available support the view, that at the output-level the project has performed relatively well until it was suspended. However, on the basis of existing data it is not possible to judge to what extent this was achieved. Table 6 above shows that the five participating countries benefited at very different levels. The two trainees from Cape Verde most probably will not make a real difference regarding the state of health management of that country. But also the figures for Angola and Mozambique, ranking high with 37 and 36 trainees respectively, are not really impressive. Nevertheless, 36 or 37 public health officials could turn things to the better, provided that they are well selected, really well trained and their increased knowledge appropriately utilised.

There are indications that the selection has not always been done in an optimal way, that the defined selection criteria were not always adhered to. Again, there is no hard evidence to support this view. If it turned out to be correct, the effectiveness of the project consequently would be severely reduced.

The first meeting of the Co-ordinating Committee of the project recommended, among others, to seek for accreditation of the courses held at CRDS in order to be in a position to offer qualified certificates to the trainees. This might be an indication that the courses were not attractive enough for high-potential candidates.

### **Overall Outcome and Impact**

At the time of the evaluation the project had been operational for a period of around two years and had been suspended since a while. There is no way to talk about *impact* under these circumstances.

It is also not reasonable to speculate about how effective the project could have been if it had continued and if it had been managed properly. If one compares the amount of money invested, 1,7 m EUR, with the demonstrated output so far, it is difficult to avoid the conclusion that the money was wasted.

Unfortunately the team of evaluators were not able to identify the exact reasons for the collapse, but all available information suggest that the project failed at manage-

ment level, and that the stakeholders' commitment apparently was not strong enough to put the project back on track.

Project viability depends first of all on interest existing in the project, supplemented by an unambiguous commitment from the five PALOP countries. The project was initiated as a consequence of this interest. There are however ambiguities which contradict the declarations of interest, and which could compromise the viability of the project. It seems that poor co-ordination between the different parties involved and poor management are the main reasons for the present project stagnation. Additionally, there is a high turnover, and often an absence, of EU advisors, which compromises continuity in project developments. The Director of the project seems to be unable to handle their management tasks at the necessary level, and has failed to unify technical assistance, teachers, assistants and other interested parties in a fruitful collaboration

A prerogative toward identifying courses at the PALOP level could be achieved through political efforts, which implies an effort in course programming and a commitment to the selection of public health professionals.

Under the present conditions, without support from the European Commission or other donors the Regional Centre for Training of Public Health Professionals Project does not possess financial viability. Yet, no alternatives exist. A regional centre for the training of leading public health professionals would require the political commitment of the PALOP countries and an in-depth revision of its terms of reference so that its functioning could be adapted to financial changes which may occur upon withdrawal of the donors. Should donors decide to withdraw from the project, an investigation aimed at finding alternative solutions for funding will be needed.

### ***Lessons Learnt, Conclusions and Recommendations***

- The Regional Centre for Training of Public Health Professionals Project was developed on the basis of real needs, and on the interest in the region toward improving capacities in health management. The selection of the project at that time was justified.
- The project is characterised by controversial management and co-ordination, and by a lack of consultation between the Project Director, the EU Delegation and the other stakeholders. Direction of the CRDS, as well as that of the project, lies exclusively within the responsibility of the Project Director. There is neither an administrative nor an executive board, nor a Scientific and Pedagogic Committee. As their contracts have expired, both the technical assistant and the pedagogic technical assistant have left the country.
- The project, consequently, was suspended in June 1998 in anticipation of the mid-term evaluation and a financial audit. The EU finally accepted the mid-term evaluation in June 1999. The financial audit has yet to be carried out. In the meantime the project is on stand-by, and no courses are being conducted. The project is a failure due to the inability of concerned institutions to enforce corrective actions as necessary.

- The team of evaluators did not find good reasons to believe that the project can be successfully re-vitalised and brought back on a course which ensures that it generates the expected tangible impact.
- The project should be formally closed after approval of the results of the financial audit.
- It is not recommended to take up the project idea again for RIP PALOP 2, at least not with those institutions/persons having been involved in the project so far. Support for the management of public health could also be dealt with on a national basis with contributions from NGOs specialised in the sector.

## 2.5 7 ACP RPR 350: Regional Centre For Training Of Leading Nursing Professionals

The project passed approval by the EDF Committee on October 20<sup>th</sup>, 1994, and was signed on the December 19<sup>th</sup>, 1994. The project began in March 1996 ( see details in [Table 19: Fact Sheet and Assessment REG/7901/006 Regional Centre for Training of Leading Nursing Professionals](#), page 73). A sum of 2,600,000 EUR was approved. An amount totalling 1,568,898 EUR was made available in February 2000, of which a total of 885,601.49 has been spent. Angola was assigned the role of the lead country for this project.

### **Objectives**

The objectives have been formulated as follows:

- To strengthen the human resources capacity for management of the local health centres;
- To reinforce the training capacity of the "Higher Institute for Nursing" (ISE) by further qualification of some trainers in presently weak disciplines;
- To reinforce regional co-operation in the public health sector.

The **Specific objective** was defined as "*To build a team of leading nursing professionals able to supervise, lead, organise, train and manage health services at the local health centres*".

Expected Results are:

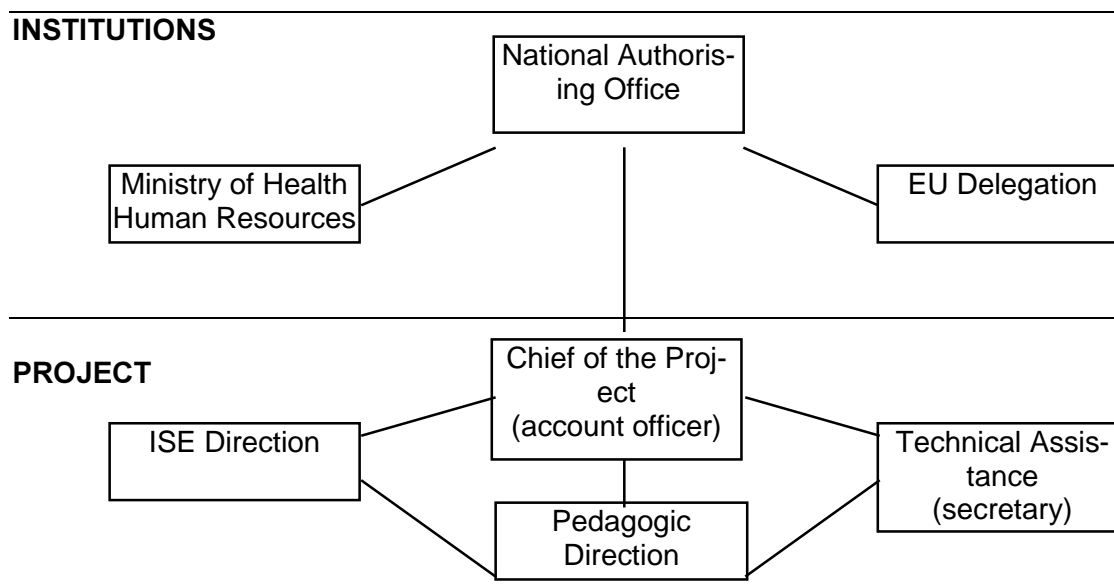
- Training of 28 trainers;
- Training of 120 leading nursing professionals;
- Implement a common qualification course for leading nursing professionals from the five countries;
- Launch a research programme on how nursing professionals function.

At the beginning the project was designed to provide a three-year, high-level training course. There were not enough teachers in Angola for a high-level course at that time, and thus priority was given to a specialisation course in management for mid-level nurses. The project was therefore re-oriented into what it is today: a two-year specialisation course in management for mid-level nurses. The project is relevant; its implementation would allow for improved nursing qualifications and a better provision of services in response to the health needs of the population.

The courses aim at building a body of executive nurses capable of supervising, leading, organising, training and managing health care teams or the local health centres, of responding to the main public health problems existing in the five PALOP countries.

### ***Organisation and Management of Project implementation***

**Table 5: Diagram of the Project Management Structure in Angola**



### ***Achievements and Weaknesses***

The activities for training nurses (4 courses lasting 2 years each) only began in November 1998. This late start explains why the results at the time of evaluation have not yet been substantial. The first year of the first course ended in November 1999; the second year should have started in January 2000, but was delayed and has not yet started due to problems with the release of funds.

Personnel changes in the project management team were responsible for dossiers being neglected, and at times even lost. In order to ensure project success and avoid unnecessary delays and frustration for both teachers and trainees, the re-establishment of an efficient project management structure must be treated as an absolute

The structure planned to accommodate the project was not functional in due time, and the commitment by the Government of Angola was not up to expectations.

The follow-up performed by the Commission has been continuous and the main problems have been identified since the beginning. In spite of that, proper solutions have not been found or implemented in time.

In spite of all these partial achievements, project efficiency remains very low. It must be noted that the project suffered severely from shortcomings that occurred during the first year of implementation (delayed Technical assistance, poor condition of the infrastructure, late arrival of funds, difficulties in the selection of candidates for training). At present, all the conditions for succeeding would be in place, if the release of funds could be secured.

The first course was composed of 31 students, 20 (64.5%) men and 11 (35.5%) women.

**Table 6: Distribution of students by country of origin (Training of Leading Nursing Professionals Project)**

<b>COUNTRY</b>	<b>NUMBER</b>	<b>%</b>	<b>Gender Ratio (women: men)</b>
<b>Angola</b>	14	45	1:6
<b>Mozambique</b>	8	26	1:2
<b>Guinea-Bissau</b>	4	13	1:1
<b>São Tomé and Príncipe</b>	3	10	3:0
<b>Cape Verde</b>	2	6	1:1
<b>Total</b>	<b>31</b>	<b>100</b>	<b>1:2</b>

Source: Regional Centre for Training of Leading Nursing Professionals

### ***Overall Outcome and Impact***

The project has not yielded results yet. As a consequence, also the objectives are far from being attained and it definitely much too early to talk about impact. There is the real risk that even the small successful steps taken so far could have been in vain, if attempts to re-vitalise the project are not successful in the near future.

