CAPE VERDE EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT ALLOCATION: REPORT FROM THE GRANTS AND PERFORMANCE COMMITTEE

For Decision

Please note: Board papers are deliberative in nature and, in accordance with the GPE Transparency Policy, are not public documents until the Board has considered them. It is understood that constituencies will circulate Board documents among their members prior to Board consideration for consultation purposes.

1. STRATEGIC PURPOSE

1.1. The purpose of this paper is to request the Board to approve an allocation for an education sector program implementation grant (ESPIG) to Cape Verde, as recommended by the Grants and Performance Committee (GPC) following its discussion of the grant application during its April 10-12, 2018 meeting.

2. RECOMMENDED DECISION

2.1 The GPC recommends the Board approve the following decision:

BOD/2018/05-XX–Approval of Allocation for an Education Sector Program Implementation Grant to Cape Verde: The Board of Directors with respect to the application submitted in the first round of 2018:

1. Notes compliance with the requirements for accessing the maximum country allocation, as described in the application and summarized and assessed in Annex 2 to BOD/2018/04 DOC 03.

2. Approves an allocation from GPE trust funds for an education sector program implementation grant (ESPIG), as described in the application and summarized in Table 1 in BOD/2018/05-XX 2 (c), subject to:
   a. Availability of funds.
   b. Board decision BOD/2012/11-04 on commitment of trust funds for ESPIGs in annual installments.
   c. GPC recommendations for funding include (all amounts in US$):
Table 1 Application Summary and GPC Allocation Recommendations for an ESPIG in US$:

<table>
<thead>
<tr>
<th>Cabo Verde</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Maximum Country Allocation</td>
<td>1,400,000</td>
</tr>
<tr>
<td>b. Allocation Requested (100%)</td>
<td>1,400,000 ¹</td>
</tr>
<tr>
<td>c. Fixed Part Requested</td>
<td>1,400,000</td>
</tr>
<tr>
<td>d. Variable Part Requested</td>
<td>n/a</td>
</tr>
<tr>
<td>e. Allocation Recommended by GPC</td>
<td><strong>1,400,000</strong></td>
</tr>
<tr>
<td>f. Grant Agent</td>
<td>UNICEF</td>
</tr>
<tr>
<td>g. Agency Fee % - Amount</td>
<td>8% - 112,000</td>
</tr>
<tr>
<td>h. Period</td>
<td>3 years and 3 months</td>
</tr>
<tr>
<td>i. Expected Start Date</td>
<td>September 1, 2018</td>
</tr>
<tr>
<td>j. Variable Part Disbursement Modality</td>
<td>N/A</td>
</tr>
<tr>
<td>j. Funding Source</td>
<td>GPE Fund</td>
</tr>
</tbody>
</table>

3. Requests the Secretariat to:
   a. Include in its notification to Cape Verde, the relevant grant agent and coordinating agency, for distribution to the local education group (LEG) of the approval of the allocation and the expected timeframe for signing of the Grant Agreement and grant effectiveness, as applicable, the conditions, requests for report-back, and observations on the program as recommended by the GPC and set out in Annex 1 to BOD/2018/04 DOC 03.
   b. Include an update on the issues listed as “conditions” and “report back” in the annual Portfolio Review in accordance with the specified timeline.

3. BACKGROUND

3.1 The Committee assessed the grant application from Cape Verde and discussed whether it met the funding model requirements to access the maximum country allocation (MCA). The MCA for Cape Verde has no variable part, as determined by the Board in February of 2014 (BOD/2014/02-06) where small island developing states were exempted from the variable part. The rationale the Board provided included the small size of the allocation.

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¹ Includes US$130,000 for the cost of the grant agent to perform its roles and responsibilities (formerly supervision fees). Per decision BOD/2015/10-02 supervision fees are funded from the maximum country allocation effective from the second funding round of 2016.
3.2 Because the Cape Verde MCA does not include a variable part, the assessment by the GPC was based on whether the country met the fixed part requirements and the quality of the proposed program.

3.3 Prior to the discussion, the following conflict of interest was disclosed:

- Atif Rafique, UNICEF, as representative of the grant agent for the proposed program.

3.4 The GPC had a rich discussion regarding the application and found that Cape Verde met the requirements. The primary discussion points are summarized in Annex 1. The evidence for meeting the requirements and quality standards is set out in Annex 2.

4. **PLEASE CONTACT** Margarita Focas Licht ([mlicht@globalpartnership.org](mailto:mlicht@globalpartnership.org)) for further information.

