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Report No: ICR2733

IMPLEMENTATION COMPLETION AND RESULTS REPORT

(TF-94653, TF-99238, TF-11453)

ON A

GRANT

IN THE AMOUNT OF USD 102.0 MILLION

TO

BURKINA FASO

FOR AN

EDUCATION FOR ALL - FAST TRACK INITIATIVE CATALYTIC FUND

BASIC EDUCATION PROGRAM SUPPORT GRANT (BEPSEG)

June 27, 2013

AFTEW
Education Unit
Africa Region

CURRENCY EQUIVALENTS

Exchange Rate Effective April 13, 2013

Currency Unit = FCFA
FCFA 1.00 = US\$ 0.002
US\$ 1.00 = FCFA 500

FISCAL YEAR

ABBREVIATIONS AND ACRONYMS

AFD	<i>Agence France de Développement</i> (French Development Agency)
BEPSG	Basic Education Program Support Grant
CAS	Country Assistance Strategy
CAST-FDSEB	<i>Compte d'Affectation Spéciale du Trésor – Fonds de Soutien au Développement de l'Éducation de Base</i>
CF	Catalytic Fund (<i>Fonds catalytiques</i>)
COGES	<i>Comité de gestion d'école</i> (School management committee)
CP	<i>Cours préparatoire</i>
CPS	Country Partnership Strategy
CSO	Civil society organization
CSR	Country Status Report
DEP	<i>Direction des Etudes et de la Planification</i> (Directorate for Studies and Planning)
DPO	Development Policy Operation
EFA	Education for All
ESW	Economic and Sector Work
FCFA	West African CFA
FDC	<i>Fonds de Développement Communautaire</i>
FM	Financial Management
FTI	Fast Track Initiative
FY	Fiscal Year
GBS	General Budget Support
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GNP	Gross National Product
GPE	Global Partnership for Education (<i>Partenariat mondiale pour l'éducation – PME</i>)
ICR	Implementation Completion and Results Report
IDA	International Development Association
IMF	International Monetary Fund
JICA	Japan International Cooperation Agency
LDG	Local Donor Group
LDP	Letter of Development Policy
LEG	Local Education Group
MASSN	<i>Ministère de l'Action Sociale et de la Solidarité Nationale</i> (Ministry for Social Action and National Solidarity)
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MEBA	<i>Ministère de l'éducation de base et de l'alphabétisation</i> (Ministry of Basic Education and Literacy)

MEF	<i>Ministère de l'Economie et des Finances</i> (Ministry of Finance)
MJFPE	<i>Ministère de la Jeunesse, de la Formation Professionnelle, et de l'Emploi</i> (Ministry of Youth, Professional Training and Employment)
MENA	<i>Ministère de l'Education Nationale et de l'Alphabétisation</i> (Ministry of National Education and Literacy)
MESSRS	<i>Ministère de l'Enseignement Secondaire et Supérieur</i> (Ministry of Secondary and Higher Education)
MOU	Memorandum of Understanding
MTEF	Medium-term Expenditure Framework (<i>Cadre de Depenses à Moyen Terme</i>)
NGO	Non-governmental organization
PACOGES	<i>Projet d'appui aux comités de gestion d'école</i>
PASEC	Programme on the Analysis of Education Systems
PDDEB	<i>Le plan décennal de développement de l'éducation de base</i> (Ten-Year Basic Education Development Program)
PDO	Program development objective
PDSEB	<i>Programme décennal stratégique de l'éducation de base</i> (Ten-Year Basic Education Program Strategy)
PRSC	Poverty Reduction Support Credit
PRSP	Poverty Reduction Strategy Paper
PSEF	<i>Programme sectoriel de l'éducation et de la formation</i> (Sector Program for Education and Training)
RESEN	<i>Rapport d'Etat du Système Educatif National</i> (Education Country Status Report)
SCADD	<i>Stratégie de croissance accélérée et de développement durable</i>
SE	Supervising Entity
SIL	Specific Investment Loan
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SP/PDDEB	<i>Secrétariat Permanente/PDDEB</i> (Permanent Secretariat/PDDEB)
SSA	Sub-Saharan Africa
SY	School Year
TFP	Technical and Financial Partner (<i>Partenaire technique et financier</i>)
TTL	Task Team Leader
TVET	Technical and Vocational Education and Training
UNICEF	United Nations Children's Fund
UPE	Universal primary education
WAEMU	West African Economic Monetary Union

Vice President: Makhtar Diop
 Country Director: Madani M. Tall
 Country Manager: Mercy M. Tembon
 Sector Manager: Peter N. Materu
 Task Team Leader: Adama Ouedraogo
 ICR Team Leader: Adama Ouedraogo

A. Basic Information			
Program 1			
Country	Burkina Faso	Program Name	Fast Track Initiative Grant for Basic Education
Program ID	P115264	L/C/TF Number(s)	TF-94653
ICR Date	06/27/2013	ICR Type	Core ICR
Lending Instrument	DPL	Borrower	BURKINA FASO
Original Total Commitment	USD 22.00M	Disbursed Amount	USD 22.00M
Implementing Agencies			
Ministry of Economy and Finance			
Program 2			
Country	Burkina Faso	Program Name	Fast Track Initiative Grant II for Basic Education
Program ID	P119413	L/C/TF Number(s)	TF-99238
ICR Date	06/27/2013	ICR Type	Core ICR
Lending Instrument	DPL	Borrower	BURKINA FASO
Original Total Commitment	USD 45.00M	Disbursed Amount	USD 45.00M
Implementing Agencies			
Ministry of Economy and Finance			
Program 3			
Country	Burkina Faso	Program Name	Fast Track Initiative Grant III for Basic Education
Program ID	P127166	L/C/TF Number(s)	TF-11453
ICR Date	06/27/2013	ICR Type	Core ICR
Lending Instrument	DPL	Borrower	BURKINA FASO
Original Total Commitment	USD 35.00M	Disbursed Amount	USD 35.00M
Implementing Agencies			
Ministry of Economy and Finance			

B. Key Dates**Fast Track Initiative Grant for Basic Education - P115264**

Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	04/22/2009	Effectiveness:	09/29/2009	08/19/2009
Appraisal:	06/09/2009	Restructuring(s):		
Approval:	06/29/2009	Mid-term Review:		
		Closing:	12/15/2009	12/15/2009

Fast Track Initiative Grant II for Basic Education - P119413

Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	12/08/2009	Effectiveness:		05/25/2011
Appraisal:	03/04/2011	Restructuring(s):		
Approval:	03/24/2011	Mid-term Review:		
		Closing:	12/15/2011	12/15/2011

Fast Track Initiative Grant III for Basic Education - P127166

Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	10/28/2011	Effectiveness:	09/10/2012	07/31/2012
Appraisal:	12/20/2011	Restructuring(s):		
Approval:	03/16/2012	Mid-term Review:		
		Closing:	09/30/2012	09/30/2012

C. Ratings Summary**C.1 Performance Rating by ICR**

Overall Program Rating	
Outcomes	Moderately Satisfactory
Risk to Development Outcome	Moderate
Bank Performance	Moderately Satisfactory
Grantee Performance	Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Overall Program Rating			
Bank	Ratings	Borrower	Ratings
Quality at Entry	Moderately Satisfactory	Government:	Satisfactory
Quality of Supervision:	Moderately Satisfactory	Implementing Agency/Agencies:	Satisfactory
Overall Bank Performance	Moderately Satisfactory	Overall Grantee Performance	Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Fast Track Initiative Grant for Basic Education - P115264			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating:
Potential Problem Program at any time (Yes/No):	No	Quality at Entry (QEA)	None
Problem Program at any time (Yes/No):	No	Quality of Supervision (QSA)	None
DO rating before Closing/Inactive status			

Fast Track Initiative Grant II for Basic Education - P119413			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating:
Potential Problem Program at any time (Yes/No):	No	Quality at Entry (QEA)	None
Problem Program at any time (Yes/No):	No	Quality of Supervision (QSA)	None
DO rating before Closing/Inactive status			

Fast Track Initiative Grant III for Basic Education - P127166			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating:
Potential Problem Program at any time (Yes/No):	No	Quality at Entry (QEA)	None
Problem Program at any time (Yes/No):	No	Quality of Supervision (QSA)	None
DO rating before Closing/Inactive status			

D. Sector and Theme Codes		
Fast Track Initiative Grant for Basic Education - P115264		
	Original	Actual
Sector Code (as % of total Bank financing)		
Adult literacy/non-formal education	10	10
Pre-primary education	10	10
Primary education	35	35
Public administration- Education	10	10
Secondary education	35	35
Theme Code (as % of total Bank financing)		
Decentralization	10	10
Education for all	80	80
Gender	10	10

Fast Track Initiative Grant II for Basic Education - P119413		
	Original	Actual
Sector Code (as % of total Bank financing)		
Adult literacy/non-formal education	10	10
Pre-primary education	10	10
Primary education	35	35
Public administration- Education	10	10
Secondary education	35	35
Theme Code (as % of total Bank financing)		
Decentralization	10	10
Education for all	80	80
Gender	10	10

Fast Track Initiative Grant III for Basic Education - P127166		
	Original	Actual
Sector Code (as % of total Bank financing)		
Adult literacy/non-formal education	15	15
Pre-primary education	15	15
Primary education	35	35
Secondary education	35	35

Theme Code (as % of total Bank financing)		
Decentralization	10	10
Education for all	80	80
Gender	10	10

E. Bank Staff

Fast Track Initiative Grant for Basic Education - P115264

Positions	At ICR	At Approval
Vice President:	Makhtar Diop	Obiageli Katryn Ezekwesili
Country Director:	Madani M. Tall	Ishac Diwan
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Task Team Leader:	Adama Ouedraogo	Pierre Joseph Kamano
ICR Team Leader:	Adama Ouedraogo	
ICR Primary Author:	Laura S. McDonald	

Fast Track Initiative Grant II for Basic Education - P119413

Positions	At ICR	At Approval
Vice President:	Makhtar Diop	Obiageli Katryn Ezekwesili
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Sector Manager:	Peter Nicolas Materu	Peter Nicolas Materu
Task Team Leader:	Adama Ouedraogo	Adama Ouedraogo
ICR Team Leader:	Adama Ouedraogo	
ICR Primary Author:	Laura S. McDonald	

Fast Track Initiative Grant III for Basic Education - P127166

Positions	At ICR	At Approval
Vice President:	Makhtar Diop	Obiageli Katryn Ezekwesili
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Sector Manager:	Peter Nicolas Materu	Peter Nicolas Materu
Task Team Leader:	Adama Ouedraogo	Adama Ouedraogo
ICR Team Leader:	Adama Ouedraogo	
ICR Primary Author:	Laura S. McDonald	

F. Results Framework Analysis

Program Development Objectives (from Program Document)

The program development objective (PDO) in the Basic Education Program Support Grant (BEPSPG) 1 program document (PD) were described in the following manner: “The

main objectives of the Government's 10-year sector development plan [*PDDEB -- Le plan décennal de développement de l'éducation de base*] are to raise the educational level and diversify the skills of the labor force to help promote equitable economic growth...to achieve this objective this operation will support Government's reforms and further strengthen its sector institutions to: i) increase access and equity to basic education (which includes preschool, lower secondary education, and secondary vocational as well as literacy programs); ii) improve the quality, efficiency, and relevance of basic education; and (iii) strengthen sector management (fiduciary, administrative and pedagogic management) and M&E [monitoring and evaluation] in the context of the decentralization of basic education services."

