

Terms of Reference

International Consulting for the Design of a Result-Based Management Model to be piloted in four municipalities (Education Sector – Cabo Verde)

1. Background

The Government of Cabo Verde has received a loan of US \$10 million from the World Bank to finance the Education and Skills Development Enhancement Project (*PREDC - Reforço da Educação e de Desenvolvimento de Competências*). The main objective of the project is to strengthen foundational skills in education and improve the relevance of training programs.

The Government of Cabo Verde is extending its basic education system from six to eight years with the overall objective to improve learning and retention of students in secondary schools. Among other activities, this project will support the basic education reform through improved quality inputs, including a better adapted and modernized curriculum, better alignment of curriculum and teaching practices with expected learning outcomes, and increased greater autonomy to local actors, allowing them to adjust education services to the specific needs of the served communities and students.

The 2017-2021 Education Strategic Plan (SPE - to which this project contributes) places a strong emphasis on the decentralization process and a more efficient allocation of resources in basic education. The decentralization aims at providing local Ministry of Education (MoE) representatives (*delegados*)¹ with increased recurrent budget to cover maintenance and pedagogical expenditures as most lack sufficient budget to address local-level issues. The SPE 17–21 notes that *delegados* should be considered as key players and given more accountability to be held responsible for results. The decentralization process will need to be accompanied with well-developed capacity building and management at all levels, including at the central level.

In order to support this transition to a more decentralized system, this project will support the Ministry of Education in the implementation of a result-based management (RBM) model in 4 municipalities/delegations. The RBM model aims to strengthen local capacity for greater autonomy in the administrative, teaching and financial management of the education system.

Result-based management uses goals, indicators, and contractual regulations, to seek greater effectiveness, equity, political participation, and accountability. In the last decades, several countries and institutions have adopted results-based management systems, using goals and indicators to guide their public policies. Contracting and performance assessments, as well as accountability mechanisms have been used as a means of holding the main actors involved accountable.

Results-based management has also been used in educational policies with the adoption of performance indicators and assessments of the education system as a way to improve educational outcomes. The use of RBM in educational policies has contributed to the strengthening of democratic management and control, enabling the local educational community and civil society to exercise accountability over the administration and those responsible for implementing educational policy. It has also enabled the adoption and reinforcement of evaluations and the use of indicators to measure the performance of the

¹ The MoE has 22 regional delegations (*delegaões*) covering all the municipalities (*concelhos*) of the country and headed by *delegados*.



education system, increase the dissemination of measures and outcomes, and increase control and social participation.

These Terms of Reference outline the scope of work, roles and responsibilities for a firm to work with the Ministry of Education in the development and piloting of a Results-Based Management RBM model.

2. JUSTIFICATION

Cabo Verde is an island country spanning an archipelago of ten volcanic islands in the middle Atlantic Ocean. Due to its archipelagic condition, Cabo Verde has placed an increased amount of emphasis on the creation of instruments that enable a more harmonious development of the entire national territory and that meet the daily and collective needs of the populations across all ten (10) islands.

In this context, Cabo Verde has invested in the decentralization of State services, so that they are as close as possible to the local populations. The country has significant experience (about 3 decades) in the creation of municipal delegations of the various State services, namely, Agriculture, Health and Education.

More recently, Cabo Verde has adopted a new results-based management model (RBM), to support the State's public administration of services with the aim to: (i) improve effectiveness and efficiency in the use of State resources; (ii) increase the productivity and performance of public and private organizations and of its officials; and (iii) improve the quality of services provided to the populations.

However, as the use of RBM is a recent experience, while there have been significant advances at the strategic planning level, there is still a long way to go with actual implementation at the local level. The Cape Verdean public administration is often criticized as being over-centralized, lack of planning, process-oriented rather than focused on results/customer service, with inadequate human resources and weak institutional capacity.

This portrayal of Cape Verdean public administration also encompasses the education sector and its local governance. The education sector faces poor involvement and participation of local educational communities, including teachers, students, parents, and guardians. That being said, it should be noted that several actions towards decentralization have been taken in recent years. A considerable portion of the budget is now managed directly by the Ministry of Education's municipal delegations. Starting in this upcoming school year, the budget management will be allocated to School groupings, and the delegations and central services will be responsible for monitoring the use of resources allocated to Schools groupings. In addition, the implementation of the Integrated School Management System (*SIGE - Sistema Integrado de Gestão Escolar*) is underway, as well as the modernization of the entire human resources management process. These two processes are scheduled to begin in late 2019 and should also help to improve local education management systems.

In this context, additional actions are needed to continue strengthen the local management system and the capacities of local actors in the Education Sector. The Government of Cabo Verde, intends to pilot a RBM experience in four (4) municipalities, covering the local educational structures, namely, delegations and their respective School Groupings (Primary and Secondary Schools). The implementation of the pilot will start in the November 2020 and will last one year. At the end of the implementation period, the pilot will be evaluated to identify how it went, the gains achieved, and the areas to be improved in order to prepare for the scale-up to additional municipalities.