### ***Lessons Learnt, Conclusions and Recommendations***

- The Regional Centre for Training of Leading Nursing Professionals Project was developed on the basis of real needs, and reflects the high interest in the region to strengthen the human resource potential for management of the local health centres, the training capacity and regional co-operation in the public health sector, as well as in the building of a body of nursing executives capable of supervising, leading, organising, training and managing health services at the local level.
- The project deserves being paid more attention from both the Government of Angola and the EU Delegation. They should combine their efforts with those of project management and support it in order to compensate for the delay and achieve maximum results.
- It appears that disrespect of financial and reporting procedures on the part of project management and the slow response to identified implementation problems are the main reasons explaining today's project delays .
- It is necessary that the Government of Angola, the EU Delegation and project management ensure that the responsibilities of each participant are fulfilled.
- It is recommended that the programmed evaluation takes place as soon as possible.
- An urgent financial audit is necessary to prepare the ground for a re-vitalisation of the project.
- Initiating a study to discover solutions for a sustainable continuation of the project would be called for.



## 2.6 Project 7 ACP RPR 349: Promotion Of External Trade And Investment

Located at Luanda, Angola, the External Commerce and Investment Promotion Project was designed as a response to the problems the five PALOP countries were facing in the areas of economic activities, external commerce expansion, investment mobilisation and attraction (see details in [Table 20: Fact Sheet and Assessment REG/7901/005 Promotion of External Trade and Investment](#), page 74). Considering the context of administrative and economic reforms toward a market-oriented economy, the main strategic intent was to create the basis for a continuous and reinforced co-operation involving the five countries in two fundamental and strategic economic domains – external commerce and investment promotion.

The project started operations in June 1997 after a 2.6 million EUR financing package had been approved three years earlier (February 7<sup>th</sup>, 1994) for an implementation period of 4 years.

### **Objectives**

During the first half of the 90s, the five PALOP countries were in the initial stages of a complex transition process from a collective, strongly centralised to a more decentralised, market-oriented economy. Support for this transition programme was most welcome in the five participating countries and considered an important and relevant contribution.

The project was designed according to the PCM logic and procedures. The **overall objectives** defined as follows:

- Internal and external economic and financial exchanges developed in the PALOP countries.
- To develop country entrepreneurial capacities.
- To enlarge regional co-operation in the commercial and economic changes domain.

The **Project Purpose** was defined as “*Conditions favouring external commerce expansion and investment promotion improved in the PALOP zone*”.

### **Planned Results**

- Training programme for public officers and managers, business managers and executives
- Support to economic and fiscal reform toward establishing a legal commerce and investment-friendly environment
- Reinforce role of private enterprises associations in the society
- Implementation of institutional reforms

At least the formulation of the fourth result, “*Implementation of institutional reforms*”, shows a misconception of what a project could achieve: the content was not only too vague, but the target also goes far beyond a possible direct project intervention.

A synthesis of the relevant stakeholders involved and the potential beneficiaries of the project is displayed as follows:

**Beneficiaries:** Training target groups, mainly public officers trained as trainers, civil servants forming central and provincial governments, public and private business executives; indirectly public decision-makers, business managers, financial institutions and economic agents.

**Interest groups:** Public officers in general, public authorities, private sector associations, public and private enterprises, international and national investors, EC and other donors.

### ***Achievements and Weaknesses***

As most of the planned results at the level of policy advice (“support to legal framework”, “role of private sector”, “institutional reforms”, were not very operational, the project focused in practical terms on the training component. The focus on training was also the result of the budget allocated to the different components: while for training purposes around 67% of budget resources were reserved, the policy advice functions were clearly under-budgeted.

**Table 7: Budget Breakdown (EUR) of the “External Commerce and Investment Promotion Project”**

Budget Items	Financial Proposal		Addendum 98		Amount Committed (by 12/99)	Amount Disbursed (by 12/99)
	Amount	%	Amount	%		
Training Programme	1,731,840	67	1,625,000	62		
Technical support to reforms	160,500	6	250,000	10		
Technical assistance	620,400	24	630,000	24		
Evaluation	40,000	1.5	40,000	1.5		
Contingencies	47,260	1.5	55,000	2		
<b>Total</b>	<b>2,600,000</b>	<b>100</b>	<b>2,600,000</b>	<b>100</b>	<b>2,405,080</b>	<b>1,176,490</b>

As mentioned above, the main planned output was the training of 120 public and private executives of all PALOP countries covering the following training topics: international economy and commerce, international marketing, technology transfer, international commerce financing, investment financing, international banking commerce and investment.

The training programme was originally structured into 4 annual training actions for 30 participants, comprising 4 two-week seminars each.

The non-training component contained two main aspects:

- An institutional support oriented to develop a harmonised legal framework favourable to modern trade;

- International investment requirements envisaging the preparation and production of a set of professional manuals (production and edition of 3 handbooks in the areas of enterprise creation, international commerce and investment practices).

Support to legal and fiscal framework reform should be provided via an inter-country working group (3 work meetings over 6 months, comprising 15 working days) assisted by external European experts.

**Table 8: Project Performance Screen (Output Level) “External Commerce and Investment Promotion Project”**

Planned Results	Programmed Targets	Achievement Rate	Observations
R1: Training programme for public officers and managers, business managers and executives	Training of 120 trainees	70%	Output quantified in terms of trainees trained
R2: Support to economic and fiscal reform toward establishing a legal commerce and investment-friendly environment	-	0	Result not quantified in output terms. Partially quantified at input level. Simultaneously too vague and too ambitious.
R3: Reinforce role of private enterprises associations in the society	-	0	Result neither quantified in output terms, nor at input level. Activities not clearly planned Obviously, a “wishful thinking” result
R4: Implementation of institutional reforms	?	0	Questionable output. Clearly outside of project responsibility area. No activities were planned. Results obviously beyond project reach.

**Table 9: Training Programme Performance “External Commerce and Investment Promotion Project”**

Courses	Number of Participants						Target of Programme
	ANG	C V	G B	MOZ	STP	Achieved	
Course 1 (98)	8	2	-	5	2	17	30
Course 2 (99)	17	4	-	8	5	34	30
Course 3 (99)	15	1	-	11	5	32	30
Course 4 (00)	-	-	-	-	-	-	30
Programmed	40	12	20	40	8		120
Achieved	40	7	-	24	12	83	

Initially, each training action was structured in 4 intermittent training modules of 15 days’ duration. This structure was obviously inconvenient, as it was practically impos-

sible for all participants to attend all the training modules. In addition, this structure was too expensive in comparison to other alternative training schemes, especially considering the travelling costs per participant multiplied by a factor of 4.

Seen in this context, the first training course was adjusted and a new configuration of modules established: 3 training modules of 3 weeks' duration. Additionally, the second and third modules were combined. The 2<sup>nd</sup> training course was implemented in 1999, maintaining the 3-module structure, but the first and second modules were joined together. The third module took place later in the year, parallel to the 3<sup>rd</sup> training course. The 3<sup>rd</sup> course was built in 3 continuous modules covering a period of 40 training days. The 4<sup>th</sup> course is planned for the current year, but is unlikely to be implemented without an additional disbursement of project funds.

Not more than meritable intentions were the reinforcement of the roles of private enterprises and associations in society, the support of existing industrial and trade associations, the creation of Business Associations Networks and the implementation of institutional reforms toward a market economy. Achievements have only been possible within the training component, where 70% of training targets were achieved.

From an efficiency point of view, the project is questionable for various reasons. The main reason is the fact that the way the training programme was designed, was too expensive. The initial estimated cost per trainee was 19,167 EUR (2,300,000/120); the actual cost per trainee will tend to be a little bit lower since cost-savings have been implemented in terms of travelling cost. A training of trainers approach was not considered, thus the possible impact was naturally limited. There is only an overall basic achievement of 83 trainees to be observed. The other results are still to be achieved and most probably never will be. Best prospects for the end of the project are the training of another 27-30 public/ private executives, and the production of the 3 manuals.

### ***Organisation and Management of Project Implementation***

The Regional Project Unit is institutionally located within the Angolan Ministry of Trade and reports directly to the Minister of Trade and the Deputy Minister of Trade.

However, from 1996 to mid-1997 it was not possible to start project operations due to the non-existence of an Angolan counterpart entity. Project preparation identified the National Institute for Small and Medium Enterprises as a possible regional executing agency. At project commencement later on the Angolan authorities considered the Institute for Foreign Investment a preferable option. For more than 6 months the project was located within the contractors' office before eventually being set up in the Ministry of Trade as a small project cell.

No Steering Committee was foreseen, and no national body of interlocutors or national focal point was either clearly defined or organisationally established. The project's national interlocutors were in fact the NAO of the 5 PALOP countries, which can hardly be considered proper implementation units.

A technical assistance package contract was awarded to Partex, a Portuguese consulting company, in order to provide both training and consulting services as well as technical assistance to the project. Contracted services for professional training amount to 475,700 EUR, consulting services to technical support to legal reforms are

around 250,000 EUR, and the provision of a TA expert for 48 months represent 586,000 EUR.

Until now only 45% of the approved budget was disbursed. Disbursement flows to the project had to be put on “stand by” because the project has not yet presented the required financial and accounting reports. An addendum to the original project design was introduced in 1998 due to the delay of project start, and in accordance with the Ministry of Trade, the Angola NAO and the EU Delegation. This addendum has reviewed the budget with slight adjustments for operation as illustrated below.

### ***Overall Outcome and Impact***

Overall outcome and impact are practically non-existent. Benefits can be found at the level individual trainees, but impacts at the institutional performance, policy and reform levels are hardly detectable.

Project effectiveness is very limited due to reasons pertaining to design and implementation, but also due to environmental circumstances. The main results accomplished are in the training area, but even here the content of training courses, the training mix, the selection of participants and the profile offer room for improvement.