The PDOs were described differently in the PDs for both BEPSG 2 and BEPSG 3. These differences were largely descriptive and did not imply substantive changes to the PDOs across the three operations.

The PDO in the PD for BEPSG 2 was the following: "The BEPSG 2 will continue the efforts started in BEPSG 1 to deepen the educational and institutional reforms in the PDDEB to raise the educational level and diversify the skills of the labor force to help promote equitable economic growth. This is consistent with the main objectives of BEPSG 1-3 which are aimed at: (i) increasing access and equity to basic education; (ii) improving the quality, efficiency and relevance of basic education; and (iii) strengthening sector management including pedagogic, administrative and fiduciary management as well as monitoring and evaluation in the context of the decentralization of the management of basic education services."

The PDO in the PD for BEPSG 3 was the following: "To achieve the objectives of the PDDEB to raise the educational level and diversify the skills of the labor force to help promote equitable economic growth, the proposed BEPSG-3 operation will support Government reforms and further strengthen its education sector institutions to: i) increase access and equity to basic education; (ii) improve the quality, efficiency, and relevance of basic education; and (iii) strengthen sector management and monitoring and evaluation of the sector."

Revised Program Development Objectives (as approved by original approving authority)

(a) PDO Indicator(s)

Fast Track Initiative Grant for Basic Education - P115264				
Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Primary level GER increases from 72.4% in 2008/2009 to 110% in 2011/2012			
Value (quantitative or Qualitative)	72.4%	110%	82.4%	79.6%
Date achieved	06/30/2008	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	Target was partially achieved at project closing (72%) and almost fully achieved after project closing reaching 81.3% in 2012/2013 (89%).			
Indicator 2 :	Reduction in average student: teacher ratio from 54.8: 1 in 2006 to 51:1 in 2011			
Value (quantitative or Qualitative)	54.8	51.0	52.6	54.1
Date achieved	06/30/2006	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	Target was achieved at 30% at project closing but was achieved and exceeded with the ratio decreasing to 51.1 in 2012/2013 (154% of target value).			
Indicator 3 :	Primary level repetition rates go from 10.6% in 2008/2009 to 8%.			
Value (quantitative or Qualitative)	10.6%	8.0%	10.0%	8.2%
Date achieved	06/30/2008	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	Indicator was achieved and exceeded by almost 2 percentage points. This was achieved as teachers agreed with the administrative regulations regarding repetition.			
Indicator 4 :	Lower secondary repetition rates go from 25.7% in 2008/2009 to 10.0% in 2011/2012.			
Value (quantitative or Qualitative)	25.7%	10.0%	16.5%	21.47%
Date achieved	06/30/2008	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	The original target value of 10.0% was for 2015. The revised target was not achieved (46%). This was largely a result of teachers' resistance to this reform.			
Indicator 5 :	Primary completion rate increases from 41.7% in 2008/2009 to 58% in 2011			
Value (quantitative or Qualitative)	41.7%	58.0%	56.3%	55.1%
Date achieved	06/30/2008	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	The primary completion rate increased to 59.5% in 2012/2013. Target was partially achieved at project closing (92%) and achieved and exceeded after			

achievement)	project closing (122% of target value achieved).			
Indicator 6 :	Increase in number of young people in short-term courses and apprenticeship training to 30,000 in 2011 and 50,000 in 2015			
Value (quantitative or Qualitative)	25,877	30,000	No change	27,381
Date achieved	06/30/2008	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	Target was not achieved (46%).			

*This table includes those indicators that were consistent across the series.

**Indicators were not formally revised as these were three operations.

(b) Intermediate Outcome Indicator(s)

Fast Track Initiative Grant for Basic Education - P115264				
Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Number of instructional hours rises from 540 hours/year in 2007 to 800 hours in 2011			
Value (quantitative or Qualitative)	540	800	No change	724
Date achieved	06/30/2008	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	Target was partially achieved (71%) primarily due to social unrest in 2011.			
Indicator 2 :	Common management tools available that allow for planning, implementation and M&E of TVET			
Value (quantitative or Qualitative)	No	Yes	No change	Partially
Date achieved	06/30/2008	06/30/2009	03/24/2011	09/30/2012
Comments (incl. % achievement)	Target was partially achieved.			
Indicator 3 :	Percentage of public schools practicing TVET as a training mechanism			
Value (quantitative or Qualitative)	10.35%	not specified	No change	11.57%
Date achieved	06/30/2008	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	Target was not specified.			

Indicator 4 :	Curricula includes preschool, primary and secondary health issues			
Value (quantitative or Qualitative)	No	Yes	No change	Yes
Date achieved	06/30/2008	06/30/2009	03/24/2011	06/30/2012
Comments (incl. % achievement)	Target was fully achieved.			

*This table includes those indicators that were consistent across the series.

**Indicators were not formally revised as these were three operations.

G. Ratings of Program Performance in ISRs

H. Restructuring (if any)

BURKINA FASO
FAST TRACK INITIATIVE – BASIC EDUCATION SUPPORT PROGRAM
GRANT

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1. Program Context, Development Objectives and Design

Context at appraisal

Country Background

1. Structural reforms, sound macroeconomic policies combined with steady investment enabled Burkina Faso to sustain growth rates and maintain relative macro-economic stability between 1997 and 2007. Cotton exports formed the basis of Burkina's high growth rates which averaged about 6% during this period, significantly exceeding the West African Economic Monetary Union (WAEMU) average. Despite significant shocks in 2007 and 2008, the fiscal deficit averaged 4.6% mainly financed by official assistance. Although the country was resilient to the impact of the global economic crisis in large part, it did have an important impact on poverty levels with the incidence of poverty increasing from 42.1% to 44.5% from 2006 to 2008. In 2008, the economic outlook had worsened which led to a reduction in gross domestic product (GDP) growth projections for 2009 to 4.1% with growth not expected to recover to the 6.0% level before 2012.

2. Consistent with the priorities outlined in Poverty Reduction Strategy Papers (PRSPs) I and II (2000, 2004) there was a marked increase in access to basic services and poverty-reducing expenditures increased 21% from FCFA 162 billion to FCFA 173 billion between 2005 and 2006 of which education received 42%. Burkina Faso had received funding from various donors in investment operations and in targeted, sector and general budget support. The Bank had provided support through a series of Poverty Reduction Strategy Credits (PRSCs) and investment lending in line with the objectives of the PRSP. Challenges, however, remained in terms of human development indicators. Though its Human Development Index (HDI) ranking had improved in recent years it was still among one of the lowest ranking at 173 out of 179 countries in 2008 (UNDP, 2009). In education, Burkina Faso had high primary school repetition and dropout rates and a large number of out-of-school youth (many of whom had never attended school) and while the primary gross enrollment rate (GER) had improved, around one-third of primary school-age children were not enrolled in school. Each of these factors limited the likelihood that the country would achieve any of the education millennium development goals (MDGs) by 2015.

Sector Background

3. The Government's 10-year Education Sector Development Plan (*Le plan décennal de développement de l'éducation de base* – PDDEB) adopted in 2001 and launched in 2002 was supported by the PRSP and was endorsed by the Local Education Group (LEG). In the context of ensuring all children could go to school and be provided with a good education, the Plan's main objectives were to: 1) increase the supply and equity of basic education; 2) improve its quality, relevance and effectiveness while strengthening coherence between levels; and 3) strengthen capacity in leading and managing centralized and decentralized sectoral structures. The already strong collaboration among development partners (DPs) was strengthened through the establishment of a *cadre partenarial* (based on a memorandum of understanding (MOU) signed by each member and the Government) in 2005 which guided collaboration on all aspects of the Plan. Most major donors, including the World Bank, provided support to the sector through projects and beginning in 2005 in terms of sector budget support (earmarked) through a pooled-fund to a dedicated Treasury Account (the *Compte d'Affectation Spéciale du Trésor—Fonds de Soutien au Développement de l'Éducation de base* – CAST-FSDEB). This approach aimed to

ensure a program-based orientation towards efforts to improve education service delivery and outcomes. This support was combined with non-allocated sector budget support from the European Union (EU), interventions by international/national non-governmental organizations (NGOs), and decentralized cooperation initiatives.

4. The first phase of the PDDEB (2002-2007) provided the platform and framework for the Ministry of Basic Education and Literacy (*Ministère de l'éducation de base et de l'alphabétisation* – MEBA) to further strengthen harmonization of efforts in the sector. It also took steps to align approval procedures, maintain simple and consistent indicators, and to reduce the monitoring and reporting burden on the Government. An evaluation of PDDEB's first phase found that substantial progress had been made notably in increasing access to education. This evaluation and accompanying consultations formed the basis of the country's 2007 education law which, among other changes, mandated a 10-year basic education that was free and mandatory with the overall objective of expanding access and improving the quality of basic education. This marked a major step forward in promoting access and equity in education for all children.

5. The first LEG endorsement of the PDDEB was in 2003 but at that time Burkina Faso did not qualify for funds from the Fast Track Initiative Catalytic Fund (FTI CF) because it was considered a donor-crowded country. When the second phase of the program was designed in 2008 based on a thorough review of the sector and inclusive consultations, the FTI Secretariat agreed to accept the request from the country for funding after being endorsed by the LEG. The Government had identified a financing gap of approximately US\$145 million for the implementation of the second phase of PDDEB (2008-2011) and in December 2008, based on FTI's allocation to the country, the FTI Steering Committee awarded Burkina Faso US\$102 million in support of its basic education sector during a meeting in Oslo. The World Bank was selected by the Government to be the Supervising Entity (SE). However, as the Bank no longer belonged to the CAST-FSDEB for fiduciary reasons and the Government and donors did not want this funding channeled through an investment lending operation (e.g., Specific Investment Lending (SIL)), it was agreed that this funding would be provided through budget support using the Bank's development policy operation (DPO) instrument.

