



Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 19-Apr-2018 | Report No: PIDISDSC24102



BASIC INFORMATION

A. Basic Project Data

Country Cabo Verde	Project ID P164294	Parent Project ID (if any)	Project Name Cabo Verde Education Project (P164294)
Region AFRICA	Estimated Appraisal Date Jun 18, 2018	Estimated Board Date Sep 25, 2018	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Education	Implementing Agency Unidade de Gestao de projectos	

Proposed Development Objective(s)

The Project Development Objective is to improve quality of basic education and strengthen post-basic education and training systems to more effectively respond to the labor-market needs

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	10.00
Total Financing	10.00
of which IBRD/IDA	10.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	10.00
IDA Credit	10.00

Environmental Assessment Category
B-Partial Assessment

Concept Review Decision
Track I-The review did authorize the preparation to continue



Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Cabo Verde is a middle-income African Small Island State located in the central Atlantic Ocean and has made substantial progress on economic and social development indicators.** Between 2000 and 2007, Cabo Verde's 6 percent annual growth translated into considerable poverty reduction and boosted shared prosperity, allowing it to graduate from low-income status in 2007. In 2016, its gross national income (GNI) per capita was US\$ 2,970, almost six times what it was in 1982. Cabo Verde has also witnessed a sustained decline in the number of poor and has high human capital achievements. Between 2001 and 2015, poverty incidence fell from 58 percent to 35 percent and extreme poverty from 30 percent to 10 percent. Following consistent historic investments in social service delivery, Cabo Verde also outperforms its peers on most non-monetary dimensions of poverty including life expectancy, maternal mortality, net primary school enrollment, and access to an improved water source.

2. **However, Cabo Verde was hit hard by the 2008 global financial crises and faces high unemployment, particularly among youth.** Following the 2008 crisis, income growth stagnated with an annual growth of GDP per capita of only 0.9% over the period of 2008 to 2016. This experience underscores Cabo Verde's substantial vulnerability to external shocks and the lack of resilience of its economic development model. In addition, Cabo Verde's demographic transition is taking place faster than elsewhere in Africa, putting increased pressure on the labor market. The share of the working age population has been rising since 2000 and is expected to peak around 2030. By comparison, Africa's share is expected to peak in 2080. According to the 2010 population census, more than 50 percent of the population is younger than 25 years. The relatively high number of school dropouts is adding to the already high youth unemployment (49 percent in urban areas in 2016; 74 percent among young urban women) and the informal labor market. Overall unemployment was 15 percent in 2016.

Sectoral and Institutional Context

Substantial achievements made in access to primary education, however learning outcomes are below expectations

3. **Cabo Verde has made significant progress in expanding access to education and has achieved nearly universal access to primary education over the past decade.** The Net Enrollment Rate (NER) in primary education has improved from 91.7 percent in 2006 to 98 percent in 2014. Even though pre-primary education is not compulsory, significant progress has been made in coverage with 85 percent of 4-5 years old children enrolled in preschool education. Cabo Verde has among the highest education indicators in Sub-Saharan Africa: MDG targets on primary education access have been achieved since 2012; the school-life expectancy is on average 13.5 years; and 98 percent of the population age 15-24 is literate.

4. **However, learning outcomes at the primary level remain relatively low.** The 2010 *Aferida*, a national large-scale assessment for 6th grade students, revealed both high variability between individuals and overall lower than expected learning outcomes. The average grade was 8.7/20 in mathematics and 7.8/20 in Portuguese. An education sector analysis indicates issues of quality relating to several factors, including: lack of sufficient in-service teacher training; Portuguese



being used as the official language of instruction while for many students it is their second language (Creole being their first;) lack of focus and resources on pedagogical aspects (as compared to social programs); and insufficient autonomy for management at the local levels. In addition, the 2017 SABER-Student Assessment (SABER-SA) diagnostic found significant gaps between what is being taught and assessed in the classroom and the official curriculum. There is little systematic tracking of learning outcomes and no standardized national tests exist, making it hard to take timely corrective action.

