



**UNITED NATIONS PROGRAM FOR THE DEVELOPMENT OF SÃO
TOMÉ AND PRÍNCIPE**

**FINAL EXTERNAL EVALUATION REPORT
PROJECT “STRENGTHENING LEADERSHIPS”**

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ABBREVIATIONS AND ACRONYMS

CPAP - Country Program Action Plan
CPD - Country Program Document
PRSP – Poverty Reduction Strategy
NEX - Model of National Execution
MDG - Millennium Development Goals
NGO - Non-governmental organization
PAC - the Community Action Program
PAM - World Food Program
PAT- Annual Work Program
GDP - Gross Domestic Product
UNDP - United Nations Development Program
PRODOC - Project Document
SITAN - Situation Analysis of Children and Women in São Tomé and Príncipe
STP -São Tomé and Príncipe
UNDAF - United Nations Development Assistance Framework
UNFPA - United Nations Population Fund
UNICEF - United Nations Children’s Fund

EXECUTIVE SUMMARY

The United Nations Development Program (UNDP), through its office in São Tomé and Príncipe received funding from *the Democratic Governance Thematic Trust Fund (DGTF)* for the implementation of the *Strengthening Leadership Project*.

The project was developed to help leaders of public institutions, ministries, parliament and Municipalities, as well as regional institutions in São Tomé and Príncipe to develop capacity building in their institutions so that, armed with highly qualified personnel, they can transform challenges into advantages for the benefit of country growth and to insure a more equal distribution of the country's natural resources.

This report summarizes the work done to evaluate the implementation of the *Strengthening Leadership Project* as part of the Monitoring Project in which is stipulated that an external evaluation be done in the final year of its term, so as to assess the impact of the activities performed throughout the project.

In addition to identifying and highlighting the main lessons learned from the actions and activities undertaken during the project, the assessment is presented as a central instrument for the production of recommendations to help guide the preparation of future projects, actions and activities.

In this context, the objective of the assessment mission was to prepare a report on the levels of accomplishment of the project in relation to the objectives set for each of the components of the project; highlighting the progress achieved in relation to the resources used to ascertain the effectiveness of project; assess progress in relation to the achievement of the purposes of the project in the development of the economy; examine the relevance of the progress in relation to the national objectives. The evaluation took a participatory, methodological approach, involving a documental study and the interviewing of key personalities and beneficiaries of the project. The assessment was centered on the analysis of the following aspects: relevance, effectiveness, efficiency, impact and sustainability.

Summary of evaluation results:

At organizational level, the evaluation commission found a harmonious cooperation among the managing bodies of the Project, namely the Government, the UNDP and the Association of Municipalities. Despite the Ministerial changes and changes in the local governing bodies, the operation of the Project was not affected and the directors of the Project were able to execute the approved annual work plans.

The Project presents a good level of consistency in relation to the reference documents, the national development objectives, and a sound articulation which clearly shows the convergence for the sake of progress of the country. Also worth mentioning is the good quality of Project design, with no void that could affect the achievement of results. The positive results recorded in each of the components of the project will have effects on the expected results in the long run; however, in some cases the mobilization of additional funds will be required for the consolidation of activities.

The execution of the project went fairly well and in accordance with the stipulated work plans, taking into account the high levels of achievement observed. The resources used in the various interventions of the project from 2009-2010 totaled \$ 295,118.99, representing 94% of total resources allocated to the project, which shows a good level of implementation of the project.

The choice of institutions benefiting from the project was very relevant. The target institutions were the Central Administration, Local Governments and the Autonomous Regions seeing that these are the institutions that play a main role in the management of public resources, the promotion of transparency and good governance, the decentralization the leadership of the development process of São Tomé and Príncipe. The project has contributed to a significant investment in human resources at individual and collective level which has reinforced the target institutions with tools and knowledge that will now enable them to better perform their role in the economic governance and leadership.

The project contributed specifically to:

- ✓ Raise interest among staff and leaders on issues related to management and leadership, as well as to improve individual knowledge through training activities and seminars;
- ✓ The elaboration and distribution of information published in Newsletters and on Websites to divulge the information issued by the Municipalities and the Local Authorities Association;
- ✓ Improving the visibility and dissemination of the role of Municipalities, the Local Authorities Association and the Autonomous Regions, through television programs, workshops and training;
- ✓ Streamlining the process of decentralization through the preparation of draft laws for review and creation of a regulatory framework regarding the activity and functions of the Municipalities and Regions.

The project aroused great enthusiasm among the beneficiaries, and according to the testimonies collected, there was a great interest in the training programs, particularly in the Management and Leadership course and therefore it has been requested that the training Program be continued but with a longer duration.

The implementation of the project however, faced some practical difficulties, namely:

- The dissemination of products and newsletters needs to reach civil society. In this sense, it is recommended that additional resources be mobilized to improve the dissemination and more efficient use of the Website.
- The draft laws drawn up by the Consultant were submitted to the Government to follow the legal procedures related to their approval and publication, however, the change of government has caused the process some delay.
- The reallocation of funds for the creation of the Technical Bureau, did not allow for the purchase of books for the equipping of the library.