6. This FTI-funded DPO aimed to support the Government in implementing Phase 2 of the PDDEB with an emphasis on those reforms designed to accelerate achievement of the MDGs. This grant funding aimed to complement other donors' efforts and help establish a sound policy and institutional framework with priority given to reforms that aimed to improve education quality, expand access, and improve the system's efficiency with reforms to strengthen decentralization and deconcentration in the management of schools. It was decided that the grant funding would be provided in three tranches (annually; Basic Education Program Support Grants (BEPSPG) 1, 2 and 3) and would be managed by the Ministry of Finance (*Ministère de l'Economie et des Finances* – MEF) as Implementing Agency. The Permanent Secretariat (*Secrétaire Permanent*) of the PDDEB (SP/PDDEB) which had been responsible for PDDEB Phase I coordination was retained in its role as coordinator with its authority extended to include other line ministries involved in the DPO. The DPO relied on the already established harmonization of efforts among DPs. Prepared between December 2008 and May 2009, the first tranche (BEPSPG 1) was released on August 18, 2009.

7. While PDDEB's objectives were consistent across the Plan's lifetime (Phases 1 and 2), the first phase had emphasized raising the educational level and diversifying the skills of the labor force to help promote equitable economic growth, while the second phase focused more on improvements in the quality and relevance of the curriculum and increased retention at all levels. Specifically, Phase 2 aimed to improve access, equity and expand coverage of basic education;

improve quality, efficiency, and relevance of basic education; and strengthen sector management (fiduciary, administrative, and pedagogic) and monitoring in the context of decentralization of basic education services. It would support the work of several ministries, including MEBA/MENA, Ministry of Secondary and Higher Education (*Ministère de l'Enseignement Secondaire et Supérieur* – MESSRS), Ministry for Social Action and National Solidarity (*Ministère de l'Action Sociale et de la Solidarité Nationale* – MASSN), and Ministry of Youth, Professional Training and Employment (*Ministère de la Jeunesse, de la Formation Professionnelle, et de l'Emploi* – MJFPE).

8. Some of the specific reforms/objectives under Phase 2 included (by level): *Pre-school* — establish pre-school centers (*bisongos*); *Primary school* — increase enrollment and community involvement in construction; *lower secondary school (post-primary)* — improve management from primary to first cycle secondary education to reduce overcrowding and ensure appropriate class size; *Vocational training activities* — establish structure for short-term and/or apprenticeship training; *General secondary school* — revise regulations for pedagogical management; *Adult and non-formal education* — explore and pilot new alternative approaches including “learning by doing” at decentralized levels; and *Pre-service teacher training* — redesign policy in terms of requirements for entry, design and contents of program. Major reforms in administrative, fiduciary and pedagogical management of the education system were needed to achieve PDDEB’s far-reaching objectives.

1.2 Original Program Development Objectives (PDO) and Key Indicators (as approved)

9. The program development objective (PDO) in the BEPSG 1 program document (PD) was described in the following manner: “The main objectives of the Government’s 10-year sector development plan [PDDEB] are to raise the educational level and diversify the skills of the labor force to help promote equitable economic growth...to achieve this objective this operation [DPO] will support Government’s reforms and further strengthen its sector institutions to: i) increase access and equity to basic education (which includes preschool, lower secondary education, and secondary vocational as well as literacy programs); ii) improve the quality, efficiency, and relevance of basic education; and (iii) strengthen sector management (fiduciary, administrative and pedagogic management) and M&E [monitoring and evaluation] in the context of the decentralization of basic education services.”

10. In the PD for BEPSG 2, the PDO was the following: “The BEPSG 2 will continue the efforts started in BEPSG 1 to deepen the educational and institutional reforms in the PDDEB to raise the educational level and diversify the skills of the labor force to help promote equitable economic growth. This is consistent with the main objectives of BEPSG 1-3 which are aimed at: (i) increasing access and equity to basic education; (ii) improving the quality, efficiency and relevance of basic education; and (iii) strengthening sector management including pedagogic, administrative and fiduciary management as well as monitoring and evaluation in the context of the decentralization of the management of basic education services.”

11. In the PD for BEPSG 3, the PDO was: “To achieve the objectives of the PDDEB to raise the educational level and diversify the skills of the labor force to help promote equitable economic growth, the proposed BEPSG-3 operation will support Government reforms and further strengthen its education sector institutions to: i) increase access and equity to basic education; (ii) improve the quality, efficiency, and relevance of basic education; and (iii) strengthen sector management and monitoring and evaluation of the sector.”

1.3 Revised PDO and Key Indicators, and Reasons/Justification

12. The PDOs were described differently in the PDs for each grant. However, these differences were largely descriptive and did not imply substantive changes to the PDO. In each PD, outcome indicators were included in a policy matrix agreed upon with the Bank. These indicators varied to some degree over the course of the series with most modifications made under the preparation of BEPSG 2.

1.4 Original Policy Areas Supported by the Program:

13. The main policy areas listed in the PD (as described in the Grant Program Summary) for BEPSG 1 were: (a) Improving access and equity: (i) Free public primary education; (ii) reduction in disparities in access to education; (iii) improvement in internal efficiency; (b) Quality Improvement and Relevance: (i) improvement in the use of teaching-learning time for teachers and students; (ii) diversifying the areas in technical education and vocational training; and (c) Strengthening of capacity for administrative and pedagogical management: (i) increasing equity in teacher distribution; and (ii) intensification of decentralization and deconcentration in the management of education.¹

1.5 Revised Policy Areas

14. Policy areas were revised in the subsequent PDs for BEPSG 2 and 3 in the following manner:

- In the PD for BEPSG 2, the main policy areas included: (1) Budget management; (2) Biennial School Intake and Multi-Grade Teaching; (3) Decentralization of School Management including Construction; (4) Improving Teacher Quality and Increasing Efficiency in the Use of Secondary School Teachers; (5) Teacher Support and Internal Efficiency; (6) Better Management of Teaching Time; (7) Assessment of Student Learning; and (8)² School Health and HIV/AIDS.
- In the PD for BEPSG 3, the main policy areas included: (i) launching multi-grade teaching; (ii) including school management committees (*comités de gestion d'école* – COGES) in the decentralization process for school construction; (iii) launching a new distance education program for students training to become secondary level math and science teachers; (iv) increasing the actual number of teaching hours in basic education; (v) launching a system for the utilization of student assessment results to improve student learning in primary and secondary education; (vi) introducing a system of dual apprenticeship training in technical education and vocational training (TVET); and (vii) including school health, nutrition and HIV/AIDS in the upper secondary school curricula.³ (The PD text describes these differently⁴).

¹ For the section highlighting the main policy areas for the operation, they are introduced in the following way “The main policy areas of the Government’s Education Sector Reform Program supported by the series of operations are...”

² This was listed as Area 9 (Area 8 was not indicated).

³ Though some of the above revisions did appear to introduce new issues, for example, explicitly mentioning school health, most of the revisions across operations did not change the main thrust of the BEPSG series (i.e., taking the example of school health, the inclusion of health issues in school curricula is included under BEPSG 1). These modifications made the “policy areas” more concrete and narrower in scope (almost describing specific issues more than general areas as was done in the PD for BEPSG 1).

15. The overarching themes are similar across operations (with the *policy areas* in PDs for BEPSG 2 and 3 being used to describe specific policy issues rather than general areas). Therefore, for simplicity and to be comprehensive⁵, this evaluation used the *policy areas* listed in each operation's policy matrix: (1) overall policy measures; (2) increasing access and equity; (3) improving internal efficiency; (4) diversification of technical education and vocational training (TVET); and (5) HIV/AIDS, Health and Nutrition.

1.6 Other significant changes

16. Many of the initially agreed upon prior actions/triggers during preparation of the programmatic series described in the PD for BEPSG 1 were adjusted during the preparation of the second operation (BEPSG 2). During the course of the first operation, the Government and Bank realized that some of the originally agreed upon measures were neither feasible nor appropriate given the time allotted for their completion (one year) and the complex nature of the reforms (i.e., many included several pre-requisite steps). This required intense efforts and discussions with Government (both policy and technical units) and stakeholders particularly in the preparation of the second operation to ensure that agreed upon triggers were feasible, relevant and appropriate. This revision process resulted in a one-year delay in the release of the second tranche (BEPSG 2). Triggers for BEPSG 3 were also modified during the preparation phase (but this did not cause significant delays in the release of funds). The revision of the triggers was described in detail in PDs for both BEPSG 2 and BEPSG 3 and is shown in Annex 5 (A) of this report.

17. From the first operation to the second operation, many of the indicators in the policy matrix were revised. In preparing the first operation (BEPSG 1), most of the indicators were taken directly from the Government sector program matrix as this was practice for operations supported by the EFA-FTI (which became the Global Partnership for Education (GPE)) that emphasized the importance of supporting the Government's own program through a sector-wide approach. This practice was also consistent with the principles of the Paris Declaration. In the preparation of BEPSG 2, however, a number of indicators were changed, revised or dropped in an effort to strengthen the program. In BEPSG 2, in Policy Area 1, two new indicators were added (the initial indicator had been completed). In Policy Area 2 (Increasing Access and Equity) of the six initial indicators, two were modified (targets) and one new indicator was added (two were dropped). In Policy Area 3 (Increasing Internal Efficiency), of the five initial indicators, four were revised (targets), three indicators were added and one was dropped. In Policy Area 4 (Diversification of TVET), of the initial five indicators, one was modified and two were dropped and under Policy Area 5, one of the two indicators was dropped. Under BEPSG 3, one new indicator was added (under Policy Area 2) and two indicators under Policy Area 3 were achieved and, therefore, dropped. These changes were informed by a realistic assessment of what was feasible and reasonable in light of the timeframe and resources available and are detailed in Annex 5 (B).

⁴ For example, the text in the PD indicates "further strengthening the decentralization structure by including the COGES in school management and construction"; and "reducing the amount of lost teaching time in primary and secondary education"

⁵ If this approach were not used, it is unclear where reforms related to *Diversification of TVET* and *HIV/AIDS, Health & Nutrition* would be classified.

2. Key Factors Affecting Implementation and Outcomes

2.1 Program Performance

18. This DPO was provided in three tranches as shown in Table 1 below. A policy matrix included in the annex of each BEPSG PD included prior actions and triggers for each operation and the relevant outcome indicators.

Table 1: Planned and Actual Delivery of Each Tranche for BEPSG series (1 – 3)

Tranche	Amount (US\$ million)	Expected Release Date	Actual Release Date	Release
Tranche 1	22.0	July 2009	August 18, 2009	Regular
Tranche 2	45.0	March 2010	May 25, 2011	Delayed/Regular
Tranche 3*	30.0	March 2011	July 31, 2012	Delayed/Regular

*Tranche 3 was only delayed once; following the delay of Tranche 2.