High drop outs in secondary school and limited access to skills acquisition

5. **Access to secondary has also improved but remains below the country's aspirations.** Although transition rates to secondary school in Cabo Verde are high (85 percent), the net enrollment rate over secondary education was only 69 percent in 2014), which is much lower than those of its aspirational peers. Drop-out and repetition rates have been relatively high at the secondary level in Cabo Verde for the past 15 years. Only 65 percent of the relevant age cohort completed Grade 9 and 44 percent completed Grade 12, according to the IMC survey of 2013. The issue of student retention at the secondary level is likely due to a combination of factors including: insufficient learning outcomes at the primary level, inadequate curriculum and teacher practices at the secondary level, and financial constraints (particularly in rural areas where transport costs can be prohibitive for poor households).

6. **Vocational training opportunities are limited and often do not meet the needs of the economy.** The high percentage of students leaving the secondary level, results in a large amount of young people without sufficient qualifications and competencies, who thus face difficulties in the job market. On the other hand, the TVET system has a low coverage and accounts for only 5 percent of secondary level enrollment. The current TVET system is characterized by a disperse offering of professional and technical trainings but it does not constitute a well-articulated system that is designed to meet and adjust to the demands of the job market.

Skills mismatch and financial constraints contribute to rising youth unemployment

7. **Youth unemployment has been rising over the past years, especially in urban areas.** In 2016, 49 percent of the urban youth aged 15 to 19 and 38 percent for those between 20 and 24 years old were unemployed. In Praia, 63 percent of the 15-24 years old were unemployed. Overall, unemployment rate increases with the level of education and is the highest for secondary education level holders, who represent about half of the total number of unemployed. There is also a gender factor, as women's unemployment is lower than men's for secondary education level and below, while it is higher for tertiary education (13.2 percent versus 9 percent for men).

8. **Youth unemployment is in part caused by a mismatch between available skills and the demands of a competitive services sector.** The inability to obtain adequately trained personnel is identified by firms as a major constraint. A good example is the tourism sector which accounts for approximately one fourth of available jobs. While the rate of local employment is relatively high in the tourism sector, employment of non-local labor, particularly at the management level, represents a significant leakage. There are gaps in vocational training as corroborated by Cabo Verde's low score (82nd out of 141) in "Human Resources and Labor Market" of the Travel and Tourism Competitiveness Index. Cabo Verde's hotel and tourism schools are unable to address all the needs of the tourist industry, including for basic hotel services such as waiting tables, housekeeping and small repairs. In general, weak linkages between education and work and the absence of apprenticeships prevent students from acquiring adequate skill sets.

9. **Despite the remarkable achievements in terms of equitable access to secondary education, financial barriers persist.** Educational attainment and secondary school enrollment have improved substantially for the poor during 2001-2015, but differences across wealth groups remain significant. While 87 percent of 19-24 years old that are non-poor have at least a secondary education, only 77 percent of the moderately poor and 64 percent of the extreme poor have a secondary education. Education costs have more than doubled during 2001-2015 for all wealth groups, and its burden on household budgets has grown according to IDRF 2001 and IDRF 2015 data. Costs include school fees, uniforms, materials,



and transport. In particular, a main concern expressed by various stakeholders is that almost all TVET training opportunities have high costs (especially in terms of course fees) and that the target population to attend these vocational/professional trainings do not have sufficient funds to pay.

Potential gains in efficiency

10. **Cabo Verde allocates substantial budgetary resources to education, but the education system could yield savings through a more efficient use of resources.** Public expenditure per student at the primary level accounts for 20.8 percent of GDP per capita, which is considered as substantially high by international standards. The unit cost per student at the primary, secondary and tertiary levels are also high compared with international benchmarks. Student teacher ratios (STRs) are well below the regional average and could be considered as favorable even by OECD standards: in 2012, the STRs were 22.1 and 17.9 at the primary and secondary levels respectively, indicating that the system could potentially benefit from better management and allocation of human resources. Cabo Verde's education system would also benefit from a better targeting of social expenditures while increasing resources in pedagogical expenditures. At the core of the educational process, pedagogical expenditures represent only 1.2% of total spending at the primary level in 2014, while social expenditures, including school canteens, and despite the lack of a targeting system, account for 14.8% of total expenditures at the primary level. Management and monitoring and evaluation is weak as suggested by the large disparities encountered between schools in terms of resources, teachers' profile, student flows and learning outcomes. The level of feedback and accountability is also relatively low, and the collection and use of statistical data at the local level is insufficient to allow for a better guidance of the system.