Recommendations

Mobilization of additional funds to subsidize the subsequent phase of activities related to capacity building so as to for a group of leaders capable of meeting the challenges of the development of São Tomé and Príncipe;

The Creation of a multisectoral working group to promote the national debate around the issue of leadership and stipulate other approaches to be implemented;

Include in future projects the training of national trainers to ensure the continuation of training and the enhancement of national capacities;

Given that the proposed legislation was prepared some time in advance, it is recommended that funds be mobilized and reviewed before final approval.

1. INTRODUCTION

The United Nations Development Program (UNDP), through its office in São Tomé and Príncipe received funding from the *Democratic Governance Thematic Trust Fund* (DGTF) for the implementation of the Project *Strengthening Leadership*.

The project was implemented from March 2009 to March 31, 2010 and is intended to help leaders of public institutions, ministries, parliament and municipalities as well as regional institutions in São Tomé and Príncipe to develop capacity building in their institutions so that, armed with highly qualified personnel, they can transform challenges into advantages for the benefit of country growth and to ensure a more equitable distribution of resources in the country.

The parties that were involved in the implementation of the project were the Portuguese Catholic University, the Central Government, the Local Authorities Association and the Autonomous Region of Príncipe.

The United Nations Development Program (UNDP) has promoted the fulfillment of a final external evaluation of the project "*Strengthening Leadership*" which falls within the monitoring mechanisms, and the main objective is to make an assessment based on evidence, as to the extent that the project achieved the objectives proposed through innovative and catalytic initiatives in the field of democratic governance.

In this context, this report is the result of the final evaluation of the project "*Strengthening Leadership*" carried out in the months of June and July 2011. The evaluation that initially was supposed to take fifteen days according to the Terms of Reference ended up taking longer due to difficulties in establishing the schedule of interviews because of absences and scheduling conflicts of those to be interviewed.

The evaluation focuses on key issues of the UNDP program and of the Government of São Tomé and Príncipe. The assessment was centered on the analysis of the following aspects: relevance, effectiveness, efficiency, impact and sustainability.

In addition to identifying and highlighting the main lessons learned from the actions and activities undertaken during the project, the assessment is presented as a central instrument for the production of recommendations that can guide the preparation of upcoming projects, activities and future activities.

1.1. Purpose and Objectives of the Evaluation

According to the Terms of Reference, the main objective of the evaluation was to judge to what extent the results responded to the objectives stipulated in the project and conclude with recommendations and lessons learned for the improvement of future projects of this nature.

The specific objectives of the evaluation of the project aimed to measure:

- Project Performance;
- Effectiveness in the implementation of the project
- To what extent the project achieved the desired results;

Thus, the purpose of the evaluation was to verify the efficiency, effectiveness, relevance of the project, as well as its impact and sustainability:

- **Relevance** – What approach did the project take in respect of the main problems of governance in São Tomé and Príncipe and is it consistent with the priorities of the Government and the UNDP;
- **Effectiveness** - What are the results of the project and how did the interventions contribute to the main objectives;
- **Efficiency** - how efficient is the project, namely the main points contained in it, the organizational model and the methods of implementation;
- **Effects and impacts** – What effects and impacts were detected in society, sectoral and global, as a result of the Project;
- **Sustainability** – to what extent did the assistance to the Project promote technical, economic, financial and institutional sustainability.

From the analysis of the abovementioned criteria, the evaluation will draw conclusions and provide recommendations on how future interventions could be more relevant, effective, efficient and sustainable.

1.2. Methodology

The evaluation was done in five phases which included the planning and collection of data, field work and the analysis and preparation of the report. The evaluation involved the use of various methodologies including documental research, interviews, private meetings with representatives of the UNDP and extended meetings with the various stakeholders of the Project.

In order to describe and evaluate the items mentioned, information from multiple sources was cross checked, among others, planning documents, project monitoring, information gathered in the field and at the various meetings, other assessments of the Project as well as research.

The documentary sources were supplemented by information gathered in interviews with the officials and agents responsible for the implementation of the project.

1.2.1. Phases of the Evaluation

The assessment was comprised of five phases:

- Phase I - Documentation Study and Meetings
- Phase II - Preparation of Initial Report
- Phase III - Collection of quantitative and qualitative data
- Phase V - Preparation of the Final Assessment report

I. Phase I- Documentation Study and Meetings

The objectives of the first phase of the evaluation were the collection and analysis of existing information by consulting documents and conducting interviews with officials involved in the project to provide the following information:

- Identify and analyze key issues with influence on the intervention of the UNDP, namely the constraints, problems, strengths and facilitating Factors;
- Assess the institutional relationship between the various parties involved in the project;
- Assess the relevance of the information and material collected during this phase of the task;
- Present a plan of action identifying the areas of the Project that require more attention..

The documental research began soon after the beginning of the contract with the organization of a set of relevant meetings starting with the personnel of the UNDP.

A series of documents of general and specific nature were selected, compiled and analyzed in relation to the UNDP, the implementation of the project, the intervention areas and the activities that were to be more relevant in the evaluation.