5. **ANNEXES**

5.1 This paper includes the following annexes:

- Annex 1 – GPC Observations, Report-Backs, and Conditions
- Annex 2 – Secretariat Quality Assurance Review Phase 3 (Final Readiness Review)

5.2 The following is available on the Committee eTeam site:

- Cape Verde ESPIG Application Package (GPC/2018/04 DOC 07)
## Cape Verde

| Observations                                                                 | The Committee appreciates the involvement of civil society organizations and teacher unions in the development of the grant program and application, as well as their consistent and meaningful participation in the local education group (LEG).
|                                                                             | The Committee recognizes the limited number of partners in the education sector in Cape Verde, leading to the necessity of the dual roles for UNICEF as grant agent and coordinating agency. To ensure diversity of participation from partners in the role of the coordinating agency, the Committee encourages the LEG to consider adopting a rotation mechanism.
|                                                                             | Given the equity challenges in Cape Verde with regard to geographic disparities in learning outcomes, the Committee acknowledges the importance of targeting under-performing municipalities. Additionally, the Committee appreciates the components supporting inclusive education, including special education needs and gender equity. The Committee encourages Cape Verde to continue to support targeted program designs addressing learning outcome disparities based on data from the education sector analysis.
|                                                                             | The Committee appreciates the level of detail in the operational program implementation manual on how the program will be implemented at the central level, and encourages including similar detail in the manual on how the program will be implemented at the municipal level. |
| Report-Backs                                                               | N/a |
| Conditions                                                                  | N/a |
ANNEX 2 – SECRETARIAT QUALITY ASSURANCE REVIEW PHASE 3 (FINAL READINESS REVIEW)

Quality Assurance Review - Phase III

Proposed GPE Grant Amount: US$1.4 million
Fixed Part: US$1.4 million, of which US$0.13 million is allocated to the grant agent’s implementation costs
Implementation period: 4 years (last quarter of 2018 and 2019-2021)
Projected implementation start date: September 1, 2018
Grant Agent: UNICEF

1. BACKGROUND AND EDUCATION SECTOR OVERVIEW

1.1 Country Background

Located 500 kilometers off the west coast of Africa, Cabo Verde is an archipelago of 10 islands, nine of which have an estimated population of 539,560. Only 10 percent of the country is categorized as arable land and the country has limited mineral resources.

Since gaining independence in 1975, Cabo Verde has not experienced a State coup. The most recent parliamentary elections, held in March 2016, led to a change in government, with the Movement for Democracy succeeding the African Party for the independence of Cabo Verde, which has been in power for the past 15 years.

The new government inherited a challenging macroeconomic situation, with public debt at 130 percent of GDP at end-2016. Debt is expected to increase in the medium term owing to the liabilities of a number of State-owned enterprises, such as the airline company TACV.

From 2003 to 2008, the national poverty rate dropped from 37 percent to 27 percent; likewise, the extreme poverty rate fell from 21 percent to 12 percent based on national definitions. The Cabo Verdean tourism sector, the driver of the country’s growth, contributed significantly to this decline.

Cabo Verde ranks 122 on the United Nations Development Programme Human Development Index. Average life expectancy is 73.5 years, the highest in Sub-Saharan Africa, and the infant mortality rate dropped from 26 percent to 20 percent per 1,000 between 2007 and 2011. Moreover, education indicators place the country ahead of Sub-Saharan countries, with an adult literacy rate estimated at 87 percent.

Nevertheless, Cabo Verde must deal with the fragmentation of the islands and the accompanying transport costs. In addition, the arid climate limits agricultural potential, although considerable effort has been made to improve the water supply and is beginning to bear fruit. Lastly, the country is vulnerable to climate change, rising sea levels, and natural disasters.

https://data.worldbank.org/country/cabo-verde
<table>
<thead>
<tr>
<th>Country Name</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Population</strong></td>
<td>539,560 (2016, World Bank)³</td>
</tr>
<tr>
<td><strong>Human Development Index</strong></td>
<td>122 out of 187 countries (2016, Human Development Index 2016)⁴</td>
</tr>
<tr>
<td><strong>GDP</strong></td>
<td>US$1.617 billion (2016, World Bank)⁵</td>
</tr>
<tr>
<td><strong>GDP per capita</strong></td>
<td>US$2,997.75 (2016, World Bank)⁶</td>
</tr>
<tr>
<td><strong>World Bank Income</strong></td>
<td>Middle-income country - (US$1,006 to US$3,955)⁷</td>
</tr>
</tbody>
</table>

1.2 Education Sector Overview

In Cabo Verde, pre-primary education is available for children aged 4 and 5 years,⁸ and basic education is mandatory from the age of 6 and includes two four-year cycles starting from the 2017/18 academic year (versus six three-year subcycles previously). Secondary education follows, with two two-year cycles (versus three two-year cycles previously), and from the third cycle, students have the option of choosing either the general stream (Arts, Science and Technology, Economy and Social Sciences) or the technical stream. Students who complete the technical stream obtain a Level IV diploma. At the end of the technical education cycle, students can complete an additional year of vocational training. Those who complete this extra year will receive a Level V professional qualification.

Cabo Verde presents a very positive picture of its education system: with an average length of schooling of 13 years the country has made considerable progress with coverage of the entire system. Moreover, analyses of equity and differentiation based on the various population groups that are typically considered (gender, rural/urban, standard-of-living quintile) underscore the existence of very moderate disparities up to the end of the second secondary cycle (10 years of studies).

