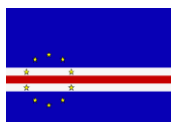


STRATEGIC STUDY DRAFT EXECUTIVE SUMMARY

INTEGRATED EDUCATION AND TRAINING SYSTEM



The Centro de Políticas Estratégicas produced this strategic study technical note. This is the Executive Summary of the draft version of the Technical Note for comments and to be used for Forum Events. Please share comments at luci.fonseca@palgov.gov.cv.



**Toward an integrated Education and Training system:
Overcoming the challenges of quality, employability and social cohesion.**

**STUDY FOR THE RE-ORIENTATION OF THE EDUCATION AND
TRAINING SYSTEM IN CABO VERDE
2015-2030**



Introduction

The modernization of Cabo Verdean society, the pace of which quickened with the emergence of the sovereign state upon independence in 1975, has as one of its main pillars the historical relationship Cabo Verdeans have established with knowledge as a critical factor of upward social mobility. Indeed, it may be said that the cycles of greatest social mobility in Cabo Verde in the past century have been related to the dynamics of expansion of the educational and school system.

The main reference documents in terms of educational and training policy orientation allude to a vision of the creation of a knowledge society capable of ensuring the country's competitive insertion into the global market in keeping with transnational trends. Indeed, a society that seeks to be developed must organize its educational and training system based on extremely high standards of faculty and pedagogical quality and levels of professional qualification able to lead to sustainable levels of economic growth, while at the same time ensuring social cohesion.

A review of official documents such as the Government Program for the 8th Legislature and the 3rd Strategic Growth and Poverty Reduction Paper makes evident the need for the enhancement of pre-school education, the improvement in the quality of elementary and secondary school teaching and the incrementing of technical education and professional training, all in an integrated perspective able to engender gains in the efficiency and effectiveness of the education and training system as a whole.

As such, we must ask what type of education and training system is best suited to the designs of the development of the Cabo Verdean Nation, which aims to be inclusive, just and prosperous, and to provide opportunities for all. Put in another way, what are the major foci of the reform of the education and training system? What are the profiles of the skills that children, teenagers and adults should develop in order to successfully complete their educational and professional careers and raise the curtain on their life paths? What teacher profile will be needed in the face of the demands of the improvement in the quality of the education and training system? What strategies of involvement on the part of the State, the market and civil society (families) will be needed to guarantee greater efficiency, effectiveness and sustainability for the system? What material, human and financial resources may be taken better advantage of and what new means must be mobilized? What short- to mid-term priorities will foster quick results?

In order to build consensus on the future paths of Education and Training in Cabo Verde, it is important, on the one hand, to characterize the global situation of the education and training system, highlighting the main gains, the weaknesses that persist and their effects on the socioeconomic level, and, on the other, to adopt principles and policy measures suitable to the long-term vision.

1. Diagnosis of the educational and training system

1.1. Gains

The Cabo Verdean education and professional training system has seen notable progress over the course of the past decades that has translated, globally, into: (i) a reduction in the illiteracy from 25%, in 2000, to 13%, in 2013, and its near eradication among young people aged 15 to 24 (2%); (ii) the expansion of the coverage of pre-school education (4-5 years of age), which went from 70% in 2002 to 84% in 2012; (iii) the consolidation of mandatory elementary schooling, the net rate of which stands at 96%; (iv) the high elementary to secondary school transition rate, on the order of 87%; (v) the expansion of secondary schooling from a net rate of 53.9% in 2000/2001 to 63.3% in 2011/2012; (vi) an increase in the average number of years spent by children in school from 9.2 to 10.6; (vii) gender equity in



access to and continuity in the system; (viii) an increase in the number of those benefiting from qualifying professional training; and (ix) the increase in the number of teachers with appropriate training for instruction on both the elementary and secondary school levels.