Government Strategy

11. **The government's mid-term vision is presented in its Strategic Plan for Sustainable Development (*Plano Estratégico de Desenvolvimento Sustentável, PEDS 2017 – 2021*).** The PEDS states four main objectives for the country: (i) making Cabo Verde as a mid-Atlantic circulation economy; (ii) ensuring economic sustainability; (iii) improving social inclusion and reducing inequalities; and (iv) strengthening sovereignty, valuing democracy and orienting diplomacy for the challenges of the country development. The education system is expected to contribute to those objectives through better quality of education at all levels, including through curriculum reform, the use of ICT, and improved access particularly at secondary and higher education levels.

12. **The specific objectives for the education sector are set out in the 2017-2021 Education Strategic Plan (ESP 17-21).** In 2014-2015 a comprehensive Education Sector Analysis (ESA 2014-15) was undertaken which highlights three main issues facing the education sector: i) the need to improve the quality of basic education as indicated in low learning outcomes; ii) high number of dropouts in secondary education resulting in overall high unemployment in youth in Cabo Verde; and iii) inefficiencies with the management of the education sector. As such, the ESP 17-21 responds to these and is built around the following three main priorities: i) Gradually increasing universal access to preschool, basic and secondary school; ii) Improving quality and relevance of education services; and iii) Improving the efficiency and management of the education sector. These priorities will be implemented across the 5 main "programs" of the education system, mainly: Preschool; Basic Education (Grades 1-8); Secondary Education (Grades 9-12); Higher Education, Science and Innovation; and Education Management. Because of the challenges highlighted within the Sector Analysis, the ESP focuses largely on issues related to improving basic and post-basic education.

13. **Within Basic Education, the main objective of the ESP is to guarantee free and universal access to quality education from 1st through 8th grade.** In order to achieve this, the MoE has centered its basic education plan around the following four main activities: i) improving access to basic education, especially for the most vulnerable, through Social Action Programs; ii) Improving the School Environment; iii) Improving Learning Outcomes through the new curriculum and revised education structure; and iv) Improving Efficiency of the Sector.



14. **Within Secondary Education, the main objective of the Strategic Plan is to increase access to relevant secondary education aligned with the economic development of the country.** In order to achieve this, the MoE has focused its secondary education plan around the following five main activities: i) Improve quality of Secondary Education with overall modernization of the system to ensure students acquire skills and competencies for life-long success; ii) Improve Learning Outcomes, particularly in key subject areas; iii) Consolidate the secondary school system in terms of better organization between general, technical and vocational tracks; iv) Improve linkages with businesses and the private sector; and v) Strengthen institutional and organizational capacity.

15. **Within this context, and to support the key priorities outlined in the ESP 17-21, the Government of Cabo Verde has requested support from the World Bank in addressing two of the most critical issues to the Cabo Verde education system: 1) low learning outcomes and overall quality within basic education; and ii) lack of access to training opportunities in post-basic education aligned with the labor market.**

Relationship to CPF

16. **The Bank is in the process of preparing the Cabo Verde Systematic Country Diagnostic (SCD) which identifies the main constraints to poverty reduction and priorities for Bank support in Cabo Verde over the next several years.** The SCD Concept Note identifies insufficient inclusive growth due to a weak asset base of low-income households and human capital as a key constraint for reducing poverty and raising shared prosperity in Cabo Verde. This is in part due to a) poor quality of learning and high drops in secondary education; and b) a low level and mismatch between available skills and market demands, particularly within the tourism sector.