The sector plan finalized in 2017 targeted three key strategic pillars: (i) universal access to pre-primary education for all children aged 4 to 5 years, including those with special needs; (ii) better articulation of pre-primary education with basic education so that all students receive two years of pre-primary education; (iii) equal access to universal, free education up to Grade 8 through the implementation of social action plans for schools, particularly for priority groups and special education for all. The sector plan organizes the education policy going forward and, in particular, has allowed Cabo Verde to receive US$10 million in financing from the World Bank, which will support basic, secondary, post-basic, and non-formal education.

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³ https://data.worldbank.org/country/cabo-verde
⁵ https://data.worldbank.org/country/cabo-verde
⁶ https://data.worldbank.org/country/cabo-verde
⁸ For a net enrollment rate of 85 percent
1.2.1 Learning outcomes:

In Cabo Verde, 60 percent of pre-primary teachers have no formal qualifications,\(^9\) in contrast to the vast majority of teachers in the basic cycle (97 percent) and the secondary cycle (88 percent).\(^10\) In addition, Cabo Verde has a clearly favorable teacher-student ratio in relation to the international benchmark, with 22:1 in primary education and 17.9:1 in secondary education.\(^11\)

The issue of learning outcomes is the focus of the sector analysis conducted in 2015,\(^12\) which was based on a national assessment (*aférida*) of learning outcomes in Grade 6 mathematics and Portuguese in 2010. Based on a sample of one third of Grade 6 students, the findings of the national assessment show that 41.9 percent\(^13\) of students have a “worrisome” level in mathematics, 23.2 percent have a passable level, and 34.8 percent received “satisfactory” results. Similarly, outcomes in Portuguese language show that 49.3 percent have a “worrisome” level and 20.5 percent received passable results, while 30.2 percent have a “satisfactory” level.

Moreover, the sector analysis showed that although gender inequality did not influence the level of the students evaluated, social disparities created the greatest distinction in the students’ academic performance. In particular, the analysis of learning outcomes revealed substantial disparities between institutions: although the conselhos (municipalities) of Ribera Brava, Sao Vicente, Boa Vista, and Ribera Grande receive the best scores, the municipalities of Grande and Ribera Grande SN, Sao Domingos, and Sao Lourenço, with Santa Cruz, receive the worst.\(^14\)

1.2.2 Equity:

The education system in Cabo Verde also exhibits highly favorable quantitative figures in pre-primary and primary education. In fact, between 2001 and 2015, the pre-primary gross enrollment rate rose from 54 percent to 78.5 percent.\(^15\) The net enrollment rate (4 to 5 years) is now estimated at 85 percent. Pre-primary coverage is mainly provided by private entities like NGOs (41 percent),\(^16\) while this proportion is practically nil (1 percent) in basic education.\(^17\) There is also a geographical disparity as a number of remote regions lack pre-primary programs. Over 30 percent of children aged 4 to 5 years in a number of islands (Boavista, S. Nicolaud, Sal, and S. Vicente) do not attend kindergarten. This fragmented situation results, on one hand, from a lack of coordination between the State and providers of early childhood education. On the other hand, there are different levels of quality owing to the lack of definition of learning standards and competencies, as well as a lack of monitoring and evaluation from the administration.

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\(^10\) Idem, (p. 22).
\(^12\) Idem
\(^13\) Republic of Cabo Verde (2017). *Cabo Verde Education Strategic Plan, June 2017*. (p. 21)
\(^14\) Elements of the education sector analysis for Cabo Verde, more effective and equitable services to promote growth and employment, p. 82.
\(^15\) Republic of Cabo Verde and UNICEF (2015). *Elements of the education sector analysis for Cabo Verde: more effective and equitable services to promote growth and employment*. (p. 22)
\(^16\) Republic of Cabo Verde (2017). *Cabo Verde Education Strategic Plan, June 2017*. (p. 19)
\(^17\) Idem, (p. 28).
With respect to primary education, although the gross enrollment rate stabilized during the 2001-2015 period, owing to the demographic shift in particular, it is estimated that 92 percent of children aged 6 years enter the first year of primary education, resulting in a net enrollment rate of 93 percent (levels 1-6). Lastly, the ratio of students per classroom is 1:35.\footnote{idem p.71.}

At the secondary level, the gross enrollment rate rose from 87 percent in 2001 to 110 percent in 2015 for the first cycle, from 64 percent to 82 percent for the second cycle, and from 42 percent to 60 percent for the third cycle. Today, the net enrollment rate is estimated at 52 percent. The ratio of students per class is broken down as follows: 31:1 for the first cycle of secondary education; 30:1 for the second cycle, and 25.5:1 for the third cycle.\footnote{idem, p.81.} It is also worth noting that 37 percent of teachers in the first cycle of secondary education do not have formal qualifications. Moreover, the secondary cycle in Cabo Verde is characterized by a predominance of options in general education, with only four technical institutions offering a two-year qualification, which leads to only 3.6 percent of students enrolling in a technical degree course. Lastly, secondary education in Cabo Verde is characterized by a significant geographical disparity as only half of the municipalities have a secondary education institution, with a concentration in the capital. Not surprisingly, with respect to the distribution of students in secondary education, the municipalities of Praia receive 28 percent of all enrollment, S. Vicente receives 13 percent, and Santa Catarina receives 11 percent.\footnote{idem p.80.}