These include documents related to the commitment of the UNDP and the Government of São Tomé and Príncipe, in respect of the Development Assistance Programs such as the UNDAF, CPD, CPAP etc..

An analysis was also done on the political, social and economic sectors of the country and on the international aid and the problems concerning this issue. The bibliography list and documentation used is attached (**Bibliography**).

Phase 2 – Initial Report– containing:

- An analysis of the information obtained through the documentary collection and from the meetings held during phase 1
- A narrative on the methodology to be used in collecting quantitative and qualitative data, as well as in consultations with stakeholders:
- A work plan that defines the activities and how they contributed to achieving the products.

II. **Phase 3 - Data Collection - Quantitative and qualitative**

The documental review was supplemented by interviews with key Stakeholders of the Project. The interviews were set up in conjunction with the UNDP. These interviews took place during the month of June, accompanied by the request for and collection of documentation from the UNDP and organizations / institutions involved in the execution of the project.

The Aims of the Interviews were to:

- Collect information about the project on the key aspects of planning, implementation and management, including constraints and opportunities;
- Collect information of organizational and institutional nature in respect of the project, on the relationship between the different agents, coordination, information exchange systems and complementation;
- Hear the opinions of the different parties involved in the project on the strengths and which might constitute an example of good practice for the authorities;
- Collect from the various stakeholders in the implementation of the project, their views on the weaknesses to be improved in the future.

Over the course of collecting information through interviews, we used common guidelines, developed during the documental research and adapted according to the different interlocutors. The list of interviews conducted is provided in the Attachment (**Interviews Conducted**).

III. **Phase IV-drafting the first version of the Final Assessment report** - this was the first version of the final evaluation report containing:

- Results of qualitative data collection and analysis;
- Key findings and recommendations;
- Future action.

IV. **Phase V - Preparation of the Final Assessment report** - The preparation of the report was started soon after the interview phase, complemented by additional interviews. A draft was sent to the UNDP on July 8, 2011, and the comments added later on.

1.3. **Structure of the Report**

The structure of the final report is as follows:

Part I – Introduction, presents the scope and objectives of the evaluation and methodology;

Part II – Context - Displays and analysis of the political, economic and social situation as well as a brief overview of the Project;

Part III – Results - This section presents the evaluation questions and the answers to these questions, based on the documentary information and data collected through interviews. This part is organized as follows: five parts corresponding to the evaluation criteria initially set - Relevance, Effectiveness, Efficiency, Impact and Sustainability; Each criterion has been translated into specific questions that guide the evaluation, with the questions being posed at the beginning of each of the points;

Part IV – Conclusions and recommendations – This section presents the main conclusions drawn from the analysis, and proposed recommendations based on the findings.

Attachments

The attached documents provide the following information: Bibliography and People Interviewed

2. CONTEXT

2.1. Key features of São Tomé and Príncipe

São Tomé and Príncipe is a small island state consisting of two small islands that constitute the main islands of the archipelago, located off the Gulf of Guinea 240 kilometers from the African coast. Its total surface covers an area of about 1001 km², crossed by the equator and its exclusive area covers 170,000 square kilometers. It is one of the smallest states in the world and the second smallest in Africa after the Seychelles. The population totals approximately 152 000 inhabitants, which corresponds to a population density of 151.8 inhabitants per km².

2.2. Political and Institutional Framework

São Tomé and Príncipe became independent in 1975, adopting a single party regime. In 1990 major changes took place in the country's system of governance and a multiparty system was implemented and democratic elections were held in 1991.

According to the constitution (revised in 2003) political power is exercised through the organs of sovereignty, those being the President, the National Assembly, the Government and the Courts...

Over the past 20 years it has been through various political conflicts that have resulted in periods of institutional instability. As a result of successive crises, there is a notable lack of authority on the part of the state on the one hand and on the other, the poor performance of the public administration.

The constant changes of government have led to significant changes in the various administrations and especially among the staff of the Government Ministries. This phenomenon has had negative impacts on the functioning of the public administration, having made it essential to maintain a permanent training and the process has regressed instead of advancing.

The public administration is faced with problems of inefficiency in providing the required services due to limited institutional and human capacity, which thus limits their contribution to economic and social development. It has been a priority of the governments and the development partners to promote capacity building at both institutional and human level by improving job infrastructure and by the organization of several training courses and internships. However, the results are not yet very visible, and therefore the impact of the initiatives mentioned is barely noticeable.

2.3. Economic Context

The economic model followed by São Tomé and Príncipe has always been concentrated on agriculture, where the Cocoa was the main product and the plantation of a very restricted number of tropical products. After its independence in 1975, São Tomé and Príncipe adopted a model in which the state controlled and managed most of the economy, including, in particular, the large plantations. As in other regions, this model did not provide the desired results so in the late 1980's, the country started to move towards a free market economy.

Despite the significant progress made with regard to macroeconomic stabilization, the measures taken are insufficient to meet the needs of the population. Indeed, the purchasing power of the population declined and poverty increased significantly, especially in the rural areas.