It is also pertinent to highlight the social gains brought about by the increase in the overall educational level of the country's population, which are translated in people's and families' capacity to appropriate the public policies directed at them, namely in terms of health and the fight against poverty.

Finally, it is important to mention that the gains achieved on the level of the education system are the result of considerable investments made in education and which, on average, represent slightly more than 20% of the General State Budget and 6% of GDP.

1.2. Weaknesses

The dynamics through which schooling opportunities were expanded and made available to a large percentage of the population and opportunities for professional qualification were boosted brings with it, however, numerous weaknesses that jeopardize the efficiency, effectiveness and sustainability of the education and training system. The most important of these weaknesses are the following:

- On the pre-school level, there is not yet a standard of quality recognized by the various different players, and the Ministry of Education and Sports has a limited capacity to intervene in, supervise and assess this sub-system. To this are added notable regional disparities in terms of access, equipment and the allocation of human resources that are reflected in the unequal quality of teaching between public and private kindergartens. The functioning of this sub-system, in its current form, constitutes a factor favoring the reproduction of regional and social inequalities.

- In elementary school education, there remain substantial difficulties in the teaching of core subjects (Mathematics and Portuguese) mirrored in poor performance on assessment tests given at the end of 6th grade. Notably, 2/3 of all children obtained an unsatisfactory grade in these subjects, and the failure rate in the first cycle of secondary education (7th and 8th grades) is, on average, 27%. Educational management remains deficient, given that the schools' results and the means at their disposal reveal a considerable imbalance between the two values. Added to all of this is the poor coordination with families and other stakeholders (associations and public institutions), especially those working with children in high-risk situations, who are exposed to serious social problems that end up having an impact on social cohesion.

- In secondary education, despite the continuous expansion of access, there remains a deficit in internal effectiveness, translated by the high failure rates in the 7th, 9th and 12th grades, which stand at approximately 29%, 25% and 34%, respectively. The rate of coverage of Technical Education is low (13% for 11th- and 12th-grade students in 2012) in comparison with general education, and there are substantial discrepancies between internal effectiveness in general education and technical education, with the latter notably lower. Although no precise assessment has been made of the quality of teaching on the secondary school level, the results of the Uni-CV access tests given in 2013 reveal a very poor level of performance in critical areas such as Mathematics, Physics and Chemistry (in which the average score was 4 out of 20) and in Portuguese Language (with an average score below 6 out of 20).

- The main weaknesses with regards to professional training are related to the low level of diversification of educational activities and the concentration of those benefitting from them in civil construction, tourism and hotel management and computer science courses. There persists poor institutional and operational coordination between the technical education and



professional training sub-systems, namely in terms of double certification and the sharing of resources, among other things, in addition to the low level of diversification of sources of and partners in the funding of training beyond the State and students and their families.

In terms of internal effectiveness, if current trends remain in a cohort analysis based on the 2011 education system performance indicators (passing, failure and dropout rates), it is likely that only 25% of those students beginning elementary school will successfully conclude secondary education in 2023/2024.

With regards to the dimensions of the education and training system's external effectiveness, the various different studies carried out indicate, on the one hand, that children and young people in situations of social risk are for the most part those who interrupted their school trajectory early within the context of a strategy of self-blame and naturalization of educational failure. The current tendency of focusing on the role of education only in its technical and instrumental dimension (human capital in the strict sense of the term), with an eye toward insertion in the market, to the detriment of the empowerment of citizens' and families' social capital, ends up perpetuating poverty and social inequalities. This is why the gains of the social safety net built in the first decades following independence are beginning to show signs of wear and the levels of urban violence (both quantitatively and qualitatively) have begun to become alarming, all of which could substantively put the ideal of social cohesion in check. Without trying to imply that schools should be responsible for the redemption of the social problems reflected in them, it is necessary to redefine their role, adjusting them to this quickened phase of transition through which Cabo Verdean society is going so that the social burden and bonus of transition is fairly and socially shared.