Regarding gender indexes, the Cabo Verdean profile displays a novel trajectory. At the pre-primary level, boys represent 52.7 percent while girls represent 47.3 percent, thus suggesting that the former have a slight advantage at this level of studies. Moving on to the basic education cycle, then to the first secondary cycle, boys' relative advantage, while remaining modest, deepens a bit—53 percent in basic education and 53.8 percent in the first secondary subcycle). Beyond this, in the second and third subcycles then in higher education, the situation is reversed, with a clearly dominant proportion of girls. Thus, there are 56 percent of girls versus 44 percent boys in higher education, while in the reference population, men make up a slight minority.\footnote{Elements of the education sector analysis for Cabo Verde: more effective and equitable services to promote growth and employment, p.38.}

Based on the data gathered by the National Education Directorate (DNE), during the 2014/15 academic year, there were approximately 1,200 students with special education needs in the entire system: 100 deaf students (25 pre-primary, 45 in basic education, and 30 in secondary); 75 visually impaired students; 27 students with cerebral palsy; 34 students with Downs syndrome; 15 autistic students; and 949 students with cognitive deficits and learning disabilities. The system still lacks the human resources to address special education needs despite the numerous actions taken to build the capacities of education agents and in specific areas, such as the Braille reading system and work methodologies adapted to the weaknesses identified. The DNE has undertaken an array of actions aimed at ensuring inclusive education in the country, namely (i) strengthening of professionals’ technical skills; (ii) regulation of Special Education based on the principles of inclusive education; and (iii) the establishment of two multidisciplinary diagnostic teams in the regions of Barlavento and Sotavento.
In conclusion, it is important to highlight the role played by the school feeding program for low-income families with respect to universal access and retention in basic education. Since 2010, the Government of Cabo Verde has solely taken on the management of this program targeting all pre-primary and primary students, which includes, in particular, fully financing school cafeterias for basic education students at the rate of 21 escudos (US$0.25) invested per meal per day, per student. Other actions, such as scholarships or school transport, are provided by the Government. In 2014, a total of 79,000 students were benefiting from it (81 percent in basic education and 19 percent in pre-primary education).

1.2.3 Efficiency:

With respect to system efficiency, the data reveal a very favorable situation at the lower end of the cycle (primary education). In fact, the rate of access stands at between 99 percent and 100 percent and the estimated completion rate for the cycle (six years) has been over 98 percent since 2010. Moreover, the repetition rate is contained around 9 percent for the entire cycle, despite higher levels in Grade 2 (40 percent of all repetition) and in Grade 4 (20 percent). The dropout rate is otherwise minimal (1 percent). The internal efficiency coefficient is estimated at 87 percent at the primary level, which is quite satisfactory.

However, significant difficulties arise in the flow of students from the beginning of the secondary cycle (which includes three subcycles of each of the two years of studies). It has been noted that the weakness of the first two secondary subcycles in terms of retention (85.7 percent for the first subcycle, 84.8 percent for the second, and 93.2 percent for the third) is in a sense “aggravated” by the high repetition rate, 24 percent in the first subcycle and 20 percent in the second. Again, the figures are better for the third subcycle (14 percent). Therefore, it is clear that the first two secondary subcycles are characterized by difficulties in terms of poor retention and higher repetition, leading to considerable challenges in the functioning of these two subcycles. The internal efficiency coefficient reflects this situation since the figures are relatively low for the first two subcycles of secondary education, and in particular for the first subcycle (70 percent for the Grade 7 and 8 classes); the value for the second subcycle is only marginally better (73 percent). Figures are more favorable for the third secondary subcycle (83 percent).

The sector analysis, therefore, identified the start of secondary education as an obvious weak link in the Cabo Verdean education system, with this situation persisting for almost a decade with no appreciable improvement during this period.

Lastly, the sector analysis proposes a comparison of the costs of a number of expenditure items per cycle in the sector in Cabo Verde against international benchmarks. The analysis clearly highlights the overuse of non-teaching staff (+85 percent versus the international benchmark), which contrasts with the underutilization of public pedagogical resources. A certain rebalancing in favor of pedagogical resources is therefore anticipated within the context of implementation of the 2017-2021 sector plan.