Project sustainability and replicability of actions were not explicitly or implicitly considered in the project design and, consequently, not achieved during implementation. When considering the regional project objectives and goals, project contribution is minimal. In fact, the project was implemented as an unstructured training programme, not as a development project at the regional level.

### ***Lessons Learnt, Conclusions and Recommendations***

The project is an example of the lack of a clear strategy and poor design. The project is also a case study for false start-off (neglect of implementation structure and arrangements) and poor start-up performance.

The non-training components, which might have had an important impact, have not been well planned and were to a large extent neglected during implementation.

Project design has shown several inconsistencies which was one factor for overall poor outcome. The project formulation could have done more in terms of coherence with regional and national development strategies, and co-financing with NIP funds and other financial sources.

In spite of the poor planning the project could have succeeded if it was properly managed at all levels and if responsible units would have reacted to re-direct the project at an early stage.

Potential stakeholders and beneficiaries of PALOP countries have no or little information about the project, a statement that can well be generalised for projects in the framework of PIR PALOP 1.

Like other PALOP projects a tendency toward transforming the regional project into a national/local project cannot be ignored, and proper countermeasures should be envisaged in the future.

## 2.7 7 ACP RPR 437: Bibliographic Fund

Project 7 ACP RPR 437 – “Bibliographic Funds” was still under implementation during the field visits of the 1<sup>st</sup> PALOP RIP evaluation. It had started in September 1997, and was expected to finish in October 2000 (for details see [Table 21: Fact Sheet and Assessment REG/7901/008 Bibliographic Fund](#), page 75).

### **Objectives**

There was no systematic problem analysis made as suggested by the PCM approach and, consequently, the project strategy was not spelt out very clearly:

*Global Objective:* To strengthen the policy of book and reading promotion

*Specific objectives:*

- To develop promotion of reading in the 5 PALOP countries;
- To strengthen national capacity to edit, publish and distribute books (in Portuguese);

*Results:*

- Improve technical capacity to produce texts by training 36 editors in desktop publishing;
- Involve national media in the promotion of reading by training 36 journalists in cultural aspects, and by editing a weekly publication;
- Install a simple editing infrastructure (desktop) in each country to facilitate a rapid and cost-effective editing of texts and books of general interest;
- Create a co-ordinating structure in the field of book and reading policies responsible for overcoming existing legal, administrative and fiscal obstacles affecting expansion of the sector;
- Train 30 trainers and 50 documentation experts and librarians to increase teachers' and students' reading awareness

### **Organisation and Management of Project Implementation**

Overall responsibility for the project was handed over to the Fundo Bibliográfico (FB), an existing official national institution in Mozambique. The president of the FB was appointed Regional Project Director. He is supported by a contracted TA, who in turn assigned a pedagogical advisor to assist expatriate project staff for 24 months. It is not clear at what stage the assignment of a further expatriate on account of the contractor had been agreed upon. His presence has without a doubt greatly contributed to the project's good management.

Project staff report not having been initially involved in project planning and design, but did have the chance to change some of the planned inputs during the project implementation period. This refers in particular to the 5 mobile libraries, which have been replaced by supplying a stock of books for existing libraries. Two points regarding the project's co-operation structure: It has been less centred on Portugal because the project implementing agency (Fundo Bibliográfico) is stationed in Mozambique, and the contracted AT has two full-time staff located in Mozambique. This greatly facilitated inter-PALOP exchange.

It is worth stressing that, internally, the project was implemented in a highly effective manner. All planned activities, including management meetings, training activities and other project related activities, tended to take place as planned, were organised efficiently and quite well documented.

### ***Achievements and Weaknesses***

EU projects since quite a few years are supposed to be planned in accordance with the PCM approach. Yet, the application of PCM could hardly be seen neither in the documents reviewed nor in discussions with project management staff. This is the more astonishing as this project had begun much later than all other PALOP projects, and still does not even possess of a logframe.

It had been planned to have two **seminars on administrative, judicial and fiscal aspects**, one at the beginning and one at the end of the project period. The documentation from the first seminar does not appear to be very useful: The lead statement is more of a philosophical nature, followed by information on import procedures in the five countries. It led neither to an identification of major common problems, nor of problem areas for which solutions should be found, nor to at least a synoptic resume of what had been presented. In view of the total lack of action- / result-orientation it cannot be expected that any of these issues will be addressed in an operational manner.

**Training of desktop editor / 5 desktop systems** was the most efficient and practical training provided by the project. It refers both to content and to methodology (e.g. participants produced an 'examination' edition, samples of which show a considerable standard of having mastered the technique). The provision of respective equipment (for desktop publishing) is contributing to practical application of this technique, at least for those participants who have access to the equipment. An impressive example of such adequate use, both of equipment and trained editors, was seen at the São Tomé Cultural Institute, where the new capacity is actually used to reproduce relevant documents from the national archive, thus making it accessible to a larger public.

The project had foreseen **PALOP prizes for books in Portuguese** being awarded in 1998, 1999 and 2000. The prize for 1998 was awarded in Mozambique. Awarding of the 1999 prize was delayed until April 2000 due to internal management problems, and then implemented by the Cultural Centre in São Tomé. The awards ceremony was preceded by a week of various cultural performances, thus generating great interest on the part of the public.

Neither information nor documentation was available as to the content and programmes / curricula of **Training programmes (librarians / book-sellers, journalists, reading activists)**. While the training programme has reached librarians in public or academic institutions, it was completely unknown in the commercial book sector: bookshops contacted in Maputo, i.e. the geographic base of the FB, had either never heard at all of FB or its activities, or never heard of PALOP RIP programmes related to promotion of the book, its import, or of any training for book-selling agents.

Incidentally, a **book fair** took place during the period of evaluation in Maputo. However, neither the PALOP programme nor FB was involved, nor were they present with a stand at the book fair. According to the FB president and project director, FB pres-

ence is no longer required because the National Institute for Books and Records (INLD) had taken over that function..

**Weekly radio broadcasts on literature** were produced and transmitted in the five countries to the extent planned, whereby both production and broadcasting time was paid from project funds. 52 productions per country covering one year of programming are thus available: samples (cassettes) are being archived at the regional project HQ at Maputo.

The project did not consider developments in the **electronic data communication/ internet sector**, which is becoming increasingly important for the dissemination of (not only) literary works, even in the PALOP states. We think that this is a major weakness, having in mind the cost-effective distribution opportunities which these new technologies offer.

The influence of reading skills on development processes is not debatable. However, due to the magnitude of the task of achieving higher literacy levels in the PALOP countries, effectiveness may be very limited if no closer relationship is sought with other projects and institutions (e.g. educational system, adult education) toward achieving maximum impact.

### ***Overall outcome and impact***

Overall, one can safely say that the capacity to *edit, publish and distribute books (in Portuguese)* has been strengthened through the desktop publishing training and equipment provided by the project. As concerns publication and distribution, the project has not systematically elaborated respective strategies.

Where existing institutions with an own initiative, an existing programme and an established contact to users (readers, students etc.) have been reached by the programme (as in the case of São Tomé and Príncipe), the actual achievements for the institution, its staff and its users are impressive. The same applies for some of the radio programmes, provided they were systematically monitored (listeners' reaction, questions, contacts to listeners), as has also been the case in São Tomé and Príncipe.

Radio broadcasts, the planned (but not yet implemented) provision of books and, to a certain extent, the training of librarians and reading activists have contributed to the objective *to develop promotion of reading in the 5 PALOP countries*. However, the lack of systematic monitoring and evaluation makes it difficult to indicate the degree to which this objective has been achieved.

If one analyses the **relevance of the project**, one need to differentiate between cultural objectives and development objectives. If development priorities are the selection criteria for projects, one has to take into account the fact, that Portuguese is the language of a minority in almost all PALOP countries. The question remains, whether the objective should be "distribution of books and improvement reading skills" or "distribution of *Portuguese* books and improved reading skills in *Portuguese*":

The project had no impact whatsoever relative to the objective *To promote production of books and magazines that value cultural heritage*, in particular because no strategy has been developed as to how to involve the commercial (production) sector. Even



the PALOP Book Prize, though an initial step in that direction, has had no evident impact so far on **commercial book production**.

The economic and financial **sustainability** of some of the project's outputs has not been systematically ensured through appropriate measures. This applies in particular to the desktop publishing equipment (follow-up costs), but also to the radio broadcasts.

No measures seem to have been agreed upon toward ensuring cost recovery within the distribution systems (libraries) or for the maintenance of books. As to institutional and management capacity, some of the training provided will have a positive impact for the institutions reached by the project.

A major sustainability problem deriving from this project is related to its focus on training technicians (service providers) instead of training of trainers – the approach that has been adopted by some of the other PALOP RIP projects. It has been argued that technicians received at least some orientation toward becoming trainers during their training, but it is rather doubtful whether they will effectively act as multipliers.

### ***Lessons Learnt, Conclusions and Recommendations***

Generally, cultural programmes of this type emphasising the promotion of Portuguese should be left to bilateral co-operation, in this case to Portugal. Such a programme is very useful for carefully selected institutions with an already existing set of activities and programmes. The programme component "distribution" focuses too much on publicly funded libraries, and almost completely neglects the commercial sector (both in production, import and sales).

Training courses in desktop publishing have a very positive impact, particularly because they have been linked to the allocation of the respective equipment. Other skill promotion courses (e.g. in documentary techniques) may have a limited impact because of a lack of respective systems/equipment in the participants' working surroundings.

Seminars on reading/literary education were rather conventional as concerns both content and the methods applied (too academic, too general, not action-oriented). The same applies to those given on legal and administrative obstacles to importing books in the various countries. The result was the presentation of a regional/national project that, in real terms, only covers very few people and limited geographic areas (PALOP capital cities and their minority elite).

## **2.8 7 ACP RPR 382: Technical Support To PALOP RIP**

When the PALOP programme was decided upon, no regional organisation involving the 5 PALOP countries was in existence – and, in fact, still does not exist. Therefore, and because of the fact that administrative constraints and difficulties have become evident during the preparatory phase of the seven PALOP projects, it was decided that the projects should be complemented by a support project providing technical assistance in terms of co-ordination and facilitation.