Recent diagnostic studies on the economy of São Tomé identify structural weaknesses and macroeconomic feebleness which have resulted in the weak growth of the GDP per capita making it difficult to control inflation, fiscal imbalance and the balance of payments.

The economy did not evolve in the sense of diversification and the growth in the service sector especially in the Government, and more recently in commerce, has been the most important feature of economic development during the last two decades. The production sector is weak and therefore is highly dependent on imports, which makes its current account structurally deficient, showing misalignment between the income and the consumption of the country. These factors are at the root of the main constraints that the country is facing, to which we may add the great external dependence, difficulties in generating employment, rural exodus, etc..

The Gross Domestic Product is about \$ 170,000.00 of which the primary sector contributes about 18% of the GDP.

The plantations were privatized and most of the land was divided into small plots and distributed among those who worked it. Most of these farmers continue to produce only enough for their own survival.

São Tomé and Príncipe is located in the Gulf of Guinea, an area well known for its oil. The country has ongoing negotiations for the exploration of oil in the common area with Nigeria and in its own Exclusive Economic Zone. It is expected that this activity will produce a large economic impact in the country in terms of new business opportunities, growth of existing businesses, the creation of jobs, the improvement of services and infrastructures of health and education.

According to the study on "Poverty Profile in São Tomé and Príncipe" ¹, poverty affects 53.8% of the total population, of which families headed by women constitute the majority, i.e. 55, 7%. Extreme poverty affects about 15% of the population of São Tomé affecting the women more than the men.

¹UNDP, ADB, BIT, "Poverty Profile of S.Tome and Principe", November 2000 to February 2001

Development policies are articulated around the National Strategy for Poverty Reduction and Millennium Development Goals target. In this context, the country adopted in 2002 a strategy document for poverty reduction, with support from the World Bank and International Monetary Fund. In order to implement this and because of the very broad time horizon (2015), an additional document was drawn up called the Priority Action Plan 2006-2008.

The report on the Millennium Development Goals (MDGs) of 2008 and the Report on the Situation of Women and Children in São Tomé and Príncipe (SITAN) of 2009 showed progress on various development indicators. The emphasize improvements in the access to education (MDG 2), reduction of child mortality (MDG 4) and an improvement in maternal health (MDG 5).

2.4. Project Presentation

This project results from the concern of the Government in respect of economic and social development. The project aims to train a group of qualified personnel and leaders to manage a strategy of development on a long-term basis, creating opportunities that will ensure sustained development in the next few years by promoting structural projects that could galvanize the process of development in São Tomé and Príncipe such as the exploration of oil, a deep water port etc.

The ability of transforming these opportunities into progress will depend on the quality of human resources and effective leadership. It is decisive for the future of the country that there be a well prepared ruling class and that regardless of their political orientations, they share the same vision of the future and are able to develop, plan and manage successfully, in short, to create value.

From this perspective the government established as a priority in an initial phase, the creation of medium-term programs suitable to meet such needs.

In 2008, the Government together with UNDP began to put the idea of training into practice, so that the ruling class and personnel are capacitated to respond to the challenges mentioned above. In this context arises the leaderships Strengthening Project, aimed at meeting the need for capacity building at national level to prepare them to better take advantage of the opportunities, ensure a balanced distribution of income and to support the state of São Tomé in the forming of a group of leaders with a strategic vision of the development of the country.

In specific terms, the project aimed to:

- strengthen the capacity of leaders at central, regional and local levels;

- Prepare a group of leaders, capable of transforming into benefits of development the opportunities arising from oil exploration, tourism development and the deep water port;
- Strengthen the capacity of government at central, local and regional level, to plan, manage and implement development strategies
- Create a participatory methodology to enable the government to identify the needs of the population.

In terms of expected outputs, the project aimed to:

- Provide Management and Leadership training to the leaders of the country;
- Strengthen capacity at local level in order to provide the quality services that are required to meet the needs of the population;

Table 1 below summarizes the planned activities and expected results for the period 2009-2010.

Table 1: Project activities and results 2009-2010

N°	Product Results	Planned activities
1	Management and leadership training provided to the leaders of the country:	Strategic Management Course:: <ul style="list-style-type: none"> • Select participants • Provide training materials • Other (logistics)
		Performance, Planning and Management Control Course: <ul style="list-style-type: none"> • Provide training materials • Other (logistics)
		Performance, Planning and Management Control Course: <ul style="list-style-type: none"> • Provide training materials • Other (logistics)
2	Local government capacity to provide basic services strengthened	Seminars and workshops for representatives and members of the Municipality <ul style="list-style-type: none"> • Recruiting Consultant • Provide training materials
		Improving the information system <ul style="list-style-type: none"> • Update Web site • Webmaster Training • Production of newsletters • Purchase of books for the library
		Updating legislation <ul style="list-style-type: none"> • Recruiting Consultant

2.4.1. Financing and model of execution

The project, "*Strengthening Leadership*," was funded by the *Democratic Governance Thematic Trust Fund (DGTF)* through the UNDP;

In regard to budget execution, annual work plans are drawn up which serve to support the planning of the project costs. The transfer of funds by the UNDP for the implementation of project activities was based on the work plans and done according to the modalities of direct payment to suppliers (contracts, services, etc.).