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23 [Data from the education sector analysis for Cabo Verde: more effective and equitable services to promote growth and employment, p.76-77.](data/education-sector-analysis-for-cabo-verde-more-effective-and-equitable-services-to-promote-growth-and-employment.pdf)
1.2.4 Monitoring of Sector Performance:

Organization of the sector in Cabo Verde was formalized from access to GPE financing to develop the sector plan in June 2014 with the creation of the Local Education Group (LEG) and the selection of UNICEF as the financing grant agent for development of the sector plan, and then for future financing for implementation of the sector plan. The LEG comprises representatives of the Ministry of Education, technical and financial partners, and civil society, and its mandate is to monitor implementation of the various stages of implementation of the Education Sector Plan.

Transparency, collaboration, and consensus guided development and endorsement of the sector plan by the members of the LEG in June 2017. Furthermore, the Government organized a National Education Forum on November 8-9, 2017 at which it presented the pillars and objectives of the 2017-2021 education strategy to the public. At the national forum, the Secretariat of the Global Partnership for Education presented the characteristics and dimensions of a joint sector review, and the Government now intends to organize an annual review of progress made on implementation of its sector plan. A department for monitoring and evaluation of the sector plan, supported by the GPE program, will be created within the Ministry of Education’s Planning Directorate to monitor activities, consolidate data, prepare the monitoring report on sector performance, and ensure the accountability of sector partners.

2. FIXED PART REQUIREMENTS

2.1 Requirement 1: A credible, endorsed education sector plan (ESP) or a transitional education plan (TEP).

Development of the Cabo Verde Education Strategic Plan (Plano Estratégico da Educação) took place over three years (2014-2017), largely owing to the change of Government in 2016. With technical support from the United Nations Joint Office (in particular UNICEF, which was designated as grant agent), the Government developed a participatory process that formed the basis for the sector analysis and formulation of the sector plan.

Based on the priorities of the Cabo Veredan education system, the Government developed a simulation model that allowed the formulation of a funding scenario reflecting contributions from partners together with national resources and potential savings within the system so as to strengthen the Ministry’s management capacity and support the universalization of pre-primary education. In addition to the sector strategy, a costed action plan was drawn up for the period 2017-2021.

The external review report, finalized in May 2017, emphasized the strategic dimension of the plan and the political commitment it enjoyed, the common understanding of the urgency of reform in order to support and strengthen the development of Cabo Verde, and the well-developed institutional capacity of the Cabo Veredan system to ensure its implementation. The report also emphasized that the extent to which implementation was successful was dependent upon supplementary funding, not only in terms of investment for the rehabilitation of infrastructure, but also for the functioning of schools. Cabo Verde subsequently clarified the availability of funding from its development partners and finalized its 2017-2021 education sector plan, which was approved and endorsed by the members of the Local Education Group on June 9, 2017.
Conclusion: The Secretariat deems that Requirement 1 is met.

2.2 Requirement 2: Evidence of commitment to the ESP or TEP and its financing.

Since the year 2000, Cabo Verde has demonstrated a high level of financial commitment to the education sector. Dialogue with Cabo Verde having begun in 2015, the indicator for the share of current expenditure excluding debt has provided a benchmark for national education initiatives. The Government will continue to provide significant support to the sector, with the share of current expenditure excluding debt amounting to between 24 and 30 percent for the period 2017-2021. Moreover, in terms of total public expenditure, Cabo Verde will invest an average of 20.5 percent over the period 2017-2021.

Regarding the 45 percent allocation to primary education, as Cabo Verde has achieved universal enrollment in primary education (with an estimated rate of completion of primary education (six years) of over 98 percent since 2010), this requirement is no longer applicable in the context of Cabo Verde.

Conclusion: The Secretariat deems that Requirement 2 is met.

2.3 Requirement 3: Availability of Data.

The sector analysis allowed the updating of key data relating to the education sector in terms of access and quality, with particular emphasis on learning. In the context of the 2010 assessment of the sixth grade of primary education in mathematics and Portuguese (aférida), the sector analysis highlighted the structural weaknesses in the sector in these subject areas. Cabo Verde based its plan and its response to the deficiencies noted in learning and in the Ministry’s monitoring and remediation capacity on analysis of these data.

One program component to be funded by the Global Partnership for Education specifically relates to strengthening learning assessment within the education system. This will involve support for the establishment of an assessment unit and development of standards and a methodology in order to create a standardized assessment system, to be followed by – in conjunction with the World Bank – an assessment of learning for four levels. Cabo Verde does not anticipate participating in PASEC surveys but might, in the medium term, consider incorporating assessment exercises by PISA for Development.

In addition, the Cabo Verdenese statistical system provides for regular (annual) collection of reliable data, which allows the country to publish an annual statistical yearbook and to supplement these publications with more detailed data gathered in household surveys (most recent in 2014). The Government has also recently published a synopsis of data and indicators for the sector for the period 2000-2014. Regarding transmission of 12 indicators to the UNESCO Institute for Statistics (UIS), Cabo Verde transmitted 12 indicators in 2014 and 9 indicators in 2015, which demonstrates the capacity of the Cabo Verdenese system to produce and utilize key data to inform its education policy. In addition, an education management information system (EMIS) is in place for secondary education in Cabo Verde and there are plans for the GPE program to support extension of the EMIS to the basic education sector.
Conclusion: The Secretariat deems that this Requirement is met.