The overall feasibility of the PALOP RIP was dependent on the effective mobilisation of the top officers and project teams. On the other hand, adequate communication, effective information flows and proper co-ordination amongst the different implementers and the EU departments and Delegations were crucial to success. The technical support to PALOP was foreseen precisely to improve these crucial framework conditions for programme implementation.

The technical assistance was delivered in two main phases:

Phase 1 covered the period from 1992 to 1994; Phase 2 lasted from 1995 to 1998 (see details at [Table 22: Fact Sheet and Assessment REG/7901/007 Technical Support to Regional Co-operation of the PALOP Programme](#), page 76).

The Angolan NAO, the Minister for Planning of Angola, was appointed as the first Regional Authorising Office.

The AT intervention covered two main areas:

- At a political level toward assuring effective co-ordination amongst the 5 NAOs, and between them and the European Commission.
- At the operational level toward assisting European Union services regarding project implementation co-ordination and the development of a project monitoring function based in Brussels.

### **Objectives**

TA Contract Phase 1 (1992 - 1994) covered several objectives: preparation of preliminary budget allocation proposals, preparation of the financial proposals concerning the different projects and actions, tender preparation for the different project technical assistance missions, local implementation of technical assistance contracts, local monitoring and follow-up of the seven PALOP projects, support to the EU departments for programme monitoring, facilitation of contacts and the co-ordination process between the EU services and the different projects.

The results of the first phase were evaluated, thus determining the main objectives for TA during Contract Phase 2 (1995-1998): to establish a technical guidance group including representatives from all PALOP countries, training of PALOP project managers and a close and synergetic co-ordination of the seven projects, local monitoring of the projects (in particular, visits and meetings with local key persons), support of EU monitoring activities related to the PALOP Programme, promote better co-ordination of the EU intervention developed under the NIPs and the PALOP Regional Programme Framework, preparation of mid-term and final evaluations covering the seven projects, identification of the axes and actions oriented toward reinforcing proj-

ect effectiveness and toward enhancing the prospects of the co-operation effort embracing the five countries.

## Objectives of Phase 2

<i>Overall Objectives</i>	Improve overall implementation effectiveness of the 1 <sup>st</sup> RIP PALOP.
<i>Project Purpose</i>	Co-ordination and convergence of the seven projects' actions being executed within the PALOP Programme framework, envisaging synergy reinforcement and output optimisation, as well as pursuing preparation of the programmed actions.
<i>Results</i>	<ul style="list-style-type: none"> <li>• Effective mobilisation of the public departments involved, the seven project structures and the five national administrations;</li> <li>• Projects teams and managers to be trained in the field of regional project animation and management;</li> <li>• Public policy consensus-building focusing on health, education and cultural sector policies and public administration reforms;</li> <li>• Identify project actions within the programme framework eligible for prolongation;</li> <li>• Action monitoring and controlling.</li> </ul>

Effective operational co-ordination requires frequent inter-country meetings and a mutual exchange of experiences. TA terms of references and budget reflect this particular and specific situation. For instance, 50% of TA expert working time was estimated to be in the field (PALOP region). The first technical assistance contract has been successively extended up to the maximum period allowed according to EU internal procedures.

**Table 10: TA Project Budget Breakdown during Phase 2 (EUR)**

	Approved	Committed	Disbursed
Technical assistance (TA)	600,000		
Guidance Committee (meetings, seminars, workshops)	300,000		
Equipment	20,000		
Evaluation	50,000		
Contingencies (3%)	30,000		
<b>Total</b>	<b>1,000,000</b>	<b>803,400</b>	<b>733,820</b>

## Achievements and Weaknesses

Programme regional co-ordination and DG VIII have benefited from TA services for most of the PALOP Programme implementation cycle. In fact, the TA expert practically became the "historic memory" of the overall programme because an information and reporting system was never properly introduced and maintained (Result Nr. 5). During the TA contract period, the DG VIII desk office function was successively deployed to three different persons. In the absence of an ongoing TA project, we may assume that programme implementation would probably have been more problematic, and that the overall programme would have been less effective.

However, we must admit that the TA effort was Brussels-based.

As concerns the 2<sup>nd</sup> RIP PALOP, the new TA instrumental project to be launched will be located at Cape Verde, coinciding with the PALOP Permanent Technical Secretariat and the expected Regional NAO. This is obviously a solution with better chances for improved effectiveness.

### ***Overall Outcome and Impact***

The nature of the TA instrumental project represents a “soft” intervention: the project was designed and implemented as a pure support project, concentrating on co-ordination and facilitation. A “line function” with management tasks and responsibilities was never intended. The overall outcome and impact is nevertheless positive, but should not be overestimated. Its contribution for overall programme outcome and impact is limited, even though project objectives were fulfilled.

### ***Conclusions and Recommendations***

Management and monitoring of the PALOP Programme represents a very intense, exigent and complex task as it comprises 7 regional projects located in 5 geographically remote countries.

There is without question a need for a TA type of instrumental project. In view of the notoriously weak implementation capacities in the PALOP countries (despite a usually strong will) and the thin superstructure that is available to the EC in order to manage its programmes and projects, a TA to support programme implementation is obviously highly relevant.

By design, TA services were mainly facilitation-oriented. A structured management of the programme was not foreseen.

The overall quality of the work performed was acceptable given the designed tasks and the modest ambitions. If, on the other hand, one takes the overall goal of the support project (effective implementation of RIP PALOP 1) serious and uses this as the performance standard, one cannot avoid the conclusion that the TA was not successful. In our view, the co-ordinating function of the TA project was *necessary* and *suitable*, but definitely *not sufficient* to guarantee an impact on implementation effectiveness of the seven projects.

We, therefore, recommend to broaden the approach and strengthen the management functions and responsibilities of the support project(s). The project in future should be responsible for monitoring, evaluation and the financial controlling of the projects.

As in the context of the 2<sup>nd</sup> RIP PALOP two instrumental projects will be in place for with quite similar tasks - although with some distinctive differences as well – the tasks of the two units need to be well designed and differentiated from each other.

## 2.9 REG/7901/010 Technical Secretariat Project

Seen in the context of the final evaluation of the 1<sup>st</sup> RIP PALOP, an anticipated mid-term evaluation of the PALOP Technical Secretariat Project was carried out. This mid-term evaluation focused mainly on the project start-up, and comprises roughly 9 months of PALOP Technical Secretariat existence and function.

The PALOP Technical Secretariat for general co-ordination of the PALOP Regional Programme was created and based at Praia (Cape Verde) during the pre-preparation phase of the 2nd Regional Programme (see details at [Table 23: Fact Sheet and Assessment REG/7901/010 Technical Secretariat of the RIP PALOP](#), page 77).

Bearing in mind the architecture of the regional programme, the PALOP Technical Secretariat is considered an instrumental project designed to support co-ordination among the PALOP NAOs, and to assist the smooth transition from the 1<sup>st</sup> PALOP Regional Programme to the 2<sup>nd</sup> Programme generation.

To date the 5 PALOP NAOs have established sporadic regional co-ordination mechanisms and events. ACP meetings have been used as an opportunity to maintain parallel and informal contacts among PALOP NAOs concerning RIP PALOP 1 issues.

The PALOP Technical Secretariat represents an on-going co-ordination mechanism able to anticipate co-ordination problems and bridge any co-ordination gaps or defaults that might eventually occur in the future. It is also expected that a pro-active role in close interaction will be developed amongst all the PALOP governments, main stakeholders and key institutional actors, along with a parallel instrumental project concerning a technical assistance for the Authorising Officer. It will perform a more operational function at the project management and financial levels that will also involve direct reporting to the European Commission.

### **Objectives**

The basic intervention logic of the present instrumental project is summarised below.

General Objectives	<ul style="list-style-type: none"> <li>• Conditions for successful implementation of PALOP RIP created, helping to overcome geographic distances and dispersion;</li> <li>• Cross-country communication and agreements facilitated;</li> <li>• Participation of regional project stakeholders promoted in order to develop adequate and proper solutions toward fostering improvements in effectiveness.</li> </ul>
Specific Objective	<ul style="list-style-type: none"> <li>• Cross-country co-ordination improved in order to favour synergies and higher impacts on the national level, giving special attention to national replication actions.</li> </ul>
Planned Results	<ul style="list-style-type: none"> <li>• Effective mobilisation of national departments involved in regional project implementation;</li> <li>• Government convergent action is to be more dynamic;</li> <li>• Regional project and actions control in operation.</li> </ul>

In relation to Result 1, the Technical Secretariat will support NAOs concerning the implementation of programme actions. It will prepare and report on EU-PALOP

meetings, participate and follow-up on meetings of the Project Steering Committees and transmit the required information and programme documents to the main parties concerned.

With respect to Result 3, the Secretariat will monitor the implementation of the decisions made for the overall programme, notify those persons responsible at all levels for programme execution and interact with key players in order to overcome eventual delays or implementation difficulties.

Regarding all planned results, the Secretariat will act as a focal point toward ensuring proper co-ordination and a smooth decision-making process among the NAOs, and will contribute with observations, comments and proposals toward fostering programme implementation.

The project began operations on July 7<sup>th</sup>, 1999, less than a year after project signature (September 29<sup>th</sup>, 1998). The PALOP Technical Secretariat has been well established since the end of 1999, and is now a functioning entity.

The PALOP Technical Secretariat has a budget of 995,000 EUR for an operational period of two years. Budget breakdown is depicted as follows:

**Table 11: Project Budget Breakdown**

Budget Items	Amount (EUR)	%
Technical Secretariat	270,000	27
Equipment	76,000	8
Office operations	19,200	2
Meetings	500,000	50
Review and Evaluation	60,000	6
Contingencies	69,800	7
Total	995,000	100

The most significant cost item is related to the organisation of meetings, whereby travel expenses especially prevail here. This implies that meetings have to be entirely justified, are well-planned and prepared, and are, above all, productive. Meeting results must be identified, registered and incorporated into action plans whose implementation is then monitored.