The project implementation was under the care of the Government through the Ministry of Foreign Affairs, Cooperation and Community, the Association of Municipalities and Autonomous Regions, which assumed responsibility for the implementation of the project with the assistance of the UNDP.

The management of the project followed a participatory approach. In order to ensure the proper and transparent management of the project, a structure was created

- Project Committee: responsible for decisions regarding the management of the project and comprises:
 - i. Project Manager (Ministry of Foreign Affairs and UNDP:
 - ii. By the main supplier (Catholic University and Consultants)
 - iii. Main beneficiaries (public institutions and Local Government)
- Project Director: Responsible for daily management of the project and for making decisions on behalf of the Committee and the Project. Project management is the responsibility of the Director of Cooperation of the Ministry of Foreign Affairs
- Ensuring the project was the responsibility of members of the Project committee. The control functions and monitorization were carried out by the UNDP.

3. EVALUATION RESULTS

3.1. RELEVANCE

The evaluation sought to understand to what extent the project meets the needs of the poor and whether it is consistent with the priorities of the Government and the UNDP. The questions that guided the analysis of the relevance at global level were as follows:

- ▶ *Was the strategy of the project aligned with the policies for the country?*
- ▶ *How did the partners participate in the defining of strategies, in the planning and execution of the project?*
- ▶ *Is the strategy of the project aligned with the policies of the Government and the UNDP?*

3.1.1. Relevance in relation to the UNDP reference documents and the Country

In compliance with the reference documents of the UNDP and the Country in respect of the planning and programming, the project presents a good level of consistency. This strong link could be observed in the analysis by the UNDAF, the MDGs and the goals of the National Strategy for Poverty Reduction.

3.1.1.1. In Relation to the UNDAF

The project arose in the context of the joint planning of UNDAF/2007-2011 for São Tomé and Príncipe, thus establishing an appropriate reference which proved quite relevant. The Monitoring and Evaluation *Program Cycle* of the UNDAF 2007-2011 establishes as a national priority the reform of the public institutions, capacity building and promoting a policy of good governance;

Although the term "capacity building and leadership," is not stated explicitly, it is noted that it has a transversal perspective on all fundamental points set by the UNDAF 2007-2011, constituting a means for achieving the ultimate goals of the policies.

More specifically, the project "*Strengthening Leadership*" contributed to the effect number 2 of the UNDAF: "*in 2011, the public institutions ensured the protection of human rights, equitable distribution of national resources and dialogue with civil society*".

Thus, in analysis of the content of the United Nations Development Assistance Framework for São Tomé and Príncipe (UNDAF/2007-2011), it appears that the above is fully aligned with this instrument of the United Nations.

3.1.1.2. In Relation to the OMD

On September 8, 2000 the UN General Assembly adopted a resolution entitled "Millennium Declaration", which gave rise to the MDGs, (OMD) which contains a consensus view of the projected development for 2015. São Tomé and Príncipe, also endorsed this commitment before the international community, committing itself to pursue these 8 established objectives, namely:

1. Eliminate extreme poverty and hunger;
2. Ensure primary education for all;
3. Promote gender equality and the autonomy of women;
4. Reduce Child Mortality;
5. Improve Maternal Health;
6. Combat HIV / AIDS, Malaria and other diseases;
7. Ensure Environmental Sustainability;
8. Implement global partnership for development.

The project aims to strengthen capacity of leadership and management in order to enhance the effectiveness of all leaders to carry out the development of São Tomé and Príncipe, and in particular to achieve the objectives stipulated in the MDGs, which the country pledged to achieve.

3.1.1.3. In Relation to the ENRP

The national priorities for the medium and long term ENRP (p. 21) are grouped into three sets of objectives: (i) Reduce by half the proportion of the population of São Tomé (53.8%) living in poverty by 2010 and to less than 1/3 by 2015, (ii) To provide access to basic social services for the entire population and promote the improvement of their quality of life by 2015, (iii) reduce significantly the social and gender differences among districts and between the districts and the Autonomous Region of Príncipe.

To achieve these objectives, the ENRP is elaborated from the five fundamental point themes: (i) reform of public institutions, capacity building and promoting a policy of good governance, (ii) accelerated and redistributive growth, (iii) Creation of opportunities for the increase and diversification of income, (iv) human resource development and access to basic social services, and (v) mechanisms for monitoring, evaluation and updating of the strategy.

The first fundamental point of the RNRP "*Reform of public institutions, capacity building and promoting a policy of good governance*" expresses clearly the relevance of the project in relation to the objectives of this document of guidance on Government policies, with the training of human resources being, along with institutional capacity building, one of the main priorities of the Government of São Tomé.

1.1. EFFECTIVENESS

The analysis of the effectiveness of the project was to assess to what extent the results of the program have been achieved and to what extent these results achieved the desired objectives. This analysis focused on the following issues:

- ▶ *What results were achieved?*
- ▶ *To what extent were the results of the activities suitable for the achievement of the specific desired objectives?*
- ▶ *What factors influenced the implementation or non implementation of the project?*

Product 1 - consists of the management and leadership capacity building of the Departments of Ministry, the parliament, the Municipalities and regional representatives.