3. ESPIG

3.2 ESPIG DESCRIPTION

The sector analysis and the education sector plan made it clear that, notwithstanding satisfactory results in terms of access and retention at the pre-primary and primary levels, difficulties concerning the efficiency of the system (repetitions and dropouts) appear at the start of the secondary level. The analysis also recommended greater regulation of the pre-primary sector and improved teacher training in order to better prepare children to go on to the basic level and, in particular, improve their learning outcomes, in particular in Portuguese and mathematics, areas in which the latest national assessment identified deficiencies. Among education strategy priorities the sector plan identified universalization of pre-primary education by 2021, the creation of a national standardized assessment system, and improvement of the management, monitoring and school-assessment model, with an emphasis on pedagogical management.

This theory of introducing change provided the underpinnings for the Education Sector Institutional Strengthening (RISE) program, aimed at (i) strengthening regulatory, management and pedagogical support tools in the pre-primary, basic, and secondary education sectors; (ii) systematizing training of all education personnel in pedagogy, results-based management and administrative and pedagogical management; (iii) creating an assessment unit responsible for development of assessment methodologies and assessment of learning for two levels; and (iv) creating the Research, Evaluation and Forward Planning Unit (UEEP), responsible for formulation of a monitoring and evaluation system and design and introduction of an education management information system.

The overall objective of the RISE program is to improve the quality, efficacy, efficiency, and effectiveness of education policies by (i) improving the quality of teaching and the instruction provided by pre-primary and compulsory basic education establishments; and (ii) improving monitoring and evaluation of the Education Strategic Plan.

More specifically, this will first involve equipping the system with a range of mechanisms and tools to guide pedagogical performance, functioning and the relationships between educational establishments (pre-primary and basic education sectors) and the various members of the education community by providing a clearer definition of the pedagogical and administrative procedures regulating internal organization (component 1 – US$209,708). Activities will include the formulation and application of legal measures and pedagogical guidelines in the pre-primary, basic education and secondary sectors, the equipping of pre-primary institutions with play and teaching materials conforming to the new guidelines, and the preparation and application of an administrative and pedagogical management and supervision guide for the pre-primary, basic education and secondary sectors.

The program will then support the establishment of a skills-enhancement program for professionals in the pre-primary sector, teachers in the basic education sector, and managers and members of school management bodies in the areas of pedagogy, planning, and human resources, administrative and financial management (component 2 – US$665,925). This will involve training teachers in Portuguese and curriculum implementation and also training management personnel in results-based and administrative and financial management.
Component 3 (US$254,186) will facilitate the development and promotion of an institutional culture of assessing learning outcomes at all levels of the education system. Activities will involve establishment of an assessment unit that will develop a new assessment methodology and manage, process, analyze and present learning assessment outcomes for Portuguese and mathematics for two levels (Grades 2 and 4). It is also anticipated that the World Bank will support assessment for two other levels (Grades 6 and 8).

Lastly, the final program component (US$126,793) will support the development and promotion of an institutional culture of monitoring and evaluation of education programs and projects through the establishment within the Ministry of Education of a service for monitoring and evaluation of implementation of the Education Strategic Plan, and which will also be responsible for formulating and implementing the EMIS for basic education. This component will also include evaluation of the RISE program.

UNICEF has been selected as grant agent and will use its procedures to ensure monitoring and implementation of the RISE program. Program activities will be implemented at the central level by three principal departments: the Directorate for Planning, Budget and Management (DGPOG), the National Education Directorate (DNE), and the General Education Inspectorate (IGE). At the local level, the municipalities and management personnel in the local education system (délégaçãoes, coordenadores, gestores, teaching and non-teaching staff) will be directly involved.

Regarding the budget, all the activities will fall under the Government monitoring mechanism: the Integrated Budget Management System (SIGOF), by means of which it is possible to follow in real time the physical and financial execution of activities, and to monitor indicators and attainment of the targets set.

In Cabo Verde, the grant agent will make use of procedures aligned with national fiduciary management systems. The Joint Office employs the Harmonized Approach to Cash Transfers (HACT) system, which provides several management instruments, including the NEX modality, and three disbursement modalities: direct payment, reimbursement, and advance payment in accordance with the implementation needs of program activities.