### ***Organisation and Management of Project Implementation***

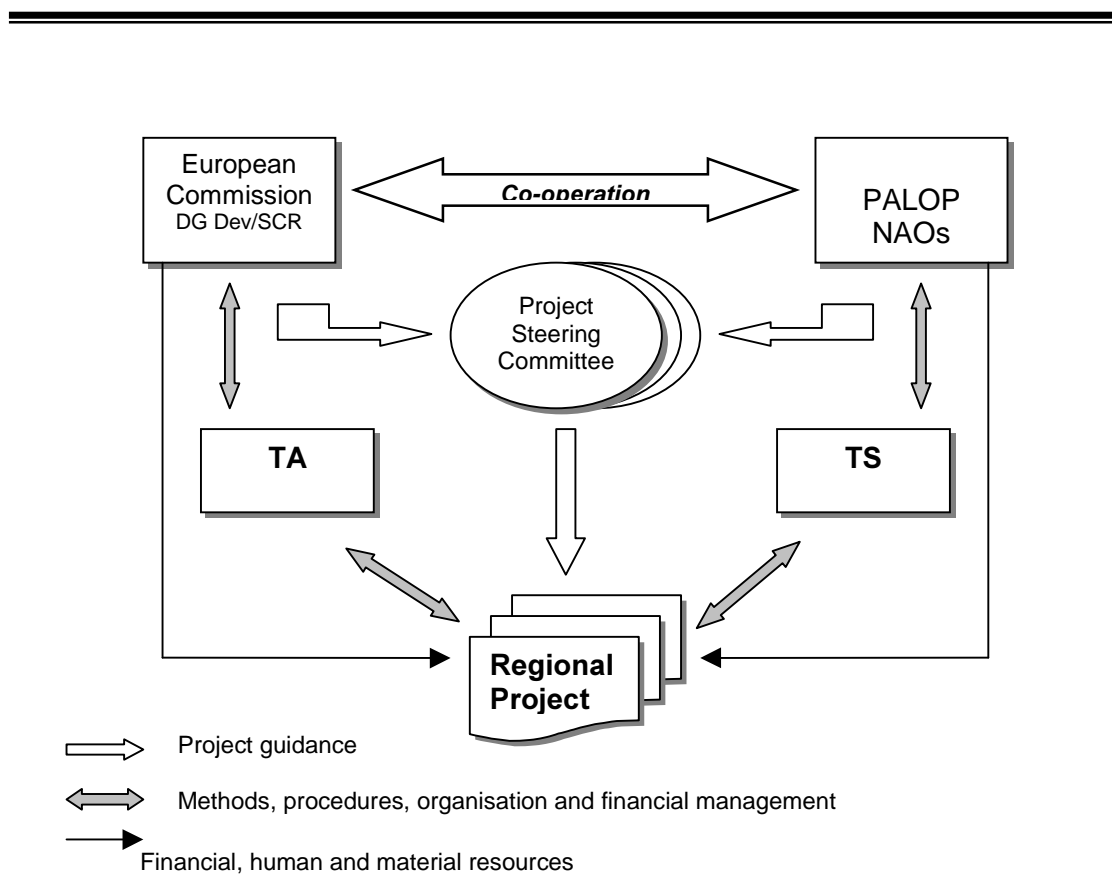
The PALOP Technical Secretariat is conceived as a regional co-ordination cell. The leading role has been consciously allotted to the PALOP Technical Secretary, who is appointed by the PALOP NAOs for a renewable mandate of two years.

Besides the Technical Secretary, co-ordination unit staff consists of only a technical-administrative assistant and an office assistant. The budget does not consider all those financial resources toward incorporating each kind of internal or external expertise. In fact, some functions and tasks to be performed may require a certain degree of expertise inputs: for instance the controlling aspect of project execution.

A parallel technical assistance instrumental project will also be established in Cape Verde to support the PALOP NAO during the regional co-ordination exercise of the

2nd RIP PALOP . The interaction between the PALOP Technical Secretariat and the technical assistance project is illustrated below.

**Table 12: PALOP Technical Secretariat and Technical Assistance Project Interface**



Source: Project Financial Proposal

From an effectiveness point of view, it would be desirable to see the PALOP Technical Secretariat located in the same country as the Authorising Office. This was not done during the initial period of the PALOP Technical Secretariat. However, it is expected that this condition will be met during the 2nd RIP PALOP . In fact, it is assumed that the Cape Verdian NAO will be the next Authorising Officer for the PALOP region.

**Overall Outcome and Impact**

With respect to RIP PALOP 1, project multiplication actions at the national level and regional project sustainability are two important concerns. The PALOP Technical Secretariat intervention logic aims specifically at improving cross-country co-ordination in order to favour synergies and higher impacts at the national level, giving special attention to national multiplication actions.

As an instrumental project, the Technical Secretariat has to exercise active influence concerning these two major factors. Key contacts with programme and project stakeholders are crucial. In general, when considering the 1st PALOP RIP, financial leverage and availability was not fully explored during the design and preparation stages, nor was this done during implementation. It is important to stress that the PALOP RIP approach requires that regional projects with a potentially high national impact should be financed, e.g. through funding mix schemes involving regional resources, NIP funds and other internal and external financial sources.

### ***Conclusions and Recommendations***

The main message of the 1<sup>st</sup> PALOP, which also remains the leitmotif for the 2<sup>nd</sup> Programme, is to enhance the capacities of those national administrations concerned for a better integration in their respective regional contexts. Attaining this overall objective via institutional development measures covering a diverse spectrum of countries such as the PALOP countries in Africa necessitates tremendous co-ordination efforts.

However, the programme itself is not only concerned with co-ordination and the facilitation of the communication between the diverse stakeholders. It also must bridge the existing gaps: geographical gaps, gaps in approaches and development philosophies, gaps in political and economic interests and in problem-solving capacities. We are convinced that a Technical Secretariat is actually necessary and the suitable instrument, if properly designed and well managed.

After one year of existence it cannot be finally judged whether or not the Technical Secretariat and the Technical Assistance will be able to achieve these aims. But we see the Technical Secretariat as an important precondition to find adequate institutional solutions toward assuring the efficiency, effectiveness and even the sustainability of those programme efforts envisaged.

The PALOP Technical Secretariat was designed to improve co-ordination on the NAOs' PALOP side. At present, a technical assistance project is also located at Cape Verde to support the regional implementation process. Both the PALOP Technical Secretariat and the technical assistance project have an important role to play with respect to the overall co-ordination and monitoring of .

It is both highly desirable and recommended that the two co-ordinating instrumental cells are able to develop a co-operative, pro-active and synergetic performance on a day-to-day basis toward monitoring all activities related to the programme. However, ways should also be found towards enhancing the complementary aspects of RIP and NIP-funded activities, as well as a sharing of direct contacts with regional organisations that have been built within the regional proximity of all PALOP countries.

The function of the Secretariat can therefore be described as a fivefold task:

- Guarantee the co-ordination of efforts and activities of projects within the PALOP group of countries by an enabling institutional environment
- Enforce the complementary aspects of the PALOP RIP with NIP and other RIPs' activity plans supported by the EC
- Strengthen contacts and harmonising activities with overall programmes toward fostering regional co-operation by setting up operational contacts with respective organisations in the region



- Be committed to donor co-ordination with respect to efforts in the field of administrative and institutional reform
- Function as a forum for institutional dialogue between all partners involved in order to strengthen political commitment.

## ANNEXURES

**Table 13: Planned Duration / Timing of Regional Projects**

			1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
P1	Consolidation of Education Systems	STP												
P2	Regional Training Centre for Public Administration & Enterprise Management	CV												
P3	Statistics Training for Middle-Level Executives	GB												
P4	Regional Centre for Training of Leading Public Health Professionals	MOZ												
P5	Regional Centre for Training of Leading Nursing Professionals	ANG												
P6	Promotion of External Trade and Investment	ANG												
P7	Bibliographic Fund	MOZ												
P8	Technical Support to NAO Regional PALOP Programme	Bru/ANG												
P9	PALOP Technical Secretariat (2)	CV												

Timing of the evaluation

**Table 14: Overall Goals of Projects under PALOP RIP 1**

<p><b>Consolidation of Education Systems</b></p> <ul style="list-style-type: none"> <li>• Consolidate efforts to improve education systems of the five countries in particular the quality of basic education over the first four years</li> </ul>
<p><b>Regional Training Centre for Public Administration and Enterprise Management</b></p> <ul style="list-style-type: none"> <li>• Institutional and administrative capacity strengthened in order to operate administrative reforms;</li> <li>• Business executives' entrepreneurial capacity developed;</li> <li>• Regional cooperation improved favouring administrative and economic reforms</li> </ul>
<p><b>Training of Middle-Level Staff in Statistics</b></p> <ul style="list-style-type: none"> <li>• Ongoing training programmes in statistics for mid-level officers of the five PALOP countries are established on a regular and permanent basis;</li> <li>• Enhancing the functional efficiency of the five national statistical departments concerned;</li> <li>• Setting up a network of exchange and co-operation for statisticians coming from the five PALOP countries.</li> </ul>
<p><b>Regional Centre for Training of Leading Public Health Professionals</b></p> <ul style="list-style-type: none"> <li>• Reinforce the capacity to deal with questions related to public health at the level of the five PALOP countries;</li> <li>• Improve the capacity in management and taking charge of problems in functioning and management of 385 district health centres.</li> </ul>
<p><b>Regional Centre for Training of Leading Nursing Professionals:</b></p> <ul style="list-style-type: none"> <li>• To strengthen the human resources capacity for management of the local health centres;</li> <li>• To reinforce the training capacity of the "Higher Institute for Nursing" (ISE) by further qualification of some trainers in presently weak disciplines;</li> <li>• To reinforce regional co-operation in the public health sector.</li> </ul>
<p><b>Promotion of External Trade and Investment:</b></p> <ul style="list-style-type: none"> <li>• Internal and external economic and financial exchanges developed in the PALOP countries</li> <li>• To develop country entrepreneurial capacities</li> <li>• To enlarge regional cooperation in the commercial and economic changes domain</li> </ul>
<p>Bibliographic Fund:</p> <p style="text-align: center;"><i>(no LogFrame available)</i></p>
<p><b>Technical Support to :</b></p> <ul style="list-style-type: none"> <li>• Improve overall implementation effectiveness of the 1st RIP PALOP .</li> </ul>
<p><b>Technical Secretariat:</b></p> <ul style="list-style-type: none"> <li>• Conditions for successful implementation of PALOP RIP created, helping to overcome geographic distances and dispersion;</li> <li>• Cross-country communication and agreements facilitated;</li> <li>• Participation of regional project stakeholders promoted in order to develop adequate and proper solutions toward fostering improvements in effectiveness.</li> </ul>