17. **The proposed operation is designed to address this key constraint by improving quality of basic education so that students who transition to secondary education enter with the basic knowledge and learning outcomes to succeed and by supporting post-basic education policies and systems to strengthen skill sets and increase the number of individuals ready to respond to the needs of a dynamic and growing services sector.**

C. Proposed Development Objective(s)

18. The Project Development Objective is to improve quality of basic education and strengthen post-basic education and training systems to more effectively respond to the labor-market needs

Key Results (From PCN)

19. The proposed PDO indicators are the following:

- i. Increased percentage in students who complete successfully 8 years of basic education;
- ii. Increased number of *delegacoes* (regional education offices) operating under a results-based performance management system;
- iii. The establishment of a sustainable PBET financing mechanism promoting equity and industry participation

20. The specific indicators, intermediate indicators, baselines and targets will be defined during project preparation.

D. Concept Description

21. **The proposed operation will build on the key priorities identified within the Education Strategic Plan for 2017-2021 (ESP 17-21) and the Government's Sustainable Development Plan for 2017-2021 (PEDS).** The proposed operation



would be supported by two components: Component 1 will support activities related to improving the quality of basic education (Grades 1-8); Component 2 will provide the Government with technical assistance (TA) to support policymaking and collaboration to improve access to and relevance of PBET opportunities. The proposed operation will be financed through an Investment Project Financing Instrument with disbursement-linked indicators under Component 1. Within these two components, the Bank aims to use strategies that improve the effective and efficient use of resources.

Component 1: Improve Quality of Basic Education (US\$ 8 million)

22. Under the first component, the aim would be to support the basic education reform with a specific focus on five of the key priorities indicated in the Strategic Plan as essential to improving the quality of basic education : (i) revising the **curriculum and pedagogy** in line with the basic education reform; (ii) supporting **teachers and other educational staff** in the implementation of the reform; (iii) establishing a **student assessment** system; (iv) preparing the various actors in the system to act with **more autonomy and responsibility**; and (v) improving **school infrastructure**. These five sub-objectives are directly aligned with priorities identified in the ESP 17-21. Because this area is well defined and there is a clear vision from the Government on the activities and objectives to be included, the proposed operation could include a set of Disbursement-Linked Indicators (DLIs) aligned with the key levers conducive to improving quality of basic education.

- i. **Revision of Curriculum and Pedagogical Practices:** This area would focus on the revision of the curriculum for basic education, taking into account the transition from three basic education cycles under the previous system to two cycles (1st through 4th grade and 5th through 8th grade.) In particular, it would focus on the major adjustments to the Language and Mathematics curriculum including: a) Teaching Portuguese as a second language; b) Introduction of French and English languages in 5th grade; and c) Strengthening the overall focus and approach to teaching mathematics.
- ii. **Support to Teachers:** In basic education, teachers have very little opportunity to receive ongoing monitoring and pedagogical support and there is no national in-service teacher training plan. As part of the curriculum reform (under area i), teachers will need to be equipped with the skills to understand and successfully teach the new curriculum. This area will focus on activities related to the development of in-service teacher training models and increasing a support-system for in-field coaching and mentoring of teachers. In particular, it will include modules for training teachers in both formative and summative assessment in order for teachers to properly monitor student learning based on the revised national curriculum, particularly in the Portuguese and Mathematic subject areas. It will also focus on improving the teacher evaluation system, training inspectors, pedagogical coordinators, and school managers to better support teachers and monitor school activities.
- iii. **Establishing a Student Assessment System:** This area would build on the following recommendations from the 2017 SABER-SA diagnosis, which are aligned with key activities within the Strategic Plan: a) develop detailed curriculum standards (minimum competencies to be reached by pupils) to guide assessment development under section i above; b) Train teachers with skills in formative and summative assessment under section ii; and c) Establish a semi-autonomous unit responsible for assessment. There is currently no designated unit or department responsible for student assessment in Cabo Verde. In addition to supporting assessment-related activities under areas i and ii, this area will focus on capacity-building within the Ministry of Education to develop a unit to help ensure that the student assessment system accurately supports and reflects the curriculum reform and ultimately helps to improve learning outcomes.



- iv. **Empowering actors throughout the education system with more autonomy and responsibility:** Management of the education sector is highly centralized, despite the geographical segmentation of the country. The education sector is also characterized by the lack of qualified staff and inefficient use of resources in administration, management and planning, particularly at the local level. A priority under this area would be to support the decentralization process and provide local level *delegados* with increased autonomy and budget to more effectively address local-level issues. This area would also support training for both local and central-level staff focused on strategic management, educational planning, monitoring and evaluation, and administrative and pedagogical management of schools.
- v. **Improving School Environment:** This area would focus particularly on supporting school infrastructure with the expansion of the basic education system from 6 to 8 years (i.e. 1st through 8th grade) and ensuring that all basic education schools have adequate facilities, including functioning bathrooms. It would support overall maintenance and improving the school environment, particularly in regards to including students with special needs.