A fundamental component of this product was the presentation of a course in Management and Leadership, aimed at members of the Government of São Tomé and Príncipe and leaders in high positions of the Public Administration.

The course was implemented in partnership with the Faculty of Economics and Management of the Portuguese Catholic University, comprising three modules, as follows:

- Module I - Strategic management and awareness
- Module II - Performance, planning and management control
- Module III - Leadership, motivation and team coordination

Each of the modules was taught by professors from the Portuguese Catholic University, all with extensive experience in the subjects taught...

From interviews held with students, the analysis of the survey report and the analysis of the final evaluation of the course, it is concluded that the course was recognized by the participants in a very positive way and obtained very good results in view of the predefined objectives. The overall assessment completed by the participants (table below) shows their recognition of the positive performance of the course.

Overall Assessment of Participants (scale of 0-7)

Questions	Average Rating of the Participants
Did the course meet your expectations in general?	6.2
Did your time investment pay off?	6.5
Were the content and the duration of the subjects adequate?	5.9
Overall assessment of the training personnel	6.6
Was the teaching method appropriate?	6.2
What is the quality and usefulness of the documentation?	6.2
Facilities, audiovisual equipment and refreshments	5.5

Source: Management and Leadership Course Report

Product 2 aimed at enhancing the capacity of local government to better play its role.

The Organization of seminars and workshops for elected officials and staff of the Autonomous Regions and Municipalities aimed at building capacity in areas such as municipal management and local finance was one of the key components of this product.

The information system was also updated to ensure the access to information by the population in general and especially the most vulnerable. The television programs (Local Government program) aimed at raising awareness and explaining to the public the importance and role of local government, was one of the mechanisms used by the projects to ensure dissemination of information among the population.

A draft law was proposed for the updating of the Legal Framework for local governments and of various legislations on decentralization in order to enhance the efficiency of Municipalities and the autonomous region of Principe. In this context, workshops and seminars were held which enabled a broader discussion and the procurement of subsidies for the better implementation of the laws by the various stakeholders. However, the process is not yet complete, still awaiting the approval of the Assembly and its publication.

The table below presents a summary of project achievements. Overall, the results of the project were satisfactory.

Table 2 : Product Results versus Achievement

N°	Product Results	Planned activities	Results
1	Management and leadership training provided to the leaders of the country:	Management Course: Strategy <ul style="list-style-type: none"> • Select participants • Provide training materials • Other (logistics) 	29 Directors and public administration personnel received 21 hours of training in Strategic Management.
		Performance, Planning and Control Management Course: <ul style="list-style-type: none"> • Provide training materials • Other (logistics) 	31 Directors and public administration personnel received 21 hours of training in Performance Evaluation, planning and management control.

		Course in Leadership, Motivation and Team Coordination: <ul style="list-style-type: none"> • Provide training materials • Other (logistics) 	36 Directos and public administration personel received 21 hours of training in Leadership, Motivation and Team Coordination.	
2	Local government capacity to provide basic services strengthened	Seminars and workshops for representatives and staff of the Municipalities <ul style="list-style-type: none"> • Recruiting Consultant • Provide training materials 	46 Elected members and 31 members of the staff were trained in Administration	
		Information system updated <ul style="list-style-type: none"> • Update Web site • Webmaster Training • Production of newsletters • Purchase of books for the library 	Web site of the Association of Municipalities updated; 4 Bulletins published; Internship Program for new graduates. Television programs "Local government Program"	
		Updating legislation <ul style="list-style-type: none"> • Recruiting Consultant 	Compile legislative framework, Elaboration of draft Laws	

1.2. EFFICIENCY

The evaluation of efficiency focused on the analysis of the resources and tools deployed for the project. The main questions to assess the efficiency criteria were as follows:

Were the resources (human, financial and administrative) provided by the UNDP appropriate for the management of the project and the achievement of its objectives?

To what extent were the selected instruments the best or the most appropriate for the achievement of the objectives and augmentation of the efficiency of the project?

The financial execution of the project is controlled according to the annual work plans in which the disbursements and payments are stipulated in advance on a yearly base. Through this accounting / financial instrument it was also possible to monitor the implementation of the project and have a general overview of budget control in relation to the actions and planned activities.

With regard to financial resources, the GFTFF is the only financier of this project. This is particularly critical in the question of the sustainability of activities seeing that once the project ends, the possibility of implementing further important activities which have not yet been consolidated is reduced, and therefore the injection of new resources is required.

Using the Prodoc 2009 as a reference, the total amount budgeted for the implementation of the project is estimated at USD 300,000, of which USD 295,118.99 was used up, representing an implementation rate of around 94%.