**Table 15: Fact Sheet and Assessment 7 ACP RPR 098 “Consolidation of Education Systems”**

<b>Project title: Consolidation of Education Systems</b>		
<b>Project budget (EUR):</b> 4,450,000	<b>Project number:</b> REG/7901/001	<b>PALOP country responsible:</b> STP
<b>Budget (EUR) disbursed by 11/99:</b> 3,496,770	<b>Accounting number:</b> 7 ACP RPR 098	<b>Responsible EC unit:</b> DEV
<b>Budget (EUR) committed by 11/99:</b> 3,786,890		
<b>Date of EDF approval:</b> 21/01/93	<b>Date of financing agreement:</b>	<b>Foreseen duration:</b>
<b>#Executed by:</b> TA	<b>Starting date of implementation:</b> 04/95	<b>Ending date of implementation:</b> 12/99
<b>Summary:</b> Justification of project setting in the PALOP context was rather result of „political” decision, and has not proven to be advantageous to project achievements. On the other hand, in particular the training of trainers, and the production (first version) and testing of teaching manuals were well organised and implemented. However, multiplication of teacher training by the trained trainers, and revision, production and use of teaching manual, requiring substantial government contributions, were not achieved, thus putting at risk the project’s sustainability.		
<b>Relevance:</b> Project documents do not explain the strategy concerning co-operation, co-ordination and complementarity to other projects and programmes in the sector, run and/ or financed by the Governments and other donors (though plenty of such programs exist). Curricula have been adapted to grade levels existing and are relevant in all countries.	<b>Preparation and design:</b> The approach of learning in Portuguese in primary grades was a technical drawback. The logframe is not being referred to in planning, management or reporting. PCM has not been used throughout the project, because the technique was neither known to contracted TAs, nor to national management. No efforts have been made by EU to provide orientation.	<b>Efficiency:</b> An interesting approach has been chosen here by agreeing on co-financing with one of the TA contractors. Such increased leverage could result in increased efficiency. The price paid, however, is an almost non-existent visibility of EU as a (co-)sponsor, and an appropriation of the produce (e.g. manual scripts/files) by the partner. No activities were undertaken as to the improvement of management in basic education.
<b>Effectiveness:</b> The results have not contributed at the expected degree to the achievement of the project purpose. This refers mainly to the teaching manuals (not revised, not produced, and not distributed). Their use by teachers was not achieved, which also prevented the multiplication of the teachers’ training, the latter being further prevented by lack of government funds.	<b>Overall outcome and impact:</b> The project was too much centred in, respectively <i>on Portugal</i> (vertical approach), both relative to management, pedagogical inputs, location of training events, to the detriment of the promotion of an exchange of experiences between the participating countries (horizontal approach)	<b>Overall quality/ sustainability/ multiplication:</b> End-of-project statements appreciate the project’s achievements but lament that the end of the project appears to put some of the achievements at risk; and that the attempted harmonisation of education policies, methods and approaches might vanish again after the end of the project. Failures to initiate a comprehensive process of multiplication in teachers’ training means that the sustainability of the project is left to hazardous circumstances.

<b>Project title: Consolidation of Education Systems</b>		
<b>Project budget (EUR):</b> 4,450,000	<b>Project number:</b> REG/7901/001	<b>PALOP country responsible:</b> STP
<p><b>Conclusions and recommendations:</b>  The training of trainers targeted individual and dispersed teachers. This offers little guarantee for continuity and retention of people, knowledge and other impacts that might have derived from the project. Instead, trainers in existing teacher training institutions, as well as these institutions should have been targeted as beneficiaries. The costs for the reproduction of the teaching manuals should have been secured before project start-up. Worse still is the fact that the project itself did not finish the process of production of the revised version of the manuals. The same applies to the multiplication of the teacher training (alternative funding). Closer monitoring, back-stopping and a mid term review are necessary in order to keep such type of a project on track.</p>		

**Table 16: Fact Sheet and Assessment REG/7901/004 “Regional Training Centre for Public Administration and Enterprise Management”**

<b>Project title: Regional Training Centre for Public Administration and Enterprise Management</b>		
<b>Project budget (EUR):</b> 4,300,000	<b>Project number:</b> REG/7901/004	<b>PALOP country responsible:</b> CV
<b>Budget (EUR) disbursed by 02/00:</b> 2,569,740 <b>Budget (EUR) committed by 02/00:</b> 4,299,670	<b>Accounting number:</b> 7 ACP RPR 272	<b>Responsible EC unit:</b> SCR
<b>Date of EDF approval:</b> 23/04/93	<b>Date of financing agreement:</b> 08/06/94	<b>Foreseen duration:</b> 4 years
<b>#Executed by:</b> TA (AIP-COPRAI, AEC/A. Passos, GTZ/A. Passos)	<b>Starting date of implementation:</b> 08/96	<b>Ending date of implementation:</b> (07/00)
<p><b>Summary:</b>  Project was basically a combination of training programs complemented by an effort to deliver an expertise support-scheme to PALOP institutional and administrative reforms conducted at national level. Cape Verde based training courses and decentralised actions at country level were both envisaged. Two types of training products – training of trainers and training of consultants – were supposed to be complemented and supplemented by multiplication-oriented measures. Project has performed reasonably well during the first two years and then collapsed when a new and decentralised implementation mode had been put in place. Performance sustainability was not achieved during all the project life cycle and project overall outcome and impact has to be considered minimal.</p>		
<p><b>Relevance:</b>  The global objectives of the Project were highly relevant to the development of the 5 PALOP countries since public administrations had been notoriously weak and centralised. Project specific objective is questionable since it was nationally centred on the upgrading of the project executing agency capabilities. Obviously, this is more a national concern to be covered by national initiatives and national resources.</p>	<p><b>Preparation and Design:</b>  The project was identified, prepared and approved following the PCM standard procedures and formats. Nevertheless no participative planning workshop involving the key relevant actors of the 5 PALOP countries was conducted at the formulation and preparation stage.</p>	<p><b>Efficiency:</b>  Regarding the fellowship facility and the institutional support scheme no significant result was achieved. With around 60% of the financial resources budgeted and committed the project achieved less than 40% of the planned results, considering both the training and the institutional support scheme targets. Participants' travel costs account for 78 % of budgeted training cost. Other forms of training provision may be more efficient.</p>

<b>Project title: Regional Training Centre for Public Administration and Enterprise Management</b>		
<b>Project budget (EUR):</b> 4,300,000	<b>Project number:</b> REG/7901/004	<b>PALOP country responsible:</b> CV
<p><b>Effectiveness:</b>            Course modules transmitted necessary know-how to trainers, however, multiplication is lacking and, therefore, effectiveness turns out to be minimal.            Strong course programs by competent institutions.</p>	<p><b>Overall Outcome and Impact:</b>            Limited multiplication actions were built-in on project design.            Project performance collapse has prevented the generation of the expected benefits and impacts.</p>	<p><b>Overall Quality/ Sustainability/ Multiplication:</b>            A multiplication approach financed by project resources was considered in project design. However, multiplication actions were not effectively implemented.            The project was launched without establishing a proper cross-country management mechanism. When the project started operations at country level outside Cape Verde implementation difficulties emerged. Financial reporting has been weak affecting the continuity of funds disbursement and subsequently project performance</p>

**Table 17: Fact Sheet and Assessment REG/7901/002 “Training of Middle Level Staff in Statistics”**

<b>Project title: Training of Middle Level Staff in Statistics</b>		
<b>Project budget (EUR):</b> 3,500,000	<b>Project number:</b> REG/7901/002	<b>PALOP country responsible:</b> GUB
<b>Budget (EUR) disbursed by 02/00:</b> 2,346,540 <b>Budget (EUR) committed by 02/00:</b> 3,032,350	<b>Accounting number:</b> 7 ACP RPR 084	<b>Responsible EC unit:</b> SCR
<b>Date of EDF approval:</b> 21/01/93	<b>Date of financing agreement:</b> 07/10/93	<b>Foreseen duration:</b> 5 years
<b>#Executed by:</b> TA (CESD Lisbon; AEC/ Graça Costa), equipment procurement (Herculano C.I.)	<b>Starting date of implementation:</b> 04/94	<b>Ending date of implementation:</b> (07/00)
<b>Summary:</b> Project focussing on training of trainer's and targeted to middle level statisticians and public officers. Until the political-military crises arisen (June 1998), project has performed relatively well and the training targets have in general been achieved. However, project operations disruption led to diminishing effectiveness, overall impact and sustainability		
<b>Relevance:</b> Training in statistics is highly relevant since it is a crucial area for improving economic information generation and reliability. Project targeted on training middle level staff since it is less rotating and more stable. Project offering training opportunities in supplement to on the job training.	<b>Preparation and design:</b> Project intervention logic not consistent at project purpose and project goal levels Preparation and design of training courses were somewhat facilitated by applying standard statistics courses from CESD.	<b>Efficiency:</b> Focus on training of trainers justified by cost concerns. However, large scale training at country level outside project content and boundaries. High share of participants' travel cost in training and overall project budget. Other forms of training provision may be more cost-efficient.
<b>Effectiveness:</b> Project goals and project purpose not clearly defined. Successes at higher objective levels hard to measure and validate.	<b>Overall outcome and impact:</b> Without multiplication overall impact tends to be minimal.	<b>Overall quality/ sustainability/ replicability:</b> Replication training actions foreseen, but beyond project control and direct intervention. Wider replication training targets not achieved. While training manuals are well up to standards, the applicability of the material in the PALOP countries is partially doubtful.
<b>Conclusions and recommendations:</b> During the three years of project implementation, the project has performed relatively well, until the project had to be suspended due to the 1998 Guinea-Bissau turmoil. The project cannot be considered a “model” for similar regional projects, but is a case of partial and relative success, considering the complex and difficult implementation conditions. Mechanisms for sustainability were not secured in project design. A regional project is not able <i>per se</i> to induce multiplication / replications actions at national level. Replication actions have to be integrated in project design and should be properly planned, organised and funded. The mobilisation of additional resources to finance the replication actions are a major concern and cannot be treated as a mere assumption. The Steering Committee mechanism obviously was not sufficient to organise and implement the required replications training actions without any secured budget funding.		