On the other hand, it is pertinent to highlight the fact that a relevant proportion (33%) of young people who benefit from professional training actions fail to join the job market (IESP, 2011). Among those who do manage to join the labor market, only a minority (11%) used the strategy of self-employment to do so, a fact that reveals an enormous deficit in terms of entrepreneurship.

As may be deduced, the improvement in the effectiveness of the system, the quality of learning, especially in core areas (mathematics, sciences and languages), and the reinforcement of children's and young people's social capital stand among the major challenges facing the educational system. Added to this is the need to articulate general and technical education with professional training and with the labor market. Only in this way will the education and professional training systems be able to adjust to the needs of people and of the market, in particular, and of society, in general.

2. Re-orienting the education and training system

The underlying presumptions of the 1990 Educational System Base Law, which was revised in 2010, are founded on the principle of separation of and complementarity among its various sub-systems – pre-school, school and extra-curricular education – with each containing its own specific attributes. This legal differentiation of the education sub-system, necessary for the definition and delimitation of institutional actors' spheres of authority, nevertheless induces the educational system, in practice, to function as various independent divisions with very little internal or external communication or interconnectedness.

As such, it is pertinent to ask if it still makes sense today to structure the educational system in a rigid and segmented way in a context in which new information and communication technology is breaking down the supposed barriers of the place of learning, on the one hand widening and diversifying the spaces of access to information and, on the other, creating new possibilities of interaction in the knowledge construction process.



In addition, the country's new development policy guidelines point toward the need for a new profile of Cabo Verdean citizens with high levels of education, technical and professional qualification and entrepreneurship.

The construction of this profile requires the development of social, scientific and instrumental skills able to assist citizens in the construction of their educational, professional and life trajectories, thus contributing to social, economic and cultural development in a global world under rapid transformation.

As a consequence, it appears more promising to look toward an integrated education and training system that contains a basic (fundamental) education, including what is currently known as pre-school, elementary education and the first two years of what is currently secondary education (7th and 8th grade), which will allow children to develop social, communications, logical and mathematical, scientific and expressive skills, with the objective of building their school trajectory in an autonomous manner in heterogeneous and changeable contexts. A second, secondary sub-system would expand upon this, encompassing the general and technical education components, corresponding to the second and third two-year cycles of secondary education (9th and 10th grade and 11th and 12th grade, respectively), in close articulation with professional training. This sub-system is aimed at allowing youth to develop scientific, technical, instrumental and social skills within a logic of life-long learning, with the intention of building a life trajectory and allowing them to join the labor market in highly competitive and uncertain contexts. In articulation with the two above-mentioned sub-systems, Adult Education and Training will also be developed, founded on the principles of life-long learning and preparation for active integration in Cabo Verdean society and its labor market.

3. Main challenges

Considering the substantial gains that an early childhood policy represents for the educational system, the main challenges are related to the integration of pre-school education, beginning at four years of age, into the basic education sub-system, the improvement in the quality of learning and the reduction in regional asymmetries. In elementary education, improvement in the quality of learning (in mathematics and languages), the expansion of mandatory schooling to include the 7th and 8th grades, the enhancement of education for citizens' rights and responsibilities and the development of digital literacy constitute primordial challenges.

In secondary education and professional training, the main challenges faced are: (i) increasing coverage and access from the perspective of the expansion of mandatory schooling to include the 10th grade and the expansion of the coverage of technical education; (ii) the expansion of opportunities for professional training and the diversification of courses offered, taking into account the country's development needs; (iii) increasing the relevance and flexibility of the supply in order to obtain significant gains in its effectiveness and quality; (iv) innovation in educational processes and consolidation and improvement in the quality of the learning process, particularly in those domains and skills essential to the desired new profile of Cabo Verdean citizens.

The development of an adult education and training system that promotes skills that allow citizens to edify and reconvert their educational and professional careers, with the aim of actively integrating them in society and the labor market, also constitutes an important challenge.