19. Some of the major factors affecting implementation of the program included:

- *Short-time frame to prepare first operation.* In the absence of a concept note for the DPO when it was approved in 2008, the limited time frame for preparation may have contributed to limited attention to the feasibility of planned achievements and/or targets, for example, preventing a thorough review of capacity constraints, prevailing trends in countries facing similar sector issues, etc.
- *Modifications to Policy Matrix.* During the preparation of BEPSG 2, all 9 prior actions were modified for BEPSG 2 (3 were changed entirely, 6 were revised) and 9 prior actions were modified for BEPSG 3 (4 were changed entirely, 2 were revised, 1 was clarified/reformulated, and 2 were dropped). During the preparation of BEPSG 3, all 7 prior actions were modified and/or clarified from their presentation in the PD for BEPSG 2. These modifications were favorable in refocusing the series to ensure actions and objectives were feasible and realistic, however, this did result in some delays (mostly in the release of the second tranche).
- *Fiscal responsibility.* Major floods in 2009 and 2010 led to significant displacement in the country with the fiscal impact estimated to be around FCFA 4 billion. Despite the need for funding for the emergency response the Government's response did not strain the 2009 and 2010 budgets with only a small drop in allocation to the education sector observed in 2009. The Government's good performance in revenue collection and prudent spending (combined with higher revenue from the mining sector) led to an improved fiscal position. Pro-poor spending increased by about 10% to reach 6.5% of GDP in 2011 and education spending remained high (see Table 3). This is consistent with the important approach of ring-fencing social expenditures laid out in the International Monetary Fund (IMF) priority action plan for poverty reduction (Pillar 2) and which has been monitored through the medium-term expenditure framework (MTEF)– to increase the share of central budget allocated to social expenditures, including education.
- *Social unrest.* Burkina Faso experienced a period of political unrest including domestic protests in the spring of 2011. During this period, several student protestors died, including one while in police custody. There was some concern that this would develop

into a full-scale uprising or “Burkinabé spring”. Soldiers had mutinied in the capital over unpaid housing allowances and in the spring protestors were demanding the resignation of the President. Violence continued throughout the country until mid-June 2011.

- *Donor coordination.* The high level of donor coordination in and harmonization of efforts among DPs, particularly within the education sector as a result of the *cadre partenarial*, the use of the CAST-FSDEB and the support of FTI/GPE guidelines, facilitated the implementation of a very comprehensive program with joint monitoring and planning facilitating the introduction of major reforms which will have a short- and long-term impact on education sector outcomes.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

20. **Design:** The BEPSG relied primarily on the Government-led M&E system used for PDDEB. During Phase 2, as the definition of basic education was expanded, the M&E system was also expanded at the central and deconcentrated levels to include other ministries involved in basic education including MJFPE, MASSN, and MESSRS, among others. As was practice at the time, and in line with the Paris Declaration, the policy matrix and indicators (and targets) for this series were taken directly from the Government Program as is shown in the first PD (see Annex 5). Data provided by MEBA include: annual statistical education yearbooks, education databases, *carte scolaires*, annual surveys on required skills, and a statistical scoreboard. MEBA also produces progress reports every six months that assess plan implementation and results obtained. As some of the reforms were dependent on up-to-date information (e.g., student assessments, COGES, teaching hours) to be used in a “feedback loop”, additional M&E capacities were developed for these under the second phase of the PDDEB. There was no attempt to evaluate the impact, however, of some of the reforms, for example, those related to awareness-raising of regulations around hours of schooling or the impact of multi-grade classrooms/teaching on learning outcomes or on nutrition levels.

21. **Implementation:** Each Office of Research and Planning (*Direction des Etudes et de la Planification* – DEP) (within each relevant Ministry) was responsible for data collection and program monitoring. These offices provided M&E information for the entire program (for inclusion in various reports) and specifically provided them to SP/PDDEB for consolidation and analysis in order to meet various program requirements. At the regional level, deconcentrated units of line ministries were organized into a single regional unit which was responsible for planning, coordination, and monitoring activities under the regional governors’ jurisdiction. Specifically, they were tasked to monitor implementation of activities, ensure coordination among partners, conduct field visits, produce reports, and participate in joint supervision missions at the national level. As indicators were taken directly from the Government’s program, these were expected to be tracked as part of the Government’s overall program, however, such capacities did not exist for TVET measures, for example – and it was not part of the DPO to address this specifically.

22. **Utilization:** The PDDEB relied on the collaborative approach to M&E which developed under Phase 1 of the PDDEB. MEBA organized two joint monitoring missions per year which consisted of site visits, technical workshops and high-level meetings for the signing of joint mission memorandum and were characterized by wide participation (e.g., staff, union members, main NGOs). Budgets and planned activities were monitored, reviewed and discussed in the course of the *missions conjointes* with information provided in aide-memoires. Thematic groups in key PDDEB areas (e.g., quality, access, fiduciary and sector management) guided and

monitored activities in each of these areas. Further, under these grants two monitoring systems were established/strengthened – one for monitoring teachers’ time (to address the low number of instructional hours) and another for assessing student learning in order to tailor responses to identified needs.

2.4 Expected Next Phase/Follow-up Operation:

23. The BEPSG DPO series closed on September 30, 2012. In August of 2012, the Government adopted its new education sector development strategy –*the Programme de développppement stratégique de l’éducation de base (PDSEB)* (2012-2021) to follow the PDDEB. Formally endorsed by Technical and Financial Partners (TFPs) in March 2013, the new strategy places greater emphasis on further developing preschool education, achieving universal primary education (UPE), strengthening the transition from primary to secondary schooling, addressing gender disparities, and promoting inclusion and access among vulnerable groups. The preparation of PDSEB took approximately one year and included discussion of the evaluation of PDDEB implementation with partners; a retrospective analysis of PDDEB (February 2012) and sharing of conclusions with sector partners; a note on the sector framework; and a public opinion survey. In addition, a Sector Program for Education and Training (*Programme sectoriel de l’éducation et de la formation – PSEF*), which focuses on the entire sector was also adopted which aims to: 1) increase education training and supply; 2) improve the quality of learning; 3) accelerate literacy and strengthen non-formal learning for all age groups; and 4) improve the management and monitoring of the education and training system.

24. In March 2013, the Government submitted a formal request to GPE for funding in the amount of US\$78.2 million (FCFA 39.1 billion) and selected *Agence France de Développement* (AFD) as the SE with the United Nations Children’s Fund (UNICEF) as the lead coordinating agency. Rather than relying on a separate modality, this support will be channeled through the CAST. The new PDSEB aims to build on the 23 reforms adopted under PDDEB and continue their implementation (e.g., multi-grade classes, annual recruitment, increasing teachers’ time on task, mandated administrative period prior to start of the school year (SY), management of a *point d’information* to facilitate teachers’ access to information in order to reduce time spent outside of the classroom). The Government aims to continue to strengthen decentralized school management and construction. This will be accomplished in part by rolling out the COGES approach (with the support of the Japan International Cooperation Agency (JICA) support through its *Projet d’appui aux comités de gestion d’école – PACOGES*) nationwide to 1,521 schools.

25. The Bank aims to continue to provide support to the Basic Education Sector and this is emphasized in the recent Country Partnership Strategy (CPS). The Bank is also providing support to the Government in training and supporting out-of-school youth. Recently, the Bank’s Board of Executive Directors approved a US\$50 million grant to the Government for a Youth Employment and Skills Development Project that will tackle some of the challenges (specifically pertaining to the TVET sector) as identified in the DPO.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

26. The overall objectives of this DPO series were relevant given the status of the education sector, the development context, and the priorities of Government and donors. It was well-aligned with the PRSP and the Country Assistance Strategy (CAS) for 2006-09 and that which was under preparation at the time this series was designed. The Bank-supported Education Country Status Report (CSR) (or *Rapport d'Etat du Système Educatif National* – RESEN) provided the analytical underpinnings for this series as it highlighted a number of pressing issues including internal inefficiencies. Furthermore, the operation's emphasis on education access, equity and quality were well-aligned with global development aims (e.g., MDGs) and with the FTI/GPE priorities. The focus on primary education was highly relevant as enrollment and completion rates were amongst the lowest in Africa. Moreover, addressing challenges faced in post-primary education was also relevant given growing pressures of increasing primary enrollment.

27. The provision of budget support through these grants was aligned with principles of the Paris Declaration and the Dakar principles which emphasized harmonization of donor support for the use of national systems – specifically endorsing support for the Government's own sector plans. Its timing was appropriate in light of dwindling CAST resources which could have jeopardized activities planned for 2008 while it also provided some predictability of aid. The PDDEB had been endorsed by the LEG and a mid-term evaluation had highlighted its positive performance and outcomes. The DPO instrument was more appropriate than a SIL, for example, as it would be able to take advantage of existing mechanisms and coordination frameworks used in the sector by all DPs in turn limiting transaction costs for the Government and promoting a cohesive approach. Further, neither the Government nor DPs wanted this funding to be channeled through a SIL. Finally, concerns related to system inefficiencies highlighted the need for a large and far-reaching reform program (to include decentralization). FTI requirements resulted in a short preparation time for an operation of this magnitude, which afforded little time to consider the breadth of sector areas to support or the feasibility and/or appropriateness of reforms, indicators and targets. An added challenge was the limited experience of both the Bank and the Government in the design and implementation of FTI-funded DPOs.

28. While this DPO design followed practice at the time (adopting and supporting the Government matrix and indicators), the limited focus on feasibility of supported reforms and indicators/targets, would make the implementation of the operation and monitoring of activities and outcomes more difficult. For example, providing support to five policy areas (including health, for example) would require a high level of collaboration across various ministries which did not yet exist. By agreeing to use Government indicators from across each of these policy areas, many of which were not monitored as part of the joint reviews, it would be difficult to monitor their progress. Support of the entire sector plan (and use of Government's own indicators as they related to this) did, however, reflect GPE philosophy and the aim of supporting and preserving the "sector wide" approach.

29. The implementation of this series was facilitated in the Bank's willingness to take on the role of SE, its long-term presence in Burkina Faso, familiarity with the FTI, and continued and substantial collaboration with DPs (e.g., *mission conjointes*, reliance on the existing M&E system). Despite the design issues described above (resulting in large part from accepted "practice" at the time and other constraints, such as the short preparation time), the Bank team was proactive in responding to issues which resulted from this in preparation of the second

operation. The Bank worked closely with the Government (from across Ministries) to ensure feasibility and appropriateness of triggers, reforms and indicators in each area which required a high-level of ministerial collaboration and involvement of technical as well as policy units. Though this did result in a delay in the second tranche, inter-ministerial collaboration was strengthened during this process which has been an important feature in the continued cooperation in this sector since that time and was repeatedly highlighted as an important contribution of this DPO. While the added predictability in funding was important, the timing of the release of funds did, however, lead to some complications. For instance, for the second year the commitment came too late for inclusion in the 2010 budget and this late disbursement and delay in the release of the second tranche delayed the program by one year.