**Table 18: Fact Sheet and Assessment REG/7901/003 "Regional Centre for Training of Leading Public Health Professionals"**

<b>Project title: Regional Centre for Training of Leading Public Health Professionals</b>		
<b>Project budget (EUR):</b> 3,480,000	<b>Project number:</b> REG/7901/003	<b>PALOP country responsible:</b> MOZ
<b>Budget (EUR) disbursed by 12/99:</b> 1,726,110 <b>Budget (EUR) committed by 12/99:</b> 2,201,980	<b>Accounting number:</b> 7 ACP RPR 135	<b>Responsible EC unit:</b> SCR
<b>Date of EDF approval:</b> 23/04/93	<b>Date of financing agreement:</b> 02/05/94	<b>Foreseen duration:</b> 4 years
<b>#Executed by:</b> TA (AEC/ Pilar Carrasco; CESO)	<b>Starting date of implementation:</b> 09/96	<b>Ending date of implementation:</b> (?)
<b>Summary:</b> The project Regional centre for Training of Public Health Professionals represents a high interest for the region. It has been suspended for almost two years to allow a mid term evaluation and a finance audit. The discontinuation of the project is compromising the completion of the objectives.		
<b>Relevance:</b> Opportunities to train medium level health staff are almost not existing at the level of the region. For courses in countries outside PALOP, the language barrier is essential. The project proves to be pertinent, as it responds to the diagnosed lack of executives, capable to ensure the management of the health districts. The training in management of the leaders in public health in the CRDS corresponds to the policies of the five governments, the European Union, as well as other donors.	<b>Preparation and design:</b> The objectives are realistic and are based on the real needs of the region. The method of the logical framework has been used for project preparation, but not during implementation.	<b>Efficiency:</b> As long as it was active, the project achieved with less than half of the budget more than half of the expected outputs.  Actually the project is suspended. There is a lack of proper management and internal project organisation as well as a good follow-up from the National Authoriser Officer and the EU Delegation. The Government of Mozambique and the EU Commission have not been able to re-direct the project.
<b>Effectiveness:</b> Outreach of the project has been different in each of the five countries.  Criteria for the selection of candidates have not always been respected, and as a result the effectiveness was lower than anticipated.	<b>Overall outcome and impact:</b> Impact so far cannot be measured, but is estimated to be minimal.	<b>Overall quality/ sustainability/ replicability:</b> Due to the inability to ensure a proper management of the project and co-ordination between the concerned stakeholders, the project could only produce a part of the planned outputs. In this state it is a complete failure.
<b>Conclusions and recommendations:</b> Chances that the project can be successfully re-vitalised are minimal. The project, therefore, should be formally closed after approval of the results of the financial audit. It is not recommended to take up the project idea again for RIP PALOP 2.		



**Table 19: Fact Sheet and Assessment REG/7901/006 Regional Centre for Training of Leading Nursing Professionals**

<b>Project title: Regional Centre for Training of Leading Nursing Professionals</b>		
<b>Project budget (EUR):</b> 2,600,000	<b>Project number:</b> REG/7901/006	<b>PALOP country responsible:</b> ANG
<b>Budget (EUR) disbursed by 02/00:</b> 885,600 <b>Budget (EUR) committed by 02/00:</b> 1,568,900	<b>Accounting number:</b> 7 ACP RPR 350	<b>Responsible EC unit:</b> SCR
<b>Date of EDF approval:</b> 19/10/93	<b>Date of financing agreement:</b> 04/01/95	<b>Foreseen duration:</b> 6 years
<b>#Executed by:</b> TA (INTERSALUS)	<b>Starting date of implementation:</b> 03/96	<b>Ending date of implementation:</b> (12/03)
<p><b>Summary:</b> The project Regional Centre for Training of Leading Nursing Professionals was developed on the base of real needs. The project is currently immobilised, as it is not possible to access in due time the budgeted funds. The project deserves more attention from the part of the Government of Angola and from the EU Delegation. They should join their efforts for the efficient management of the project. It is necessary that the government of Angola, the EU Delegation and the Project Management team give guarantees, which will ensure the accomplishment of the responsibilities of each participant. An urgent financial audit is required to take the project out of this stagnation and to allow a sound continuation.</p>		
<p><b>Relevance:</b> The training responds to main public health problems existing in the five PALOP countries. It corresponds to the policies of the five governments, the European Union, as well as other donors. The trained nursing leaders at the medium level present the greatest need of training in the five PALOP countries.</p>	<p><b>Preparation and design:</b> The concept of the project changed from a high level course of three years in nursing to a two-year course in management for medium level nurses. Regional needs were taken into consideration and the project responded to the priorities in terms of health care provision.</p>	<p><b>Efficiency:</b> High shares of participants' travel cost in training and overall project budget. Training curriculum was prepared and accepted from all participants and was adapted to the regional needs. The efficiency of the project so far is low and the main objectives of the projects are not yet achieved.</p>
<p><b>Effectiveness:</b> First course initiated in November 1998 but discontinued due to the difficulties that the project faces to access the funds. The project has not yet produced results. The late start could explain why the results at the time of the evaluation are not yet substantial.</p>	<p><b>Overall outcome and impact:</b> The short period which has passed since the beginning of the project, as well as its late start and the lack of results till today, do not allow measuring the impact.</p>	<p><b>Overall quality/ sustainability/ replicability:</b> Without support from the EU or other donors, in the present conditions, the Regional Centre does not have a financial viability. It would need the political commitment of the PALOP countries and an in-depth revision of its tasks.</p>
<p><b>Conclusions and recommendations:</b>  The project was developed on the basis of real needs and represents the high interest in the region in development of human resources for health; it deserves more attention from the part of the Government of Angola and from the EU Delegation. The administrative slowness at all levels and the non-respect of financial and reporting procedures explains today the project's delay. It is necessary that the Government of Angola, the EU Delegation and Project Management team guarantee the accomplishment of their responsibilities. The planned evaluation should take place. The projects are currently without funds to run activities due to administrative and financial incapability to access funds for the project. An urgent financial audit is required.</p>		

**Table 20: Fact Sheet and Assessment REG/7901/005 Promotion of External Trade and Investment**

<b>Project title: Promotion of External Trade and Investment</b>		
<b>Project budget (EUR):</b> 2,600,000	<b>Project number:</b> REG/7901/005	<b>PALOP country responsible:</b> ANG
<b>Budget (EUR) disbursed by 12/99:</b> 1,176,490	<b>Accounting number:</b> 7 ACP RPR 349	<b>Responsible EC unit:</b> SCR
<b>Budget (EUR) committed by 12/99:</b> 2,405,080		
<b>Date of EDF approval:</b> 19/10/93	<b>Date of financing agreement:</b> 07/02/94	<b>Foreseen duration:</b>
<b>#Executed by:</b> TA (PARTEX)	<b>Starting date of implementation:</b> 06/97	<b>Ending date of implementation:</b> (05/00)
<p><b>Summary:</b> The Project intent is to improve legal and institutional conditions favouring external commerce expansion and investment promotion in the PALOP countries. The major project content is a training programme designed to train public and private sector executives in key areas related with external trade and investment. A second minor component is the support to institutional and reform measures aimed to established a proper and trade-investment friendly "regional framework". Despite serious difficulties during the start-up phase, the project was "turned around" and implemented at least the training activities.</p>		
<p><b>Relevance:</b> Considering the geographical discontinuity of the PALOP countries and the fact that common interests in trade and investment promotion are minimal, the project's relevance in relation to the RIP PALOP overall objectives are very doubtful..</p>	<p><b>Preparation and Design:</b> Project design focusing on training is a too narrow approach and not suitable/sufficient to produce a tangible impact on external trade and investment promotion. PCM logic was not fully understood and no operational planning was conducted to shape project implementation in its start up and subsequent phases</p>	<p><b>Efficiency:</b> Results are only visible in the training component, still the training programme cannot be considered efficient. Alternative approaches could have provided similar training results at lower costs. The component regarding the support to institutional and reform measures did not produce any results.</p>
<p><b>Effectiveness:</b> Effectiveness has been hampered by project design and implementation. Difficulties in establishing outputs that are genuinely of mutual interest to all countries were foreseeable, but not properly dealt with.</p>	<p><b>Overall Outcome and Impact:</b> Overall outcome and impact are practically non existent. Benefits can be found only at individual trainees' level. An impact on institution performance, policy and reform levels can hardly be traced.</p>	<p><b>Overall Quality/ Sustainability/ Replicability:</b> Project sustainability and replicability actions were not considered in project design. The quality of the training actions as such can be considered sufficient, but they were not suitable to generate the intended impact.</p>
<p><b>Conclusions and recommendations:</b> The project is an example of poor design in terms of lack of a clear strategy translated into a concrete action plan. The project is also a case of false take-off and poor start up performance. Only during 1998 and 1999 the project partially performed. However, the project also demonstrates, how an informed and committed management can achieve a turn-around and perform acceptably at least at the level of implementation of activities. Potential stakeholders and beneficiaries of PALOP countries have no or little information about the project. Project credibility was lost from the start.</p>		