In summary, the greatest and most demanding of challenges is guaranteeing a quality, inclusive, enterprising and sustainable education and training system with the active participation of central and local state authorities, businesses, families, associations and society in general.



4. Guiding principles and policy measures

Considering the vision and challenges of the education and training system, the main guiding principles of the policies for this system are based on:

Quality, in the sense of the development of skills (social, cognitive, communicational, expressive and instrumental) able to be compared with international standards and that allow citizens the capacity to learn throughout the course of their educational and professional careers and, indeed, their entire lives;

Inclusion, in the sense of ensuring all children and young people equality and equity in access to and continuity in education and training systems regardless of their socioeconomic, psycho-physical and cultural backgrounds or conditions;

Entrepreneurship, inasmuch as it promotes an inventive spirit and the acceptance of risk in the search for innovative solutions for the creation of businesses opportunities and in the resolution of social problems;

Sustainability, understood as the incessant effort to take maximum advantage of socially mobilized resources to ensure the continuity and irreversibility of educational gains in an intra- and inter-generational perspective.

The materialization of the integrated education and training system on the 2030 horizon requires the adoption of a series of mid- to long-term policy measures that will contribute to adapting this system to the country's social and economic development perspectives.

4.1. Basic education (pre-school education, elementary school education)

- Giving the Ministry of Education and Sports a more participatory role in pre-school promotion, regulation, supervision and control;
- Creation of an institutional framework and conditions for municipal governments to take on a preponderant role in pre-school education;
- Mandatory full-time pre-school education (4 to 5 years of age);
- Definition of a national education quality standard;
- Universalization of eight years of full-time mandatory elementary school education;
- Improvement in teaching quality (with an emphasis on core subjects – mathematics and languages).

4.2. General and technical Secondary Education (9th to 12th grade)

- Institutionalization of mandatory full-time schooling up to the 9th and 10th grade;
- Universal access to 11th and 12th grade and increase in levels of coverage of technical education;
- Fostering the quality of educational processes, increasing learning time, with a particular emphasis on critical subject areas (Mathematics, Physics, Portuguese Language and English Language) and the strengthening of laboratory and workshop practices;



- Cross-cutting skill enhancement related to citizens' rights and responsibilities (resolution of issues based on tolerance, solidarity, environmental protection, etc.) and to entrepreneurship;
- Institutionalization of a mandatory school and vocational guidance system.

4.3 Adult Education and Training

- Reinforcement of the promotion of Adult Education and Training based on life-long education and training programs and educational and professional reconversion programs, making use distance learning modalities.
- Elimination of illiteracy in the 15- to 44-year-old age range and significant reduction of functional illiteracy.

4.4. Professional training

- Expansion and diversification of the supply of professional training possibilities, with the attribution of qualification levels to respond to the needs of key sectors for development (Tourism, Maritime Economy, ICTs, Agribusiness, among others);
- Implementation and updating of the integrated territorial education and training map;
- Institutionalization of a quality assurance system in professional training, taking into account the new National Qualification System;
- Enhancement in quality through the updating and innovation of teaching and learning methods, the incrementing of on- and off-the-job training and the institutionalization of a mandatory professional orientation system;
- Fostering of entrepreneurship through the incubation of ideas and reinforcement of links to businesses, from a service exchange perspective;
- Development of a market qualification need detection and regular professional training impact assessment system;
- Enhancement of professional labor market insertion programs for graduates.

4.5 Cross-cutting measures

- Establishment of institutional evaluation in both schools and professional training centers geared toward the promotion of continued quality improvement;
- Reinforcement of institutional and operational articulation between entities/players in the integrated education and training system in order to take greater advantage of resources and ensure the sustainability of the system;
- Implementation of a learning assessment system able to provide international comparability;
- Implementation of a continuous teacher and trainer training program that allows for the reinforcement of scientific and pedagogical skills;
- Revision of initial teacher training with an eye toward the re-structuring of the education system and the institution of a new skill profile for faculty;
- Promotion of research and action in the realm of education with an eye toward creating new references of knowledge that may serve as a foundation for the improvement of the teaching and learning processes.