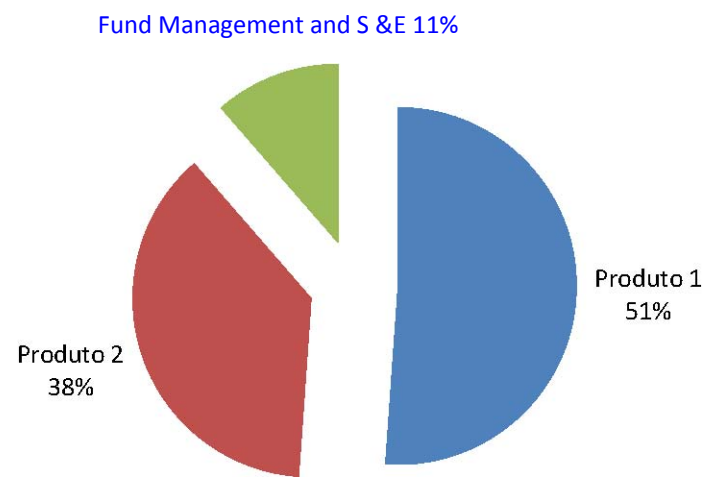
Table 4: Budget execution rate

	Budget	Execution	Execution Rate
Management and Leadership Training	104.180,00	102.391,00	98%
Seminar and workshops for elected officials and Municipality personel	0	8.992,97	200%
Upgrading of Information System	47.000,00	36.604,00	78%
Legislation Update	16.000,00	7.952,42	50%
Management and S & E	26.600,00	25.043,42	94%
Running Total 2009	193.780,00	180.983,81	93%
Management and Leadership Training	40.000,00	43.886,28	110%
Seminar and workshops for elected officials and Municipality personel	27.000,00	40.894,67	151%
Upgrading of Information System	31.912,44	21.815,00	68%
Legislation Update			0%
Management and S & E	20.250,00	7.539,23	37%
Running Total 2010	119.162,44	114.135,18	96%
Total Spent		295.118,99	94%

Source: PBB-UNDP/STP, 2011.

The financial implementation of the project was divided evenly. Product number1 absorbed about 51% of the resources assigned to the project; product number 2 absorbed 38 % of the funds and 11% was allocated to the activities of management, monitoring and evaluation.

Figure 1: Distribution of project funds per product



Source: UNDP/STP, 2011.

From the global point of view the project showed a good level of implementation. Among the factors that contributed to the good level of implementation include: a clear and detailed definition of its documents, regular monitoring, financial autonomy, clearly identifying the interlocutors of São Tomé and their close and participatory involvement in the implementation.

1.3. IMPACT

The evaluation was intended to give an account of the major impacts on society registered in São Tomé as a result of the implementation of the Project. The analysis of this criterion was carried out essentially from information obtained from reports and through interviews. The aim was to conclude:

What effects or global impacts were detected by the beneficiaries as a result of the existence of the project?

At a general level of the project, we note a widespread recognition of visible impacts in key areas such as training and capacity building and which are considered potential generators of positive effects in the longer term.

The impact of the training interventions with a view to capacity building is related to the concepts underlying the education of the people. Capacity building involves changing attitudes, relationships and behavior.

The impact of capacity building activities is measured by the extent of which they influence the country to initiate and strengthen sustainable changes that promote sustainable development objectives on an increasingly self-sufficient basis.

Therefore, the conducting of a course on Management and Leadership in priority subjects and consists of three modules (strategic and knowledge management; performance, planning and management control; Leadership, motivation and team coordination), with the participation of the highest leaders of the country and in partnership with a University of international recognition, was a major component of impact of the project.

The project aroused great enthusiasm among beneficiaries, and according to the testimonies gathered, there was a high demand for participation in the training conducted, particularly the Management and Leadership Training and it is therefore being requested that similar training programs be made available but for longer periods.

Visibility and dissemination of the actions were positive and proportionate to the financial support that was granted, however certain factors will influence the success of the project, for example, Lack of means and financial resources prevent the promotion of the Masters Degree in Management and Leadership

Specifically, the project contributed to:

- ✓ Raise interest of personnel and leaders on issues related to management and leadership, as well as to improve individual knowledge through training activities and seminars;
- ✓ Production and publication of information by Newsletters and via the Website for the publication of information issued by the Municipalities and the Local Authorities Association;
- ✓ Improved visibility and dissemination of the role of the Municipalities, Local Authorities Association and of the Autonomous Region through television programs, workshops and training;
- ✓ Streamlining the process of decentralization through the preparation of draft laws for review and the creation of a related regulatory framework.

1.4. SUSTAINABILITY

The evaluation examined the measures taken to ensure the sustainability of the actions and the appropriateness of the methodologies adopted by the intervenients and the development of capacities on a local level.

Sustainability was analyzed according to the following criteria:

- *What measures were taken to ensure the technical, financial, economic and Institutional sustainability of the Project?*
- *Was the appropriate methodology applied and was its appropriateness guaranteed?*
- *Were the local capacities developed?*

The sustainability challenge is considerable, and ultimately, sustainability will only be ensured when the state of São Tomé has the financial capacity to fund its own development process and is able to do so without external projects. From this point of view, the sustainability of actions is low, since there still isn't an endogenous capacity for change in respect of these activities.

Moreover, the Leadership and Management course was launched under this project as the first step towards the creation of a Masters Degree program and later the building of a university, so as to create a critical mass and a group of top leaders with the capacity to meet the challenges of development in São Tomé and Príncipe. Once the implementation of this course has successfully been completed, its sustainability will depend on the mobilization of new funding for the continuation of the project to reach the ultimate goal.

