

1. EXECUTIVE SUMMARY

The mid-term evaluation of project CVE/071 took place exactly at the halfway point of the project: the project has run for two and a half years since its launch on 1 June 2008 and still has two and a half years to run until its deadline for completion, 31 May 2013.

The main purpose of the evaluation mission carried out between 17 and 28 January 2011 by Dr Matthias Risler, an independent expert in the field of education-training-employment, was to verify whether the project is likely to achieve its results and objective as specified in its original formulation in 2007.¹

Moreover, the Lux-Development head office wanted to obtain information on:

- 1) the degree of integration of the project into the overall national strategies and organisations for education, training and employment;
- 2) its capacity to lay the groundwork for the future project CVE/077, which is due to establish a sector-based approach for education, training and employment in Cape Verde over a period of 18 months.

This was the first evaluation of the project.

The specific objective, as set out in the Project Document (2007), is:

“to consolidate and link technical education and vocational training in order to create training and employment opportunities that meet the needs of the job market.”

The three results of the project were formulated as follows:

Result 1: “the conditions for improving the provision of technical and vocational training in Cape Verde have been strengthened.”

The achievement of this result depends partly on improvements in the buildings and equipment and the training of trainers. The construction and renovation of buildings are still in the preparatory phase, invitations to tender are underway for planning and construction. Part of the equipment, intended for the technical schools, has already arrived. Training of the trainers has progressed. Furthermore, the creation of a platform to coordinate technical and vocational training actors has been formally established.

There are good conditions for this result to be achieved before the end of the project.

Result 2: “a national system of development of programmes has been introduced.”

A programme development unit has been in place since 1 September 2008 with the incorporation of the officials seconded from the two supervisory ministries. Currently the unit is still part of the project management unit. Action is underway to transfer the team to the new “Coordination unit for the national qualifications system.” This latter unit is being set up. The national coordinator was appointed in December 2010 by the Minister of Labour and offices and staff still need to be allocated to make this organisation operational (confirmed on the day following the elections, 7 February 2011).

It is accepted practice that a single unit prepares and updates the professional profiles and programmes of technical education and vocation training which are the reference point for all the educational institutions in the country. It is planned that the same work team will be retained, to ensure a smooth transition to institutionalisation. The unit already has three

¹ The terms of reference of the mission are appended.

national professionals and will be supported by the two international technical assistant experts.² A work plan for the final phase of the project has been developed.

The introduction of a national structure for the development of programmes appears feasible in the set time period, while the establishment of the programmes in training institutions (training centres, technical schools) lacks resources.

Result 3: “the IEFP (Institute of employment and vocational training) has new tools to promote entrepreneurship and access to the job market.”

The “first job fair” tool is in the test phase and is proving to be practical and effective. The response from the enterprises directly involves is positive. On the other hand, progress at the entrepreneurship level is less tangible. Training has been provided but there are no practical results in terms of the creation of enterprises and self-employment.

It appears possible to achieve the third result, but the project must provide a structural response, in partnership with the other actors.

Neither the specific objective nor the three results guarantee for the beneficiaries – the young people and adults looking for quality, relevant training, i.e. training that meets their needs and those of the economic operators – that their situation will be improved by the project’s efforts. The actions taken with regard to Result 1 will enable a) the provision to be increased and b) training needs in new key sectors to be met. The action taken with regard to Result 2 should improve the quality of provision of training. However, developing the professional profiles and training programmes is only the first step. These programmes must then be established in technical schools and training centres: this is a prerequisite for the education of young people and adults to be of a higher quality, more relevant and useful to employers.

Main conclusions

- 1) The project managers have demonstrated a unifying spirit: they are known and respected in the sector of education, training and employment and they are succeeding through their efforts in bringing formal education (including technical education), vocational training and the direct partners of the private economic sector closer together.
- 2) This knowledge needs to be consolidated into a national platform, a permanent collaboration between the authorities and, above all, joint action at the local and regional level between the technical schools, the employment and vocational training centres and the enterprises, the local councils and actors in civil society.
- 3) The technical capacities to ensure relevant training for users (enterprises and other employers), good quality courses and an increasing number of insertions into permanent employment must be consolidated.
- 4) Political dialogue, although it is necessary to enable constructive policies for vocational training and employment, will not suffice to bridge the gaps between the various actors at the local and regional level. For this to happen, everyday action is required by several teams providing technical and sometimes political support across the whole national territory.
- 5) There is still no bridging organisation covering both the educational sector and the vocational training/employment (sub)sector. This situation will very probably become obvious when the national system of qualifications is created, since it is intended to cover both sectors.