3.2 Achievement of Program Development Objectives

30. The overarching PDOs were achieved with major gains observed in most of the policy areas and a number of major reforms were adopted and fully implemented, to include among others: decentralization of school construction and management; increased use of multi-grade classes; and institutionalization of a national regular student assessment system. The adoption of these deep reforms which are maintained today has positioned the education sector well for future gains – in turn, increasing the likelihood that improved access, equity and quality will characterize the sector both in the medium- and long-term. General trends in several of the indicators during and following the closing of the operation provide evidence that this is the case. Under each of the policy areas, all prior actions were achieved (see Table 2 below).

31. In terms of targets for indicators used across the series, under Policy Area 2 (Increasing Access and Equity), both targets were almost achieved. Of the four targets under Policy Area 3, one was achieved, two were partially achieved. Under Policy Area 4, of the three targets, one was partially achieved, one was not achieved and the other did not have a set target value; and under Policy Area 5 the indicator target was achieved. In addition, a number of targets in separate operations were achieved (the above description of achievements only refers to those indicators which were tracked across the series; see Annex 5 (B) for an overview of indicators by operation and achievement of indicators for separate operations). For example, all targets were achieved under Policy Area 1 (Planning and Budget) under separate operations (this policy area did not have any indicators that were consistent across all three operations).

32. Only those outcome indicators included in this DPO are presented in the datasheet (Section F) (which also includes only those which were included in each operation) and in Table 5 (B) which shows indicators by operation (including modifications and additions). Though the DPO supported many areas of the Government's program, it did not support all. For example, PDDEB activities related to early childhood development (ECD) (e.g., improvements to the curriculum) and adult literacy (e.g., the construction and furnishing of multi-functional centers) were not specifically addressed under this series.

**Table 2. Overview of triggers/prior actions achieved under the DPO series (BEPSG 1 – 3)
by policy area**

BEPSG 1

Trigger/Prior Action	Status
Policy Area 1: Overall Policy Measures	
Revision of the 2009 Annual Work Program for the Basic Education Sub-Sector.	Completed
Policy Area 2: Increasing Access and Equity	
The identification of all schools to prepare for next step to ensure their compliance with regulations on multi-grade classes and biennial school intake.	Completed
Government identifies and communicating to the Ministry responsible for decentralization the list of 14 school complexes, 12 three classroom blocks, 29 latrine blocks, whose construction is planned as part of the 2009 budget (where management responsibilities have been transferred to the commune).	Completed
Ministry responsible for Secondary Education issues guidelines for developing a national strategy for reducing the deficit of secondary education teachers, and establishes a representative ad hoc committee responsible for preparing this strategy (consistent with guidelines) to be submitted to Cabinet for approval by August 15, 2009.	Completed
Policy Area 3: Improving Internal Efficiency	
Ministries responsible for Basic Education and Secondary Education issue regulations limiting repetition (between two sub-cycles) and prohibiting repetition within each sub-cycle in Primary Education and limiting the repetition in the first cycle of Secondary Education.	Completed
Introduction of a system to monitor teachers' time spent providing instruction to students in Primary Education and the first cycle of Secondary Education and preparation of an action plan to implement the recommendations of Government studies on improving students learning time.	Completed
Ministries responsible for Basic Education and Secondary Education adopt an action plan to implement strategy for student learning assessment (for primary education – in 45 provinces and for secondary education – in 23 provinces).	Completed
Policy Area 4: Diversification of Technical Education and Vocational Training	
Ministries responsible for Secondary Education and for Professional Training issue a decision to introduce apprenticeship training and Ministries responsible for Basic Education, Secondary Education, and Youth and employment respectively, for aggregating education resources in institutions offering Secondary, Technical and Professional Education.	Completed
Policy Area 5 – Health, Nutrition & HIV/AIDS	
Ministries responsible for Health and Basic Education approve a draft strategy on health and nutrition in schools with a view to submitting it to the Cabinet for adoption.	Completed

BEPSG 2

Trigger/Prior Action	Status
Policy Area 1: Overall Policy Measures	
The Government has agreements with 4 agencies for the implementation of the 2009 school construction program and has transferred the funds allocated to finance this 2009 program not spent at the end of FY09 to these agencies to ensure the program is	Completed

Trigger/Prior Action	Status
completed.	
Policy Area 2: Increasing Access and Equity	
Government has: 1) a communication plan to raise public awareness about the expansion of multi-grade; and 2) updated the teachers' guide and trained teacher trainers.	Completed
Government has: 1) increased number of communes in which school management has been decentralized (and funds transferred); and 2) established a commission with regional representation to conduct M&E of school construction, and provided technical support to these communes (within the ministry responsible for urbanism and habitat).	Completed
Government has prepared training modules in math and science for certificate teaching courses for university students to be used for regular and distance education courses.	Completed
Policy Area 3: Improving Internal Efficiency	
Government has trained the teachers to enable them to teach the curriculum as a unified program by cycle (as opposed to a succession of annual programs within the cycle).	Completed
Government has: 1) issued a notice to limit unauthorized closings and insist on the strict application of rules on teaching hours and teachers' absences; 2) introduced an annual administrative period before the teaching period; 3) strengthened its capacities to implement the administration's remedies to unauthorized absence of teachers in primary education; and 4) established an M&E system of the number of hours taught by full-time teachers and the use of part-time teachers in secondary education.	Completed
Policy Area 4: Diversification of Technical Education and Vocational Training	
Government has: 1) designed and implemented pilots for student learning assessments in primary education in the 45 provinces and at the secondary level in 23 provinces; and 2) published the results of these assessments.	Completed
Government has: 1) revised training programs for key skills to better align to the needs of the labor market; 2) established individual budget lines for training institutions; and 3) adopted regulations allowing the training institutions to provide paid services to the private sector and use this income to finance their recurrent and development costs.	Completed
Policy Area 5 – Health, Nutrition & HIV/AIDS	
Government has begun including health, nutrition and HIV/AIDS in lower secondary education curriculum (School Year (SY) 2009/10) and in the teacher's guide to teaching.	Completed

BEPSG 3

Trigger/Prior Action	Status
Policy Area 1: Overall Policy Measures	
No triggers.	
Policy Area 2: Increasing Access and Equity	
Government has operationalized the primary school multi-grade system (SY 2011/12), by: 1) finalizing the guide based on piloting; (2) distributing the updated guide to teachers and supervisors; and (3) offering training for teachers and supervisors newly involved with multi-grade teaching.	Completed
Government has ensured that: (1) school construction programs where a Local Education Management Committee exists have been finalized and initiated only consulting with this committee; and (2) ensuring that starting FY11, the school construction programs in at least 12 of said Municipalities have been finalized and initiated only after such consultations with these committees	Completed
The Government has introduced a new distance education training program for students training to become math and/or science teachers in secondary schools and has	Completed

Trigger/Prior Action	Status
enrolled at least 25 students for SY11-12.	
Policy Area 3: Improving Internal Efficiency	
Government has introduced a system for monitoring the time spent teaching by primary and secondary school teachers and has published these results for SY10-11 in major newspapers	Completed
Government has operationalized system (SY11/12) to provide to all primary and secondary schools, and their teachers, as well as primary and secondary school teacher training institutions, performance assessments of such entities' students, and recommendations of ways to improve teaching approaches.	Completed
Policy Area 4: Diversification of Technical Education and Vocational Training	
Government has: (1) adopted a regulatory framework designed to encourage the introduction of Dual Apprenticeship training programs; (2) introduced and operationalized (beginning in SY11/12) such programs in at least four training institutions; and (3) informed the public of the Dual Apprenticeship opportunities available to primary education graduates who attend TVET programs.	Completed
Policy Area 5 – Health, Nutrition & HIV/AIDS	
Government has adopted and introduced (SY11) a revised curriculum for secondary education that integrates health, nutrition and HIV/AIDS education.	Completed

POLICY AREAS

Policy Area 1: Planning and Budget

33. Targets for all indicators under this policy area were achieved. In 2008, as a prior action for the first tranche, the Government revised its 2009 annual work program to include institutional strengthening and policy update activities which allowed for a joint Government and local donors group work program to be established with targets that could be monitored over the year. This exercise which is now regularly practiced has ensured the alignment of activities, appropriate budget allocations and strengthened the level of cooperation among donors and harmonization of efforts – resulting in major improvements to the annual budget and preparation process. Each year, an annual sector plan is developed in the context of the MTEF which is closely monitored. Other safeguards have been put in place related to monitoring spending: for example, a joint committee with Government, civil society organizations (CSO) and donor participation has been established to monitor the allocation of the school construction budget and oversee its implementation. The planning process including budget allocations and spending are well-documented by each Ministry supported under the DPO and some of this information can be found in the Government's completion report.

34. Major budget reforms were instituted including one which facilitated the timely completion of multi-year construction projects. Prior to the DPO, regulations required that unspent funds in one FY could not be transferred to the next. However, within this operation (as a prior action) the Government addressed this challenge by establishing contracts with agencies and transferring funds that were allocated to the agencies for specific projects in that same FY to complete the contract in the following FY. This approach combined with the intensive planning and monitoring efforts has facilitated the uninterrupted, timely and full completion of the school construction program during each FY since 2009.

35. The Government also demonstrated its continued commitment to the education sector with the share of education expenditures as a percentage of GDP increasing over the course of the series from 3.1% to 3.3% and continued in 2012. This constitutes an upward trend observed since 1996 (2.3%). Though it does fall short of the FTI-recommended benchmark of 4% the protection of social sector spending (e.g., on education) during periods of fiscal stress as observed in Table 3 shows that education is a Government priority. However, this table under-represents the Government's contribution to the education sector as it does not include the significant amount of resources transferred to the Ministry of Territorial Administration and Decentralization for education activities. Despite competing demands for funding (including that needed for emergency response to the 2009/2010 floods), the important practice of ring-fencing budget allocations for social services, efforts strongly supported by DPs and the IMF, is evidenced in these budget trends.

Table 3: Education Sector in the National Budget

	2007	2008	2009	2010	2011	2012*	2013*
Basic	74,872	81,926	89,652	106,950	106,055	98,494	130,772
Secondary & Tertiary	42,643	44,345	51,757	64,026	64,965	66,434	72,818
Total Education	117,516	126,271	141,408	170,977	171,020	164,928	203,590
Budget Total	681,084	694,804	874,040	890,109	977,206	1,400,781	1,654,957
Education/Total Budget	17.3%	18.2%	16.2%	19.2%	17.5%	11.8%	12.3%

Source: Lois de règlement 2006, 2007, 2008, 2009, 2010, 2011; Lois de finances 2012, 2013: Note these figures do not include resources transferred to the Ministry of Territorial Administration and Decentralization for education activities.

Policy Area 2: Increasing Access and Equity

36. Issues of access and equity posed serious challenges to meeting the MDG of UPE by 2015. Though improvements had been observed in major indicators since 2000, the GER was 72% in 2007 and the completion rate at 39% was just over one-half the Sub-Saharan Africa (SSA) average (70% in 2006/2007) implying a high dropout rate. Many children were unable to attend school since multi-grade classes did not exist and many schools, especially those in rural areas, practiced biennial intake despite government regulations. Access was also impeded as a result of a deficit of teachers, particularly for science and math, in secondary schools.