5. Financing strategy

The edification of a new education and training system able to help meet Cabo Verde's new development challenges necessarily includes the optimization of existing financial resources made available for the realms of education and professional training.



The education and training system must be able to take advantage of two essential opportunities. The first results from the phenomenon of demographic transition that is expressed in the reduction of the school-age population (4 to 17 years of age), thus freeing up physical, material and human resources for the expansion of improvement in the quality of the system. The second has to do with maximizing the use of infrastructures and skills in terms of information and communication technology in order to expand and intensify education and training processes.

Also important is the diversification of financing by way of encouraging co-payments by businesses, families, municipal governments and the diaspora.

6. Scenarios

In our view, with the introduction of new policy measures, two alternative scenarios for the evolution of the Education and Training system on the 2030 horizon are possible, and both of them involve, on the one hand, the universal and mandatory nature of the various different levels of education and, on the other, improvement in the quality of teaching.

The first, intermediate scenario calls for mandatory schooling from pre-school up to 10th grade, offering Cabo Verdeans the possibility of attending an average of 12 years of education. This scenario is based on the presumption that the system will be able to handle an effort to reduce the failure and drop-out rate in elementary education by 50% and in secondary education by 33%, which would cut the total costs of seeing students through to graduation in half. It also calls for the tripling of the supply of technical education (11th and 12th grades), as well as its articulation with the labor market. In addition, it aims to improve the quality of learning, especially in the core areas of mathematics, languages and sciences, estimating that more than half of all students will be in a position to demonstrate satisfactory performance in these areas.

A second and, in our opinion, somewhat optimistic scenario will demand more significant changes in the education and training system, as it foresees mandatory schooling up to the 12th grade. In this case, if pre-school education is incorporated as well, students would attend 14 years of mandatory schooling, which would place our system on levels similar to those of more developed countries. This scenario calls for the reduction of the failure rate by 50% on all levels of education, which is tantamount to saying that 62% of all students will finish 12th grade. In addition, it would involve multiplying the technical education coverage rate (11th and 12th grade) nearly five-fold, which would represent a gigantic effort. We believe this option to be extremely demanding if the major challenges related to improvement in the quality of learning in the critical realms of mathematics, languages and sciences are taken into account.

Keeping in mind the need to balance the challenges of the expansion of the education and training system with those of the quality of the education obtained by those graduating from it, we would recommend the adoption of the intermediate scenario, which we believe to be more feasible and sustainable in terms of human, material and financial resources.



INTERMEDIATE SCENARIO

12 years of mandatory schooling

Target: Professional training in priority areas
(50% increase in number of beneficiaries)

Targets:

Quality: at least 50% of students demonstrating essential skills in mathematics, languages and sciences

Effectiveness of the system: 55% of all students finish 12th grade.

Entrance-exit ratio: 1.7 (half the current ratio of 3.4)

Universalization of 11th and 12th grades (increase in educational coverage to 40%)

- Mandatory secondary schooling up to 10th grade

- Elementary Education: (2 y pre-school+ 8 y Elementary school)

Mandatory pre-school education (2 years)

OPTIMISTIC SCENARIO

14 years of mandatory schooling

Professional training in priority areas
(60% increase in number of beneficiaries)

Targets:

Quality: at least 60% of students demonstrating essential skills in mathematics, languages and sciences

Effectiveness of the system: 62% of all students finish 12th grade.

Entray-exit ratio of 1.5 (less than half of the current ratio of 3.4)

Mandatory secondary schooling up to 12th grade (50% increase in coverage of Technical Education)

Elementary Education (2 y pre-school + 8 y elementary school)

Mandatory pre-school education (2 years)