Component 2: Strengthen post-basic education and training systems (US\$ 2 million)

23. **The objective of the second component would be to support the government in strengthening PBET systems to better align their outcomes with the labor market needs and to remove financial barriers preventing youth from accessing relevant training opportunities.** While these two issues have been identified as key constraints, there is still the need to develop a coherent and clear vision from the Government on how to address these issues, especially considering that the ESP 17-21 does not cover vocational training. This component will provide technical assistance to the Government aiming at: (i) Better aligning education and training programs with the current and future needs of the economy; and (ii) Establishing a financing mechanism to guarantee equal access to relevant training programs.

24. **This component would provide significant technical assistance to the Government on policy-related issues,** particularly in regards to:

- i) improving the responsiveness of training programs to the labor market through: (a) reform of secondary education streams and curricula; (b) establishing a mechanism to improve the performance of vocational training programs, notably through Public-Private partnerships (PPPs); and (c) establishing a competitive funding scheme to improve employability of higher education graduates; and
- ii) creating a sustainable financing mechanism to ensure access to vocational and tertiary education and training opportunities to youth from low and modest economic backgrounds. Options for such mechanisms include the merge of the scholarship program currently managed by the Ministry of Education with the VT scholarship program supposed to be funded through the Tourism tax and possibly the introduction of a complementary student loan scheme.

SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)



The specific location of the proposed activities under Component 1 – Improve Quality of Basic Education is not yet known, but should be probably in urban and/or peri-urban areas in some cities of the country. More information is needed to better address eventual specific situation regarding salient physical characteristics, if relevant.

B. Borrower’s Institutional Capacity for Safeguard Policies

Based on a preliminary assessment, the Borrower’s institutional capacity for safeguards is considered as adequate given the environmental risks to be managed under this operation.

C. Environmental and Social Safeguards Specialists on the Team

Gernot Brodnig, Social Safeguards Specialist

Clarisse Torrens Borges Dall Acqua, Environmental Safeguards Specialist

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	<p>The proposed activities under Component 1 – Improve Quality of Basic Education involve a physical footprint, through the rehabilitation of existing schools, including rehabilitation/construction of toilets, construction of standardized drinking fountains and a better access for students/teacher/staff with special needs. The construction of new schools is also proposed, in a total of up to 4 (four) new buildings. Based on a preliminary assessment, the impacts related to civil works are expected to be site-specific, time- bound and reversible. These construction activities are likely to generate very limited adverse effects since the civil works are limited in number and will have a small physical footprint, located in urban and peri urban areas that have already been developed. Based on a preliminary assessment, the Borrower's institutional capacity for safeguards is considered as adequate given the environmental risks to be managed under this operation. Due to the expected maintenance and improvement to school infrastructure under Component 1, the project is classified as Category B under OP/BP 4.01 - Environmental Assessment, the only safeguard policy that is triggered at this stage. The project is presumed to have limited environmental impacts and risks. The borrower will develop an Environmental Guidelines for civil works, to be part of the required ESMF, regarding the expected potential impacts, particularly during the implementation stage, with impacts on the daily basis</p>



of the school, with problems related to dust, noise and solid waste management, during the construction or reforms of existing schools.

Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	The project does not contemplate rehabilitation or new works in areas of natural habitats or that would significantly impact natural habitats.
Forests OP/BP 4.36	No	The project will not finance activities in forests or that could potentially affect forest resources or their management.
Pest Management OP 4.09	No	The project does not involve the purchase or use of pesticides.
Physical Cultural Resources OP/BP 4.11	No	The project does not contemplate rehabilitation or new works that could potentially affect physical cultural resources.
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	The project will not support or rely on activities that trigger this policy.
Projects on International Waterways OP/BP 7.50	No	The project will not finance activities involving the use or potential pollution of international waterways.
Projects in Disputed Areas OP/BP 7.60	No	The project will not finance activities in disputed areas as defined in the policy.

E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Apr 30, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

N/A

CONTACT POINT

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APPROVAL

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