The implementation of the RBM pilot will reinforce ongoing decentralization actions and will enable the development of strategies to strengthen local planning, rationalize the management of human resources, enable effective implementation of a more efficient management system, and institutionalize strategic and organizational audits. The RBM module seeks to provide the Ministry of Education's delegations with



greater autonomy and budget to effectively address local issues, including staff capacity building, in the following areas: strategic management, planning, M&E, and school management (administrative and pedagogical management of schools). The RBM pilot should include capacity building exercises at central and decentralized levels (delegations) to be able to develop and use required management instruments.

This process of decentralization also includes the transfer of more functions/competencies to the municipal delegations through management contracts aiming, on the one hand, to improve the results-focused planning and budgeting process and, on the other hand, to improve the execution and monitoring, as measures of transparency and efficient management of public resources.

The implementation of this new approach implies the creation of a model of local-level intervention, stimulating the professionalization of local public managers. These managers should monitor the execution of activities, identify and monitoring the indicators and targets, in alignment with policy measures at the national level.

The consulting firm to lead this work will: (i) develop RBM instruments; (ii) develop a capacity building plan for relevant actors at both central and decentralized levels; (iii) implement a pilot of the RBM in 4 delegations; (iv) lead an assessment of the pilot experience; and (v) revise the RBM instruments and modules based on the results of the evaluation of the pilot experience in order for the future scale-up of the module. The selection of the four (4) pilot municipalities will be made by the Ministry of Education based on a set of defined criteria that are related to the dynamism of the municipality team, number of students, number of schools, school performance, efficiency in the use of resources, and responses to the demand for educational services.

The information produced and organized during the pilot implementation will be used by the Ministry of Education to improve the budget allocation process.

3. CONSULTING OBJECTIVE

3.1. General objective

This consultancy has the following main objectives:

- a) Provide the education sector with the RBM module aimed at improving the efficiency in the use of available resources, through:
 - Creation of results framework;
 - Definition of role and responsibilities of stakeholders;
 - Strengthening Monitoring and Evaluation;
 - Training of local and central education staff for RBM implementation.

3.2. Specific Objectives

- i. Prepare a diagnosis of the current operational modes of the management within the Cabo Verde Educational sector;
- ii. Propose and design an RBM model in line with country management requirements;
- iii. Train relevant government officials at the central level in the use of the RBM
- iv. Train the technical team and municipal/local education leaders in the areas of strategic planning, results-based management, monitoring and evaluation;
- v. Obtain adherence, commitment from local actors towards the new RBM model of the education sector;
- vi. Pilot the RBM module in 4 municipalities;
- vii. Lead the final evaluation of the RBM pilot;
- viii. Revise the RBM based on results from the pilot

4. CONSULTING TASKS

Given the specificities and technical requirements, the consultancy's work will focus on:

- a) Conduct a diagnosis of the current situation of the education system at the strategic and administrative planning and management levels (including pedagogical management, human and financial resources management, asset management, monitoring and evaluation, and institutional capacities) in the four (4) pilot municipalities, including a SWOT analysis;
- b) Design an RBM module to be implemented in the 4 pilot municipalities/delegations, including activities and their outcomes, as well as implementation and monitoring strategies and mechanisms, including:
 - i. RBM model type definition;
 - ii. Identification of dimensions and components of the RBM model;
 - iii. RBM model structures and elements;
 - iv. Institutional arrangement and requirements for model implementation;
 - v. Monitoring indicators and model evaluation;
 - vi. Model implementation schedule.
- c) Prepare a training and capacity building plan for local actors in areas to be reinforced, identified during the diagnosis;
- d) Train of central and local services staff of the Ministry of Education in the identified areas;
- e) Prepare of a matrix of monitoring indicators and evaluation of implementation of the module, which includes specific goals per year;
- f) Conduct a final evaluation of the implementation of the results-based management experience in the four (4) municipalities. The Technical Report should include recommendations for the next phase.
- g) Revise RBM instruments and module based on evaluation of the pilot.

5. OUTCOMES AND PRODUCTS TO BE PRESENTED BY THE CONSULTANCY

The consultancy shall have 5 (five) outcomes:

- a) **O1:** Diagnosis of the current stage of planning, strategic and administrative management of the education system in the four (4) municipalities selected to undertake the pilot experience, including a SWOT analysis.
- b) **O2:** RBM model with clear structure proposals, components and tools/instruments (designed and proposed by the consultancy) to be implemented in the four (4) pilot municipalities/delegations, including performance indicators (activities, outcomes, impact), implementation and monitoring mechanisms.
- c) **O3:** Monitoring and evaluation matrix for the implementation of the RBM model.
- d) **O4:** Training plan developed and implemented to ensure Trained/qualified and engaged local actors to implement results-based management model.
- e) **O5:** Evaluation of the implementation of the results-based management model in four (4) pilot municipalities.