In general, the project focused on capacity building activities. As mentioned earlier, training and capacity building, constitute a source of sustainability, as they form the basis on which the country will begin and sustain processes of change that promote the sustainable development objectives on an ever increasing self-sufficient basis.

However, there are other principles and tools to check the sustainability of the actions incorporated in the *Strengthening leaderships* project, the most important of all being appropriateness and participation. It should also be noted that the inclusion of the project in national policies and detailed study and set of needs, also contribute to its sustainability. It is recognized that training and capacity building have to be formulated according to the real needs of the beneficiaries in order for them to have a true reflection on their real capabilities and will later be reflected in the sustainable gain.

However, it was found that the training courses and seminar were defined as a short-term activity, and this is a factor that can limit positive results in regard to the appropriateness and sustainability. It is therefore necessary to reinforce the replication of acquired skills, providing the follow up phases, namely the creation of the masters degree and in the future the creation of a university for Leaders.

2. CONCLUSIONS AND RECOMMENDATIONS

This evaluation of the *strengthening leaderships* Project promoted by UNDP, was conducted by external consultants during the months of June and July 2011. Its objectives were to reach a conclusion on the performance of the project, by studying its relevance, effectiveness, efficiency, sustainability and impact. The evaluation focused on identifying lessons learned and the formulation of a set of recommendations for the preparation of any new projects. The main conclusions and recommendations flowing from them are presented here.

2.1. CONCLUSIONS AND LESSONS LEARNED

As already mentioned, the project was relevant, responded to a real need felt by all and was adequate in its methodology. The project design was based on an analysis of the political, economic and social development of São Tomé and Príncipe and focused its attention on the development of human resources and personal training.

The analysis of the relevance of the effects confirms that the results obtained were consistent with national priorities. The implementation of the project progressed satisfactorily in the various components of the intervention.

The implementation of the project recorded positive results, particularly in terms of capacity building in the state institutions.

The defined intervention strategy resulted from the articulation of the competences and know-how of the UNDP with the priorities of São Tomé and Príncipe, in the sense of contributing to good governance and development, based on the ENRP, and the policy guideline documents of the UNDP. The objectives identified in the project are aligned with the objectives defined in the ENRP.

The project had a high rate of implementation. Some of the factors that contribute to the high rate of implementation include:

- *A clear and detailed definition of the Project document* – a well structured document with detailed qualitative and quantitative information, with a clear definition of objectives, action methodology, division of responsibilities in terms of management and implementation, beneficiaries of the actions and planning of activities, present the highest rate of execution.
- Regular monitoring of the actions of the project - an assessment was made of the continuous progress of the actions, constraints, and points to smooth out.

- *Financial autonomy* - this factor has allowed greater speed and flexibility in the application of funds. The funds are released on time without major delays and as stipulated in the annual work plan budget, thus ensuring good management.

Constraints in achieving the aims and results

The implementation of the project encountered some difficulties, such as:

- The political changes that took place during the last two years in São Tomé and Príncipe reflected negatively on the sustainability of project actions, due to the change of mediators, personnel and qualified intervenients;
- The duration of training was short and insufficient for the effective achievement of the set goals.
- Budgetary constraints prevent the continuation of activities and post project, which reduces the possibility of impact and of the sustainability of the project;
- The insufficient promotion of synergies with other intervenients, namely the private sector and civil the population;

Good practices

- (i) Participatory Approach: This approach was strongly detected in certain interventions such as the implementation of the project, the monitoring and evaluation;
- (ii) the awareness of shared responsibilities in project implementation and the factors of success / failure in their implementation;
- (iii) The important role in the support of strategic challenges for São Tomé and Príncipe;
- (iv) Synergies: The project benefited from synergies in its implementation, involving various intervenients, financial, strategic and technical.
In the implementation of the Project the UNDP worked with the Government, the Association of Municipalities, the Autonomous Region, the Portuguese Embassy in São Tomé and Príncipe and the Portuguese Catholic University.

2.2. RECOMMENDATIONS

Mobilization of additional funds for the subsequent phase activities of capacity building, leading to the formation of a group of leaders capable of meeting the challenges of the development of São Tomé and Príncipe;

Include in future programs more practical cases adapted to the reality of São Tomé in order to facilitate the practical application of the tools and know-how gained during training;

Establish training programs of longer duration to allow beneficiaries greater assimilation and consolidation of knowledge;

Strengthen civil society participation in the implementation of project activities;

Streamline the approval process of the proposed legislation developed under the project, to promote good governance and the consolidation of a just government;

Establish the criteria for selecting participants in the training courses so that better use is made of the knowledge gained in training;

The Creation of a multisectoral working group to promote the national debate around the issue of leadership and stipulate other approaches to be implemented;

Include in future projects the training of national trainers to ensure the continuation of training and the enhancement of national capacities;

Given that the proposed legislation was prepared some time in advance, it is recommended that funds be mobilized and reviewed before final approval;

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People consulted

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