37. The DPO supported key reforms to address these constraints and to promote access to schools. Major efforts were adopted to increase the use of multi-grade classrooms, abolish the use of biennial intake, and to decentralize school construction and management. In addition to regularizing 637 multi-grade classes, the number of multi-grade classes increased from 4,014 to 12,231 between the 2008/09 and 2011/12 SYs and all multi-grade classes were provided with a pedagogical kit. This pedagogical kit included a multi-grade management guide, which had been developed, piloted and distributed to schools in 2011/12 and was implemented in tandem with training for 3,387 teachers, supervisors and inspectors in this area combined with awareness-raising as to the benefits of multi-grade classrooms. Additionally, 633 new teachers (in CP1) were recruited. In addition to strengthening awareness on the regulations (prohibiting) biennial intake, support systems were also put in place to allow schools to practice annual school intake. To address the deficit in the number of teachers, a national strategy was issued, the Government recruited 732 such teachers in 2009/2010 (meeting 85% of the need) in math and science, and relevant training modules were developed to be used in university and in distance education/as e-

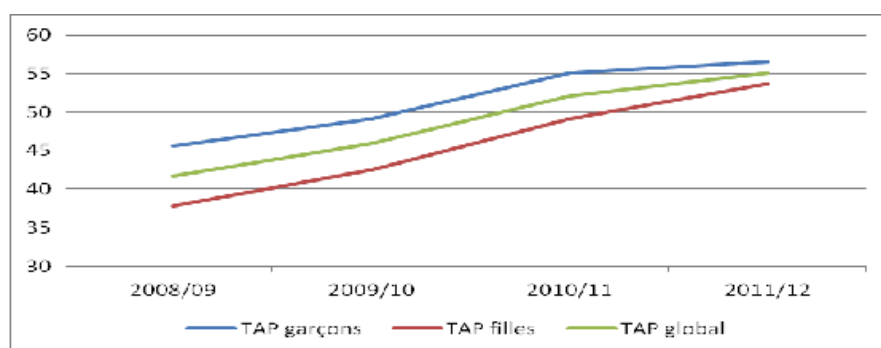
learning (to reach teachers in rural areas). Beginning in 2010/11, these programs have experienced regular enrollment.

38. To improve the pace, quality and cost of school construction, the Government took major steps to promote decentralization of school construction (and management) as standard practice throughout the country. During the DPO (as a prior action), the Government transferred responsibilities related to school construction, purchase of materials and school operations to all 49 urban communes and 53 additional rural communes and by 2011 these were extended to all communes. The Ministry of Education, in collaboration with the *Ministère de l'Habitat et de l'Urbanisme*, also established a monitoring mechanism to ensure that minimum professional standards were maintained in implementing these activities. In addition to a significant reduction in costs (a one-third reduction in unit cost from FCFA 8,624,000 (private contractors) in 2008 to FCFA 5,700,000 (community led)) by 2011, the number of schools increased by 25% from the period from 2006/07 to 2009/10 and the number of classrooms by 24% between 2008/09 and 2011/12. While the Government initially transferred responsibilities to the communes, upon seeing that they were not “close enough” to schools to have a significant impact on their operations, the Government emphasized the need to establish and support school management committees (*comités de gestion d'école* – COGES) to be involved in all aspects of school management, especially construction, in pilot areas. The success of this approach, extended later to other regions, has resulted in the Government's decision to scale up this approach nationwide. This is an important step in the reform process which is, over time, changing the paradigm in the relationship between communities and schools.

39. The increased availability and quality of schooling is observed in a number of positive trends – for example, the primary GER increased from 72.4% in 2007 to 79.6% in 2011 (almost the same percentage point increase which had been observed over the seven-year period from 2000 to 2007) and primary completion rates also increased during this time period from 41.7% to 55.1% (see Figure 1). This increase is almost 2.5 percentage points higher than the increase observed in SSA between 1991 and 2004.⁶ These indicators continue to improve according to observed trends in 2012/2013, for example, the primary completion rate increased to 59.1% in the year following the operation closing. The average student: teacher ratio was reduced and while the indicator target was not fully achieved under the DPO – it has been achieved since the operation's closing showing in part the potential for seeing the impact of these major reforms over time.

⁶ Filmer, D., Hasan, A. & Pritchett, L. (2006). A Millennium learning goal: Measuring real progress in education. Working Paper No. 97. Center for Global Development.

Figure 1: Trends in Primary Completion Rate from 2008/2009 to 2011/2012



Policy Area 3: Improving Internal Efficiency

40. In 2007/2008, a number of inefficiencies characterized the basic education system. For example, it took on average 7.8 years to produce a primary education graduate and 9.5 years on average to produce a secondary education graduate (2.5 times longer than necessary). The Programme on the Analysis of Education Systems (PASEC, 2007) had highlighted a number of factors behind these inefficiencies, including, among others: the low amount of learning time in schools (with disparities across regions); limited teacher effectiveness; and limited availability of textbooks and school materials. The CSR confirmed such inefficiencies as a major issue facing the sector.

41. The Government adopted major reforms to tackle these inefficiencies, to include: *arrêtés* prohibiting repetition within cycles and limiting repetition between cycles; training teachers to teach the curriculum as a unified program by cycle (rather than a succession of annual programs within the cycle); issuance of circulars prohibiting unauthorized school closings; raising awareness of and insisting on strict application of rules and regulations related to teaching hours and teachers' absences; and requiring and mandating an administrative period prior to school opening to ensure schools were ready to accept children on the first day of the school year. Data from the monitoring system of teachers' time and student learning (through assessments) were analyzed and published in newspapers with wide circulation. These findings were then used to develop tailored recommendations and to provide guidance to supervisors on how they could support teachers in addressing identified weaknesses and improve teaching and student learning. This new approach strengthened the dialogue with the public, improved transparency concerning school management and learning outcomes, and helped build a consensus on the importance of time on task while strengthening efforts to identify together the most appropriate corrective measures.

42. Under the DPO, improvements were observed across indicators: primary level repetition rates decreased from 10.6% in 2008 to 8.2% in 2011/12 (achieving and exceeding the target value by 2 percentage points) and lower secondary repetition rates from 25.7% to 21.47% over the same time period. The latter small decrease was largely a result of teachers' resistance to adhere to the issuance (*arrêté*) limiting repetition among students in the first cycle of secondary education. The number of instructional hours by teachers also increased significantly from 540 to 724 (by 34%; achieving 71% of the targeted value).

Policy Area 4: Diversification of Technical Education and Vocational Training (TVET)

43. To improve the quality and relevance of TVET, the Government established a strategic framework for TVET to realign training programs to the needs of the economy and promote collaboration among training institutions to improve efficiency and to reduce costs and finalized institutional arrangements to make training institutions autonomous. The latter included allowing these institutions to provide paid services to the private sector and retaining revenue to cover their recurrent costs. The Government also established budget lines for each training institution and introduced Dual Apprenticeship training programs whereby students attending TVET programs intern in private enterprises as part of their training. The Government also developed common management tools for planning, implementation, and M&E of TVET; raised public awareness of the program; and ensured greater collaboration between relevant Ministries regarding resource-sharing in selected facilities by issuing a ministerial text on this issue.

44. These reforms were central to establishing a feasible and viable strategy for skills development and labor market entry for out-of-school youth. Though the target number of young people attending training courses was not achieved as expected, it should be noted that the number of out-of-school youth trained in professional training centers nearly doubled increasing from 13,929 in 2008 to 29,502 in 2011 (111% increase) and the number of participants in short-term training and apprenticeship programs increased by 7%. This sector is now the focus of a new investment project approved by the Bank's Board of Directors in 2013.

Policy Area 5: HIV/AIDS, Health & Nutrition

45. During the series, the Government finalized its national strategy on school, health, nutrition and HIV/AIDS in 2009 and began its implementation by: (i) revising the lower secondary school curriculum to include the relevant contents related to health, nutrition and HIV/AIDS; and (ii) using the revised curriculum in lower secondary schools with the support of teachers' guides in these areas in lower secondary education in 2010. In 2011, the Government also adopted a revised curriculum for upper secondary education which integrates education these issues achieving the target for this policy area.

3.3 Justification of Overall Outcome Rating

Overall Rating: Moderately Satisfactory

46. During the three-year series, significant improvements were observed in the basic education sector. In the context of the Government's ambitious strategies to make education a policy priority and to ensure all children have access to quality education this DPO accomplished a number of critical objectives. The available policy and empirical evidence support this. A number of the indicators' targets were achieved (during and following the end of the operation) and the Government has made progress in each of the five policy areas supported by the series. This continued success has been at the foundation of the subsequent education sector plan. First, in a marked departure with past performance, the primary GER increased from 72.4% to 81% from 2007 to 2011. Second, there was a significant reduction in primary level repetition rates from 13.2% to 8.1%, leading to greater efficiency and cost-savings for the Government. Third, there was an increase in decentralization to the local communities, both in terms of construction of new schools and management oversight. Given Burkina's historic resistance to decentralization, this achievement was notable. Fourth, a national student assessment system was created for both

primary and secondary levels, with major gains in transparency and accountability as there is now a stronger mechanism to monitor student performance and undertake corrective measures. Fifth, the series facilitated the training of teachers and supervisors in multi-grade classroom management which affected, in large part, sparsely populated rural areas. In sum, in spite of a challenging context, this DPO resulted in and paved the way for sustained reforms in the education sector in terms of equity, access, quality and relevance while addressing inefficiencies in the sector and strengthening the partnership among stakeholders.

Basic Education Program Support Grant 1 (BEPSPG 1)

Rating: Moderately Unsatisfactory

47. Despite a good strategic foundation and vision, the beginning of the series reflected a nearly complete acceptance of all Government benchmark indicators (and targets) without full assessment of the capacity or feasibility of achieving these during the three-year time period. At the same time, a number of reforms were accomplished under BEPSG 1 including the development of the 2009 annual work program, national strategies related to addressing the deficit of teachers in secondary schools, and the inclusion of health awareness and promotion health issues in schools. Key pieces of legislation were also adopted (e.g., limiting repetition) and an issuance (*arrêté*) was made on an inter-ministerial decision to introduce apprenticeship training. A monitoring system for teachers' time was introduced and an action plan developed for the student assessment exercise. By the end of the first year, progress on key indicators had been achieved. Though the breadth of the DPO focus to include five policy areas was large, this reflected the accepted and endorsed practice at that time, of supporting the Government's program (and defined indicators) as designed by the Government without thorough discussion and a feasibility assessment. At the same time, insufficient attention to limitations in the M&E system (particularly related to TVET) would make it difficult to track progress and to ensure achievements in this area. While available information shows progress, since there were no interim monitoring reports, with the subsequent PD being used as a *de facto* progress report, there are limited data for some of the initial indicators (e.g., those that were revised and/or dropped) (see Annex 5 (A)).