The program monitoring machinery will consist of a steering and monitoring committee comprising the central services of the Ministry of Education entrusted with implementation of sectoral policies, in particular the DGPOG and the IGE, and UNICEF, as the funding and program management entity. The Steering and Monitoring Committee (COPIS) will meet quarterly to validate activities and outcomes. The UEEP coordinator and the UNICEF national consultant recruited to carry out RISE management, monitoring and audit activities will participate in COPIS as technical managers and will make coordinated presentations on progress in implementation of RISE regarding technical, financial and management execution. At the external level, the Local Education Group will provide a forum for pooling and coordinating program activities.
## Table A: ESPIG Components and Costs

<table>
<thead>
<tr>
<th>Program component</th>
<th>GPE financing – USD</th>
<th>% of total GPE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Fixed part</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Maximum country allocation</strong></td>
<td>1,400,000</td>
<td>100%</td>
</tr>
<tr>
<td><strong>Program component</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>A</strong> Strengthening of regulatory, management, pedagogical, and administrative tools for the education system</td>
<td>186,088</td>
<td>13%</td>
</tr>
<tr>
<td>SC 1.1: Preparation and application of legal measures and guidelines</td>
<td>61,528</td>
<td>4%</td>
</tr>
<tr>
<td>SC 1.2: Equipping of pre-primary institutions with play and teaching materials adapted to new guidelines</td>
<td>79,560</td>
<td>6%</td>
</tr>
<tr>
<td>SC 1.3: Improvement of administrative and pedagogical management in pre-primary, compulsory and secondary educational institutions</td>
<td>45,000</td>
<td>3%</td>
</tr>
<tr>
<td><strong>B</strong> Strengthening of administrative and pedagogical capacities of pre-primary and compulsory basic education professionals</td>
<td>613,360</td>
<td>44%</td>
</tr>
<tr>
<td>SC 2.1: Pedagogical training of teachers</td>
<td>210,100</td>
<td>15%</td>
</tr>
<tr>
<td>SC 2.2: Training of education personnel in RBM, planning, administrative and financial management</td>
<td>324,940</td>
<td>23%</td>
</tr>
<tr>
<td>SC 2.4: Training of education personnel in pedagogical management</td>
<td>78,320</td>
<td>6%</td>
</tr>
<tr>
<td><strong>C</strong> Strengthening of education system in learning assessment</td>
<td>249,040</td>
<td>18%</td>
</tr>
<tr>
<td>SC 3.1 Creation of assessment unit</td>
<td>49,982</td>
<td>4%</td>
</tr>
<tr>
<td>SC 3.2 Development of assessment methodologies</td>
<td>58,921</td>
<td>4%</td>
</tr>
<tr>
<td>SC 3.3 Learning assessment</td>
<td>140,137</td>
<td>10%</td>
</tr>
<tr>
<td><strong>D</strong> Creation of M&amp;E service for implementation of the Education Strategic Plan</td>
<td>221,512</td>
<td>16%</td>
</tr>
<tr>
<td>SC 4.1 Design and operation of education programs and projects monitoring and evaluation system</td>
<td>151,512</td>
<td>11%</td>
</tr>
<tr>
<td>SC 4.2 RISE evaluations</td>
<td>70,000</td>
<td>5%</td>
</tr>
<tr>
<td><strong>Grant Agent’s Implementation Support Costs</strong></td>
<td>130,000</td>
<td>9%</td>
</tr>
<tr>
<td><strong>Sub-total of components</strong></td>
<td>1,400,000</td>
<td>100%</td>
</tr>
<tr>
<td><strong>Agency fees</strong></td>
<td>112,000</td>
<td>8%</td>
</tr>
</tbody>
</table>
3.3 Assessment of the Program Document

A significant amount of work was undertaken by the grant agent and the Government to incorporate the phase 2 quality assurance recommendations in the program document, which was prepared and submitted in February 2018. Amendments largely related to strengthening the theory of change developed by the RISE program, strengthening program activities for improvement in equity, efficiency and learning, itemization of program costs, and mechanisms for implementing RISE activities.

The RISE program reflects and conforms to the seven quality standards of the Secretariat of the Global Partnership for Education.

With regard to **program design**, the RISE program incorporates activities reflecting the challenges identified in the sector analysis and considered as priority areas in the strategy document. The program will form part of the universalization of pre-primary education through increased administrative regulation and improved pedagogical management, and will improve teacher training and learning assessment mechanisms so as to better prepare students for secondary education and so improve the performance and efficiency of the education system. Lastly, the program will help to strengthen management and assessment in the sector, in particular through implementation of an information and education management system at the primary level. Based on a theory of coherent change, the RISE program supports the GPE key objectives with regard to equity as components 1 and 2 are in response to the need to reduce disparities in access to pre-primary education, and the training to be provided to teaching staff takes account of gender and the inclusion of children with special educational needs. Efficiency is increased in particular through the activities under component 4 with regard to monitoring and evaluation of the sector plan. The activities to support introduction of greater regulation of the sector will be key to improving the performance of education policy, in that the main thrust will be to refocus allocations on pedagogical activities. Lastly, the question of learning will be covered under component 3, which will support the creation of an expert unit responsible for formulating a new assessment methodology and conducting tests of learning outcomes for students in two levels.

The RISE **program budget** and its action plan detail the unit costs of each activity under its four components. The costs of each component are thus clearly identified and disaggregated and complementary activities conducted by other partners are also indicated in the program document, with 130,000 dollars (9 percent of total financing) allocated to the management, supervision and audit activities of the grant agent.