² National staff: Francisco da Luz, SEPT, Aldina Delgado, IEFP, Filomeno Moreira, contracted officer. International technical assistants: Susana Villarreal and Sandro Mazzetti

- 6) Establishing new vocational profiles and new training programmes in technical schools and training centres – not stipulated in the Project Document – is necessary to justify the investment of more than 12 million euros; this is in the interests of the final beneficiaries (the adolescents and adults looking for high-quality, relevant training which improves their chances of employment). If this does not occur, there is a risk that superfluous, pointless documents which are neither used nor adapted.
- 7) The Masters in institutional management is an exemplary initiative which is worth copying and rolling out!

Main recommendations

For the project

in the short term:

- 1) Continue the project with the same team (“never change a winning team”) and gradually transfer the jobs and tasks already consolidated to the partner organisations. As planned, the programme development unit will be transferred to the unit for the coordination of the national system of qualifications (UC-SNQ). Offices should be hired using the project funding or co-funding until offices and staff of its own have been allocated by the government.
- 2) New vocational profiles and programmes should be established in several training bodies (technical schools, public and private vocational training centres), starting with the HRT grouping; at least two or three other groupings may follow later.
- 3) Provide assistance for technical schools and employment and vocational training centres at the local and regional level by providing practical training and organised courses, help in linking training bodies with their local partners (enterprises, municipal councils, civil society) and ensuring the installed capacities are put to good use.

With a view to this, we recommend the creation (over time) of a national technical support service, which would support both the technical schools and the employment and vocational training centres (transition and transfer would occur as specified in point 1). The project could test out the organisational model and assign a two-tier qualification: “national (senior) management official” and “international technical assistant” for each vocational grouping.

- 4) Human resources need to be concentrated on insertion and entrepreneurship by delegating an international technical advisor or national technical advisor specialising in the field to the employment department of the IEFP. The IEFP must, for its part, provide a national official with a relevant qualification. This “duo” will also monitor the gradual creation of the “insertion and entrepreneurship” units in the technical schools and employment and vocational training centres. The areas of microcredit and support for SMEs must be passed on to other organisations (public, private, NGOs) more skilled in these areas, which are technical and very distinct from training and employment.³ SMEs must no longer be included in the scope of the project (see the title of task 9 “Strengthening the capacities of the IEFP and promoting SMEs”; however, the content - the activities – may remain as they are).

in the medium term:

- 5) Support for the preparation of the future programme under a sector-based education, training and employment approach, through the contribution of experience in the field

³ The mid-term evaluation mission was not able to assess whether ADEI’s capacity and initiative is sufficient or whether this agency must itself be given project-type support by another donor or a parallel initiative led run by Luxembourg development cooperation. Furthermore, a budget of €1 million has been granted to a Luxembourg NGO specialising in microfinance (ADA) as part of the 2011-2015 ICP.

and by communicating the lessons learned to the persons carrying out this preparation (task for the CTA).

- 6) Drafting of a model management contract that would include several training institutions in the same local area or region, e.g. the 2 technical schools in Mindelo (São Vicente) and Porto Novo (Santo Antão) and the 2 employment and vocational training centres in Mindelo and Ribeira Grande (Santo Antão), without modifying the ownership of these institutions (MED, IEFP) or the staff appointments (MED, IEFP).⁴
- 7) Support for the gradual institutionalisation of continued training of trainers (teachers in technical schools and trainers in employment and training centres) in the institutional plans and organisations of the Ministry of Education and Sport (MED) and the IEFP.
- 8) Support for the design of the training fund (FFP, managed by the IEFP), testing with a view to possible joint funding of the fund by a future sector-based programme (after CVE/077).
- 9) Supporting and emphasising innovation and exploration of new, promising areas and employment providers, such as renewable energy and the processing of agricultural products. Differentiation of available training on the basis of new generic programmes, integration of “innovation”⁵ modules and adaptation of programmes in line with specific demands of potential employers.

For Luxembourg development cooperation (Lux-Development, regional office and head office; Cooperation office – MFA)

- 10) Consideration of how to make the gradual transition to the mode of “national implementation” from the “directed” mode in Cape Verde and, more generally, in countries with good governance. This would free up technical experts/assistants from the heavy workload of managing invitations to tender for the construction of buildings and supply of equipment and allow them to provide both technical and political advice on the sector-based approach to be used for the entire area of education, training and employment, with specific reference to project CVE/071.
- 11) Critical review and modification of the parallel operation of “construction/equipment” (or “isolated”) projects and “systemic” projects. Isolated projects and individual projects could well be inserted into a sector-based approach, with the management of a sector-based programme being carried out by a single CTA supported by several NTAs/ITAs, depending on the specific needs. Furthermore, the transaction costs mentioned in the

⁴ The contract would be similar to a management contract for a hotel managed by a company like Ibis or Mövenpick: the building belongs to an investor but the hotel management is performed by a professional team which has the help of an enterprise specialising in franchising.

⁵ Preparation for entrepreneurship and self-employment, environmental protection, renewable energy, boat maintenance and repair.