Basic Education Program Support Grant 2 (BEPSPG 2)

Rating: Satisfactory

48. Major achievements were observed under BEPSG 2 to address system inefficiencies and to improve delivery of and access to basic education throughout the country. One of the most significant was the budget reform which facilitated the completion of multi-year school construction projects. Until this time, often such projects, if not completed within the budget year were left unfinished and so this reform led to notable improvements in the quality, pace and efficiency of school construction. As well, the Government also rolled out the decentralization of construction/management nationwide. By transferring responsibility (and resources) to communities and institutionalizing a monitoring mechanism of these activities, the Government was able to achieve significant cost-savings in construction while ensuring quality of school construction (as described earlier). The Government was also able to abolish the practice of biennial intake and promote the use of multi-grade classes, which had until this point prevented thousands of children (primarily those in sparsely populated rural areas) from attending school. Innovative approaches were also adopted to address a pressing deficit in math and science

teachers – whereby training modules were developed for math and science for university settings and for distance education (accompanied with the recruitment of new teachers). In addition to the establishment of an M&E system to monitor teachers' time, the Government instituted an administrative period prior to the start of the school year and set up supports (*point d'information* at the MEBA) which would limit the teachers' time (particularly those from rural areas) away from the classroom. A national student assessment was undertaken and for the first time the results were widely published, disseminated, discussed and used to inform action. Progress was observed in key areas, to include reduced repetition rates, and increased completion and enrollment rates.

Education Program Support Grant 3 (BEPSPG 3)

Rating: Satisfactory

49. During the third operation, progress was made on a number of indicators which constitute the end-of-project outcomes (see indicators in the datasheet (Section F)). To ensure reforms took hold, the Government needed to improve capacity and awareness among the public and teachers on the importance of these reforms. For example, the Government adopted a communications plan to raise public awareness on the role of these reforms (related to multi-grade classrooms and abolishing biennial intake) in promoting access and equity (while ensuring quality) and provided training to teachers and supervisors in managing such classrooms. The Government also distributed a vetted guide on the management of multi-grade classrooms to teachers and supervisors. The Government further promoted the use of COGES in school construction and management; and rolled out the new distance education program for math and science with at least 25 students enrolled. The reformulation of triggers for BEPSG 3 was useful in clarifying objectives even further and the capacity of the Government to coordinate among Ministries was further strengthened. With regard to TVET, the Government adopted a regulatory framework to introduce dual apprenticeship programs and started programs in four institutions while it also took steps to communicate information about this new initiative to the public. The Government also worked closely with DPs to develop the new strategy (PDSEB and PSEF) which has been widely endorsed and was adopted during the project life (August 2012).

3.4 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

50. The PDDEB objectives, and those of the BEPSG series, were well-aligned with the PRSP which was the guiding framework for cooperation among DPs at the time. In a country like Burkina Faso where the average education of the labor force was 4.3 years, where only 40% of children complete primary education, and where only 30% of the population was literate, higher levels of educational attainment would be central to growth and poverty reduction. During this time period, by addressing access and equity, particularly, in rural areas which are among the poorest through systematic reforms, it is expected that this will lead to decreases in poverty in the medium- and long-term. Further, under the PDSEB there is specific emphasis on vulnerable groups which will promote inclusion of the hardest to reach populations. During this time, the Government's poverty-reduction spending remained stable, in part as a result of ring-fencing social expenditure within the budget. The poverty rate decreased from 51% in 2006 to 46.7% in 2009. It should be noted that the observed poverty reduction may be limited as a result of an

increase in the population growth rate at 3.1% in 2006 which is significantly larger than the 2.3% observed in 1996.

51. Social development gains have also been observed, primarily through communities' role as active participant and decision-maker in the education system. Through decentralization, through COGES and school construction activities, communities now play a decision making role in education. As the Government will continue with its decentralization program and scale up the COGES approach nationwide, it is expected that these gains and the paradigm between communities and schools will have shifted. Further, the communities' role has been strengthened through discussions related to findings of student assessments and monitoring of teachers' time on task. This provided, for the first time, a platform for the Government and the public to have fruitful engagement in identifying and addressing issues in the education sector. Gender parity has also been achieved in many of the indicators (enrollment and intake rates). However, gender parity remains a key issue, for example, in the primary completion rate. This issue is central to the new strategy on accelerating girls' education, the PDSEB, and the three year action plan.

(b) Institutional Change/Strengthening

52. No formal institutional assessment was undertaken and while capacity issues were mentioned (by the Bank and donors under the PDDEB), they were not included as triggers or included as key indicators under the DPO. Further, the Government did not have a capacity-building strategy at the time the series began though some partners were supporting capacity-building activities. At the same time, the Bank had noted implementation issues in the PD for the Burkina Faso Basic Education Project. While FTI guidelines related to capacity-building were shared, their use was limited.

53. Collaboration was significantly strengthened among Ministries in the course of this DPO series. Prior to the DPO, there had been limited collaboration among Ministries involved in basic education. The expansion of basic education and the involvement of a large number of ministries required significant collaboration in terms of planning, management, monitoring and information-sharing. Implementation of this series required inter-Ministerial cooperation (to include MESSRS, MEBA, MASSN, among others), particularly in the reformulation of BEPSG 2 which required intensive discussions among various actors (including technical specialists), which strengthened their ability to coordinate their efforts. This time-consuming process of ensuring and agreeing on a feasible and appropriate reform plan required continuous dialogue among various Ministries and partners. The new level of cooperation was highlighted as an important benefit of this series. This high-level of collaboration exists today and is observed in continued joint activities and was a key factor in effectively designing the new education sector plans.

(c) Other Unintended Outcomes and Impacts

4. Assessment of Risk to Development Outcome

54. **Deteriorating macro-economic performance:** Though Government spending has been relatively consistent across this period, it is possible that if the economy weakens that the Government would not be able to provide a similar portion (or amount) of funding to the sector. Given the high level of donor involvement and support including support in the amount of US\$78.2 million from the GPE (which aims to support achievements and reforms made under this DPO), this risk of this occurring is **minimal**.

55. **Rapid population growth rates and increase in youth population:** The majority of the population is young (30% under 10 years of age and 46.6% under 15 years of age). As the number of children and youth continues to rise, it will be necessary to increase efforts to promote UPE so that achieved outcomes can be maintained and, at the same time, provide support and options to out-of-school and untrained youth. In light of these implications, there may be a shifting of priorities in sector spending away from primary education towards technical and professional training programs. The new strategy endorsed by the Government aims to maintain focus on primary and secondary schooling. The risk is, therefore, considered **moderate**.

56. **Shift in donor support for reforms/current activities:** Until now, and during the implementation of PDDEB and the first year of PDSEB, there has been considerable collaboration and agreement on strategic priorities among development partners. However, the new PDSEB makes little mention of achievements in PDDEB and re-orientes the focus of strategy towards the transition between primary and secondary, post-primary and TVET. Though this is important and understandable, it will be necessary to ensure continued support of these instituted reforms among Government. This risk is considered **moderate**.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

The first Basic Education Program Support Grant (BEPSG 1)

Rating: Moderately Unsatisfactory

57. World Bank performance in ensuring quality at entry is rated as moderately unsatisfactory. The Bank's approach adhered to GPE approach of supporting the Government's own program (using its own matrix and relevant indicators) without an in-depth assessment of capacity and/or feasibility. Though this demonstrates a high degree of alignment and support of the Government programs, this resulted in an initial design that was overambitious, focusing on a number of policy areas (some often outside the scope of traditional education sector reform, including HIV/AIDS, health and nutrition). It also resulted in the adoption of indicators/targets that were not feasible (or not specified). More attention might have been afforded to these issues and to the existing M&E system capacities – though these systems were strong in some areas there were some weaknesses in others (e.g., policy area focusing on diversification of TVET). Faced with the challenge of a short-preparation time and aiming to support the Government's program, the Bank might have devoted additional resources to address these issues. While a number of risks were identified in the PD, these were general and did not specifically mention implementation issues associated with weak capacity and M&E limitations.

58. At the time, however, it should be noted that the Bank had very minimal experience with FTI-funded and three-part series DPOs at the time (with only one operation in Rwanda), this was the first DPO the Government of Burkina Faso had received of this magnitude and there were no clear guidelines for processing this operation or guidelines related to LEG involvement. Further,

the Bank was the only entity willing and interested to take on the role of SE. Despite the difficulties, a number of policy reforms were achieved under the first operation as can be seen in Table 2. It should also be noted that some achievements were also not adequately highlighted as a result of the selected indicators. For example, an indicator related to improvement in students' scores was dropped from the matrix –a more appropriate indicator might have been putting in place an operational student assessment system for primary and secondary education. To date, Burkina Faso is the only country in Francophone countries in SSA that has a national student assessment tool for secondary education.

The second Basic Education Program Support Grant (BEPSPG 2)

Rating: Satisfactory

59. World Bank performance in ensuring quality at entry is rated as satisfactory for the second grant. Despite the delay in the release of the second tranche, the Bank was highly proactive in its efforts to work closely with the Government to revise various aspects of the operation. Given the design limitations, each of the policy reforms and their placement in the operation (as trigger, etc.) was vetted and discussed in detail with Ministry staff (those from both policy and technical units). In order to achieve this, since the assigned Task Team Leader (TTL) was finishing work in another setting before transferring to the country office, a Bank consultant was hired for an extended period for this undertaking. This consultant spent several months in-country and worked closely with Ministry staff to reformulate triggers and indicators to ensure that they were logical, feasible and appropriate given capacity, context and allotted time frame. These modifications were useful and important – some triggers were modified to be more specific/precise or relevant. These modifications were described in detail in the PD for BEPSG 2 (the evolution of triggers and indicators across the series is provided in Annex 5 to this report). The Government greatly appreciated this in-depth assistance as it established, for the first time, a consultative reform process in the country which relied on strong inter-ministerial collaboration. The revised operation (primarily triggers) was more relevant, appropriate and feasible given the context and there was a better understanding within the Government of the steps needed to complete the reform process.

The third Basic Education Program Support Grant (BEPSPG 3)

Rating: Moderately Satisfactory

60. World Bank performance in ensuring quality at entry of the third operation is rated as moderately satisfactory. Although a number of the triggers/prior actions for this operation had been clarified under BEPSG 2, many of the triggers were revised in the PD for the third operation (for most, these entailed clarification of text or making the trigger more specific). Further, to facilitate the process, specific evidence was required (as specified in the legal agreement) to demonstrate fulfillment of a prior action/trigger. The PD for the third operation, however, did have a number of limitations: the description of policy areas was modified (different from PDs for both BEPSG 2 and 3); a number of sections were not updated with text from the previous operation included in the PD (in areas where it may have been useful to have a better understanding of how the context had changed, for example); and updated information on some outcome indicators was not provided, making it difficult to determine progress that had been made since the last operation.