The **monitoring and evaluation** activities of the RISE program are enumerated at the centralized and decentralized levels in a results framework that specifies targets and the competent bodies for each year of implementation. The program monitoring mechanism will comprise a steering and monitoring committee bringing together the central services of the Ministry of Education responsible for the implementation of sectoral policies, in particular the DGPOG, the DNE and the IGE, and UNICEF, as the managing entity for funding and the program. The Steering and Monitoring Committee will meet quarterly to validate activities and results. The coordinator from the Research, Evaluation and Forward Planning Unit and the UNICEF national consultant recruited to carry out RISE management, monitoring and audit activities will participate in COPIS as technical managers and will make presentations on progress in implementation of RISE regarding technical, financial and management execution.
The *fiduciary aspects, implementation arrangements and readiness* are clearly stated and are based on experience of cooperation between the grant agent and the Government. Program activities will be implemented at the central level by the three principal departments referred to previously. At the local level, the municipalities and management personnel in the local education system (délégations, coordonadores, gestores, teaching and non-teaching staff) are directly involved. Budget implementation modalities are based on grant agent procedures (HACT), which provide various means of implementing activities (advance payment, reimbursement and direct payment). The action plan is also set out in the form of a plan for the implementation of activities, broken down by year and quarter, an indication that the grant agent and the Government have already planned execution of the activities and are ready to implement the program.

Similarly, *risk identification and mitigation measures* have been incorporated to identify potential uncertainties regarding the success of the program and the risk factors attending the sector plan. This element has been incorporated in the planning stages of activities and appears in the action plan. The risks are limited in Cabo Verde, in view of the significant Government capacities at the centralized and decentralized levels and the fact that the aim of the program monitoring-evaluation mechanism is to mitigate the risk of failure of the activities.

*Sustainability* is also incorporated in the RISE program, as the Government of Cabo Verde is fully involved in implementation of activities under the sector plan and the program. The desire to secure the commitment of the staff in place through specific technical assistance with transfer of skills at each of the planned stages provides a clearly positive factor for sustainability of the activities implemented with a view to improving the efficiency of the system and placing the new services envisaged in the context of this program (UEEP and learning assessment unit) on a sustainable basis.

Lastly, the element of *aid effectiveness* is incorporated in the RISE program inasmuch as the activities are closely aligned with priorities and needs under the sector plan and there is effective use of national systems (program expenditure is included in multi-year forecasts by the Ministry of Finance). Most of the funding will be disbursed into a special Treasury account, based on quarterly plans submitted for approval to the grant agent and in accordance with Government procurement rules.

### 4. Recommendations

The Secretariat’s general recommendation to the Grant and Performance Committee regarding this application is to consider the three requirements for obtaining the fixed part of the financing in an amount of 1.4 million dollars to have been met.

The Secretariat considers that the first program to be financed by the GPE in Cabo Verde is robust and corresponds to needs and priorities under the sector plan, in particular the universalization of pre-primary education, strengthening of the mechanism for assessment of learning outcomes and of pedagogical resources in order to improve the performance of basic education and the efficiency of the secondary education sector. Activities are in full alignment with national capacities and systems

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24 These recommendations were adjusted by the GPC. The final recommendations are found in Board Document BOD/2018/04 DOC 03 Annex 1.
and are based on a sound and coherent theory of change propitious to development of results-based management and a culture of assessment within centralized and decentralized structures.

Accordingly, the Secretariat recommends to the members of the Grant and Performance Committee approval of the application by Cabo Verde for financing for implementation of the sector plan in an amount of 1.4 million dollars.
Attachment 1: Major Interventions of Development Partners

<table>
<thead>
<tr>
<th>Donor name</th>
<th>Major interventions</th>
<th>Amount in dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Nations</td>
<td>Development and strengthening of pre-primary and special education, of management model and learning assessment, and of EMIS</td>
<td>1,627,072</td>
</tr>
<tr>
<td>World Bank</td>
<td>Strengthening of learning assessment system, development of new curricula, teacher training</td>
<td>10,000,000</td>
</tr>
<tr>
<td>Chinese Cooperation</td>
<td></td>
<td>552,486</td>
</tr>
<tr>
<td>Portuguese Cooperation</td>
<td>Development of curricula, multimedia resources and introduction of Portuguese as second language</td>
<td>1,381,215</td>
</tr>
<tr>
<td>Kuwaiti Financing</td>
<td></td>
<td>5,803,361</td>
</tr>
<tr>
<td>Luxembourg Cooperation</td>
<td>Technical vocational education and training (TVET) Provision of clean water and sanitation in schools</td>
<td>6,045,403</td>
</tr>
<tr>
<td>Saudi Arabian Financing</td>
<td></td>
<td>5,720,994</td>
</tr>
<tr>
<td>European Union</td>
<td>Financing available under good governance contract 2016-2020</td>
<td>191,856</td>
</tr>
</tbody>
</table>