**Table 21: Fact Sheet and Assessment REG/7901/008 Bibliographic Fund**

<b>Project title: Bibliographic Fund</b>		
<b>Project budget (EUR):</b> 2,500,000	<b>Project number:</b> REG/7901/008	<b>PALOP country responsible:</b> MOZ
<b>Budget (EUR) disbursed by 02/00:</b> 1,125,440 <b>Budget (EUR) committed by 02/00:</b> 2,500,000	<b>Accounting number:</b> 7 ACP RPR 437	<b>Responsible EC unit:</b> SCR
<b>Date of EDF approval:</b> 12/12/94	<b>Date of financing agreement:</b> 16/05/95	<b>Foreseen duration:</b> 24 months
<b>#Executed by:</b> TA (TEXTO EDITORA)	<b>Starting date of implementation:</b> 10/97	<b>Ending date of implementation:</b> (09/00)
<b>Summary</b> Project has brought about relevant technical skills (documentation, desktop publishing), as well as equipment supporting the newly acquired skills. Also, substantial provision of books for existing libraries is planned. The projects contributions to distribution of books has been negligible, if at all existing.		
<b>Relevance:</b> Maintaining Portuguese as the medium of communication does not appear to be an objective for an EU multi-lateral effort, but should be the responsibility of Portugal, possibly also Brazil	<b>Preparation and design:</b> Despite the late start of the project the PCM approach has not been applied. No recognition of electronic media/ internet which are increasingly important.	<b>Efficiency:</b> Organisation and Management: The overall responsibility is with the Mozambican Fundo Bibliográfico, whose president was assigned regional project director. The management of the project appeared to be efficient.
<b>Effectiveness:</b> The influence of reading skills on development processes is not debatable. Due to the magnitude of the task of achieving higher literacy levels in the PALOP countries, however, effectiveness may be very limited if no closer relationship is sought with other projects and institutions (e.g. education system, adult education) in order to achieve maximum impact.	<b>Overall outcome and impact:</b> The project's outputs supported the capacity to produce books. As <i>publication and distribution</i> (in particular in the commercial sphere) have not really been tackled, the project has not achieved a substantial impact on the <i>promotion of reading in the 5 PALOP countries</i> .	<b>Overall quality/ sustainability/ replicability:</b> The economic and financial sustainability of some systems and activities introduced and/or provided has not been considered in project planning. No measures seem to be agreed for ensuring the cost recovery of the maintenance of books within the distribution systems (libraries). As to institutional and management capacity, some of the training provided will have a positive impact for the institutions reached by the project.
<b>Conclusions and recommendations:</b> Cultural programmes of this type, emphasising the promotion of Portuguese should be left to bi-lateral co-operation, e.g. to Portugal. Programme is very useful for carefully selected institutions with an already existing set of activities and programmes. The programme component „distribution“ is too much concentrated on public funded libraries, and is neglecting almost completely the commercial sector (both in production, import, and sales) Training courses in desktop publishing) have a very positive impact, particularly because they have been linked to the provision of the respective equipment. Other skill promotion courses (e.g. in documentary techniques) may have a limited impact because of lack of respective systems / equipment in the participant's working environment Seminars on sensibilisation, but also on legal and administrative obstacles to book import in the various countries have been rather conventional, both in content and methods applied (too academic, too general, not action-oriented)		

**Table 22: Fact Sheet and Assessment REG/7901/007 Technical Support to Regional Co-operation of the PALOP Programme**

<b>Project title: Technical Support to Regional Co-operation of the PALOP Programme (Phase 2)</b>		
<b>Project budget (EUR):</b> 1,000,000	<b>Project number:</b> REG/7901/007	<b>PALOP country responsible:</b> ANG/BRUS
<b>Budget (EUR) disbursed by 02/00:</b> 733,820	<b>Accounting number:</b> 7 ACP RPR 382	<b>Responsible EC unit:</b> DEV
<b>Budget (EUR) committed by 02/00:</b> 803,400		
<b>Date of EDF approval:</b> 23/09/94	<b>Date of financing agreement:</b> 23/11/95	<b>Foreseen duration:</b> 1.5 years (2 maximum)
<b>#Executed by:</b> TA (AEC/ Faroult)	<b>Starting date of implementation:</b> 11/92	<b>Ending date of implementation:</b> 08/98
<b>Summary:</b> The support project was set up to coordinate and liaise between the 5 PALOP countries and between them and the EU regarding the implementation of the seven projects.		
<b>Relevance:</b> Overall feasibility of the PALOP RIP dependent of the top officer's and project team's effective mobilisation as well as adequate communication, information flows and co-ordination among. Technical support to PALOP general co-ordination foreseen to assist the various relevant category players during programme implementation.	<b>Preparation and design:</b> AT intervention unfolded in two main levels: political level and operational level Present TA instrumental-project focussed mainly on operations co-ordination and monitoring. Technical assistance implemented according to a phasing approach being in practice structured in two main phases. TA designed as a facilitation role	<b>Efficiency:</b> Effective operational co-ordination requires frequent inter-country meetings and cross-exchange of experiences. TA duties and budget reflect this particular and specific situation. For instance, 50% of the TA expert working time was estimated to be on the field.
<b>Effectiveness:</b> Programme implementation would have been more difficult and the overall programme less effective without this support project The TA effort was Brussels-based, a weakness, which – according to current planning - will not be repeated during the 2nd PALOP RIP.	<b>Overall outcome and impact:</b> The support-project represents a soft (coordination, facilitation) intervention in nature. The overall outcome and impact is positive, but should not be overestimated. In the absence of a line function, its contribution for overall programme outcome and impact is necessarily limited.	<b>Overall quality/ sustainability/ replicability:</b> The TA services were continuously monitored and evaluated on day to day basis. The overall quality of the work performed was continuously acceptable in accordance with normal performance standards.
<b>Conclusions and Recommendations:</b> PALOP Programme management and monitoring represent a very intense, exigent and complex task since the programme comprises 7 regional projects located in 5 geographically remote/dispersed locations. A TA effort to support programme implementation is obviously highly relevant. By design TA services were mainly facilitation-oriented. For the first time, in the context of 2nd RIP PALOP, two instrumental-projects will be in place, in the same location, with quite similar (although with some distinctive differences) co-ordination concerns. It is recommended to design the new support structure for RIP PALOP 2 in a way, that it includes clearly described project management functions.		

**Table 23: Fact Sheet and Assessment REG/7901/010 Technical Secretariat of the RIP PALOP**

<b>Project title: Technical Secretariat of the RIP PALOP</b>		
<b>Project budget (EUR):</b> 995,000 EUR	<b>Project number:</b> REG/7901/010	<b>PALOP country responsible:</b> ANG/Cape Verde
<b>Budget (EUR) disbursed by 02/00:</b> <b>Budget (EUR) committed by 02/00:</b>	<b>Accounting number:</b> 8 ACP MTR 001	<b>Responsible EC unit:</b> DEV
<b>Date of EDF approval:</b>	<b>Date of financing agreement:</b>	<b>Foreseen duration:</b> 2 years
<b>#Executed by:</b> Amaro Couto (Palop TS)	<b>Starting date of implementation:</b> 08/99	<b>Ending date of implementation:</b> 08/01
<p><b>Summary:</b> During the implementation of the 1st Regional Program, a PALOP Technical Secretariat for the General Co-ordination of the PALOP Regional Programs was created and based at Praia (Cape Verde). The PALOP Technical Secretariat was conceived as a very light regional co-ordination cell representing an on-going co-ordination mechanism able to anticipate co-ordination problems and to bridge any co-ordination gaps or defaults that might eventually occur in the future. The project is is operational since August 1999.</p>		
<p><b>Relevance:</b></p> <p>There is no doubt that good co-ordination is a vital ingredient for effective and efficient program implementation and for enhancing overall program impact and sustainability.</p>	<p><b>Preparation and Design:</b></p> <p>At the 2nd PALOP NAO's general co-ordination meeting, held at Brussels on February 25-27.1997, PALOP representatives made a proposition to create a technical secretariat to support co-ordination of the NAO's responsibilities and actions.</p>	<p><b>Efficiency:</b></p> <p>By nature, we are in face of a very "soft" instrumental project being difficult to establish measurable targeted indicators to assess performance and impact.</p>
<p><b>Effectiveness:</b></p> <p>Desirably the PALOP Technical Secretariat should be located in the country of the Regional AO. During the PALOP Technical Secretariat start up period this condition was not met. However, it is expected that during the 2nd PALOP RIP this condition can be satisfied when the Cape Verdian NAO will become the next Regional AO.</p>	<p><b>Overall Outcome and Impact:</b></p> <p>The PALOP Technical Secretariat is a co-ordination and facilitation instrument. By nature the project outcomes and impacts tend to be hardly measurable. However, effective country and project co-ordination is a vital ingredient for RIP overall outcome and impact.</p>	<p><b>Overall Quality/ Sustainability/ Replicability:</b></p> <p>Project replication actions at national level and regional project sustainability are two main concerns in respect to . The PALOP Technical Secretariat intervention logic aims specifically to improve cross-country co-ordination in order to favour synergies and higher impacts on national level, giving special attention to national replication actions.</p>
<p><b>Conclusions and Recommendations:</b></p> <p>It is recommended that the PALOP Technical Secretariat's management functions are strengthened and clearly described. The budget does not contain any financial resources for internal or external expertise. Some kind of expertise may be required mainly regarding monitoring and controlling of project execution.</p> <p>At present, a Technical assistance project also located at Cape Verde and also to support the Regional AO is going to be implemented. Both the PALOP Technical Secretariat and the Technical assistance project have an important role to play respecting the overall co-ordination and monitoring .It is recommended that the roles of the two support projects are better delimited and able to develop a co-operative, proactive and synergetic performance on a day to day basis.</p>		