Outcomes	Associated Products	Payments
Outcome 1: Diagnosis of the current system of planning, strategic and administrative management of the education system in the four (4) municipalities selected to undertake the pilot experience, including a SWOT analysis.	Product 1: Implementation plan and report of the diagnosis of the current system in the four (4) selected municipalities.	10%
Outcome 2: Results-based management model (all components and areas of intervention) to be implemented in the 4 pilot municipalities/delegations, including performance indicators (activities, outcomes, impact), implementation and monitoring mechanisms.	Product 2: Presentation of an initial draft of the Results-Based Management Model, including implementation strategies. The initial draft will be subject to consultations/review within the Ministry of Education to collect inputs that will be sent to the consultancy for finalization.	45%
	Product 3: Final document of results-based management model, including implementation strategies	
Outcome 3: Monitoring system to evaluate the implementation of the drafted pilot module.	Product 4: Monitoring and evaluation indicator matrix of the implementation process and approved by the Ministry of Education.	
Outcome 4: Training of local actors of the four (4) pilot delegations to implement the Results-Based Management Model.	Product 5: Training sessions in the four (4) pilot municipalities and sending the respective report to the Ministry of Education	20%
Outcome 5: Evaluation of the pilot in four (4) municipalities	Product 6: Final Report of the Implementation of the Results-Based Management Model in four (4) Pilot Municipalities, including Recommendations to resolve any challenges identified during the pilot and a potential plan for scale-up.	25%

6. DURATION OF THE CONSULTING

This assignment is expected to last approximately 16 months. The products 1, 2, 3, 4 and 5 should be developed and delivered within the first five (5) months. The pilot is expected to begin November 2020 and last for one year. The last product, the final evaluation of the pilot, is expected two months after the pilot is completed.

7. CONSULTING QUALIFICATIONS

The consulting firm must have the following skills:

- a) At least 10 (ten) years of proven experience in similar services in the field of results-based management, strategic planning, education public policy, and monitoring and evaluation;
- b) International experience in conducting similar results-based management approaches will be an advantage;
- c) Technical team with profile and experience in this consulting area, namely:



- i. 1 Specialist in public policy, with higher education and at least 10 years of experience in Public policy for Education, Management, Strategic planning or Public Administration;
 - ii. 1 Specialist in Statistics and Information Management, with higher education in Statistics and at least 5 years of experience in data analysis and indicator formulation;
 - iii. 1 Certified trainer with more than 10 (ten) years' experience as a trainer in the areas of strategic planning, monitoring and evaluation, advanced user computer skills;
 - iv. 1 Specialist in project evaluation with a higher education in Social Science and at least 5 years of experience in project evaluation.
- d) The technical team should have proficiency in Portuguese (oral and written).

8. GENERAL CONDITIONS OF RECRUITMENT, CONTRACT AND PAYMENT

The consultancy will be selected through a public tender process. The tender process, logistics and contract management of this consultancy will be carried out by the Special Project Management Unit (UGPE).

The consulting firm will sign with the Special Project Management Unit (UGPE) a mixed Contract-Lump-Sum, in which the payment of the remuneration will be made through acceptance and approval of the products/outputs presented from O1, O2, O3, O4 and O5 and reimbursable costs by submitting receipts of expenses incurred at actual cost. Expenses related to travel, accommodation and per diem to be incurred in the preparation of the diagnosis and definition of the model should be included in the financial proposal.

9. INSTITUTIONAL ARRANGEMENT

The recruited consultancy firm will work directly and under the supervision of the General-Directorate of Planning, Budget and the management of the Ministry of Education. Other departments of the Ministry of Education will be involved in the process, namely the National Directorate of Education, the General Inspectorate of Education, the Studies, Planning and Cooperation Department, the Human Resources Management Department, the Financial and Asset Management Department and the municipal delegations in a participatory process.

The Consultancy shall also report to UGPE in all matters directly related to the contract.

A Technical Committee will be created, comprised of representatives of the National Directorate of Education, General Inspectorate of Education, the Studies, Planning and Cooperation Department, the Human Resources Management Department, the Financial and Asset Management Department, an UGPE representative and a municipal delegation representative of the Ministry of Education with task of monitoring and validate the products, before being subjected to socialization and public validation.

Due to the nature of this work, the consultancy should ensure stakeholder involvement at all times. Products and materials should be co-created with the involvement and the participation of the technical team.

The term of the Technical Committee shall end after the public validation of the products.



10. INTELLECTUAL AND TECHNICAL PROPERTY OF PRODUCTS TO BE DEVELOPED

Products developed at the request of the beneficiary will be under the intellectual property of the Ministry of Education of the Republic of Cabo Verde as well as all their elements.