(b) Quality of Supervision

The first Basic Education Program Support Grant (BEP SG 1)

Rating: Moderately Unsatisfactory

61. The quality of supervision is rated moderately unsatisfactory for the first operation. Though the series had included a number of steps that needed to be met for the following tranche, it appears that progress on each of these reforms during the year had not been adequately monitored. Though the Bank participated actively in the *cadre partenarial* and specifically in *missions conjointes*, monitoring of some indicators selected for this program was not undertaken during the first year. As there was no implementation status report (ISR) to measure implementation progress or progress on key indicators, it is likely that this prevented the Bank from recognizing at an early point that the prior actions for the second tranche would not be achieved on time. Further, as a result there was also insufficient information on the progress made on some of the indicators (specifically those that were either modified or dropped) despite the fact that progress in some cases had been made as the subsequent PD did not provide this information as it did not pertain necessarily/directly to the next operation. It is possible in light of the size of the operation and the in-depth nature and breadth of the reforms it supported that more Bank staff should have been tasked to supervise this operation.

The second Basic Education Program Support Grant (BEP SG 2)

Rating: Satisfactory

62. Quality of supervision is rated satisfactory for the second operation. The preparation of the second tranche (and reformulation of the reform program and indicators) incurred a significant amount of time and coordination with the Government and partners. Though the reformulation of the program resulted in a one-year delay in the release of the second tranche, the Bank responded appropriately to this challenge by hiring a consultant to work full-time on addressing these issues and collaborating with Government on ensuring that the revised program was well-aligned with the PDDEB and that the triggers and indicators were relevant, technically feasible and appropriate to the timeline and where the Government was in the reform process (in each policy area). Though there was a handover of the TTL-ship during this time, this response was appropriate and greatly appreciated by the Government and has had a sustained impact on cooperation among Ministries today. The Bank continued to participate actively in *missions conjointes*, including participation in PDDEB thematic groups, and advised on key issues as necessary. As a result of limitations in the M&E system (particularly, in some areas, such as TVET), however, the Bank could not adequately monitor progress on outcomes and issues.

The third Basic Education Program Support Grant (BEPSPG 3)

Rating: Moderately Satisfactory

63. Quality of supervision is rated moderately satisfactory for the third operation. Similar to the previous operations, the Bank participated in *missions conjointes* and other activities within the *cadre partenarial* and assisted the Government as needed in completion of activities. A number of these were highly challenging and relatively new in the setting, such as the monitoring and evaluation of teachers' time on task and student assessments and the growing decentralization efforts. As triggers were more specific (largely revised for clarification), the Bank was able to track progress in reform areas more easily. This set the stage for the development of the Government's subsequent sector strategy. The Bank also contributed to the preparation of these (PDSEB and PSEF), advised the Government in drafting the completion report, and continued its dialogue on the sector activities that the Bank could support in investment lending activities.

(c) Justification of Rating for Overall Bank Performance

Ratings: Moderately Satisfactory

64. The Bank's overall performance is rated moderately satisfactory for the following reasons: the amount of time allotted for preparation was insufficient for the complexity of the DPO and which resulted in the weak design of triggers (and unrealistic targets for indicators) and the number and skill mix of staff tasked to this operation may have been insufficient given the size of the operation and objectives. The Bank's response in modifying the operation under BEPSG 2) was highly proactive spending a significant amount of time working with Government to ensure the program was feasible, realistic and client-centered. In this way, the Bank supported real in-depth reform, rather than simply accelerating the process to ensure the tranche was released on time. At the same time, some documents lacked clarity in some areas (unspecified targets, different policy areas across operations), did not provide sufficient support to strengthen the M&E (which would have been important in tracking each of the selected indicators) and did not focus on capacity-building despite analysis pointing to this as a potential risk. The absence of an ISR made it difficult to identify potential bottlenecks and to monitor progress on a six-month basis.

5.2 Borrower Performance

(a) Government Performance

Rating: Satisfactory

The Government and implementing agency are the same so the discussion and rating are given below in section (c).

(b) Implementing Agency or Agencies Performance

(c) Justification of Rating for Overall Borrower Performance

65. Government performance is rated satisfactory. As with the Bank, this was the first time that the Government had received sector budget support from the FTI of this magnitude. Despite the high level of collaboration and harmonization of efforts (including coordination of joint

reviews), this new operation required the Government to work closely with the Bank on its implementation (who in turn coordinated with FTI), inform partners on progress, and coordinate objectives, planning, budget and activities across ministries. In revising the operation, once it was realized that the identified triggers could not be met, the Government participated actively in the very difficult process of assessing the feasibility, relevance, appropriateness of the reform process which required collaboration with various ministries, depending on the reform area. The Government was also able to continue to maintain its active role in the Government-led and harmonized program, including running *missions conjointes*, related workshops, as well as producing relevant reports. The Government also increased budget support to the sector under the DPO and was able to implement a number of significant and far-reaching reforms, including: those related to ensuring funding for multi-year projects, abolishing biennial intake, promoting the use of multi-grade classes; implementing and institutionalizing both the monitoring system for teachers' time on task and student assessment; and rolled out the decentralization of school construction and management which has accelerated the pace, improved the quality and reduced the cost of construction. The Government has also facilitated the public's active role in the education sector and through newly established dialogue it has allowed the public to be an equal partner in the sector.

The first Basic Education Program Support Grant (BEP SG 1)

Rating: Satisfactory

66. Government performance is rated satisfactory. Though the MEF was technically responsible for the implementation of the DPO, each of the various ministries was responsible for and participated in the design and implementation of the DPO. As with the Bank, this was the first time that the Government had received sector budget support from the FTI of this magnitude. Despite the high level of collaboration and harmonization of efforts (including coordination of joint reviews), this new operation required the Government to work closely with the Bank on its implementation (who in turn coordinated with FTI), inform partners on progress, and coordinate objectives, planning, budget and activities across ministries. Further, the Government was allotted a short preparation time for this series. The Government also completed a number of key reforms as prior actions/triggers for the first operation (see Table 2). The Government might have requested support related to strengthening its M&E system and/or narrowing the number of policy areas in which prior actions would be required, particularly given the short time-frame.

The second Basic Education Program Support Grant (BEP SG 2)

Rating: Satisfactory

67. Government performance is rated satisfactory. Since a majority of the prior actions for the second operation could not be met, the Government worked closely and intensively with the Bank to reformulate the program (modifying indicators and outcomes) to ensure that the program was technically feasible given the existing time frame. This required a high level of collaboration between the Bank and the Government (and across ministries). Until this point, the Government had not worked as collaboratively in the reform process. During this time, the Government was able to continue its regular activities associated with the *cadre partenarial*, such as the joint missions and the preparation of various required reports (annual progress reports, action plans, aide-memoires as well as annual education yearbooks). The Government also was able to institute a number of major reforms – despite potential political difficulties – including budget reform related to funding projects across FYs, abolishing biennial intake, supporting multi-grade

classrooms, introducing regulations limiting repetition, introducing administrative periods prior to the start of the school year, hiring teachers with an emphasis on those with math and science qualifications, and continuing to roll out the decentralization process. It was also able to establish and effectively use the monitoring system for teachers' time on task and student learning. These were very complex processes, which required a new type of interaction and level of communication with the public on education issues. For the first time the Government widely disseminated these findings to the public and used this as a platform to strengthen dialogue among stakeholders and to identify viable solutions. Finally, the Government was able to maintain a high level of support to the sector despite the severe floods which required a formidable response from the Government.

The third Basic Education Program Support Grant (BEPSG 3)

Rating: Satisfactory

68. Government performance is rated satisfactory and progress was made on a number of key indicators. Budget allocations to the sector remained high and the Government continued to lead the reform process and to continue harmonized activities and close coordination with donors and other DPs. The Government, on the basis of achievements made and analysis of the PDDEB and the current context, the Government undertook the difficult process of designing the PDSEB and PSEF which were approved in August 2012. The Government was also able to continue reforms begun under the second and third operations (related to multi-grade classrooms, biennial school intake) and institutionalized the monitoring and assessment processes. In the spring of 2013, the Government had submitted a request for approximately US\$80 million to the GPE to cover the PDSEB financing gap for the first few years. Finally, the Government drafted and submitted a detailed completion report on achievements as well as challenges faced and lessons learned during the design and implementation of the DPO.

6. Lessons Learned

69. Key lessons learned from this program include:

Government buy-in is essential to undertaking deep and long-lasting reforms in a sector: The Government's commitment to the education sector played an important role in positioning Burkina Faso to receive FTI funding. The Government ensured coordination among partners working in the education sector through the development and implementation of a comprehensive sector program and in line with efforts to "ring-fence" social expenditures, was able to maintain and increase its support to the sector despite the fiscal pressures resulting from external shocks.

Indicators should be SMART and clear and accompanied with M&E support as needed: It is essential that all indicators included in a project be specific, measurable, achievable, relevant and time-bound. Their selection should be made with consideration for existing M&E capacities. They should be presented clearly in PDs so that they can be easily identified and tracked. The importance of monitoring indicators is essential to the design of subsequent operations in the series and, as such, additional M&E support and/or efforts to narrow the scope of the program should be considered.

Up-front work and dialogue are critical for the success of the series: Though the timeline for a project is given to the task team, it is essential that work on the design and implementation of

DPOs is done up-front. This requires continued and open dialogue with DPs, including the Government, to ensure that the project design (including selected indicators, identified targets) is realistic and appropriate for the context and timeline. This may require additional support to task teams and additional investment of time. This upfront investment will reduce time and resources needed to take corrective action later.

Building on existing coordination mechanisms as possible: One of the main advantages the Bank had in providing support to the sector through the DPO was the already high level of cooperation among a variety of DPs and stakeholders working in the sector. This provided the context for maintaining dialogue, monitoring implementation of reforms, identifying bottlenecks and tracking achievements. The DPO was able to support and facilitate a number of key reforms (e.g., decentralization of construction) as a result of the joint planning, agreed upon activities, and coordinated efforts. It was also able to further strengthen this collaboration – which will be valuable in ensuring sustainable achievements in the sector in the medium- and long-term.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/Implementing agencies

(b) Cofinanciers

(c) Other partners and stakeholders

Annex 1. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

P115264 - Fast Track Initiative Grant for Basic Education			
Names	Title	Unit	Responsibility/ Specialty
Lending			
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P119413 - Fast Track Initiative Grant II for Basic Education			
Names	Title	Unit	Responsibility/ Specialty
Lending			
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			Management
Begnadehi Claude Bationo	Operations Officer	AFMBF	M&E Specialist
Kolie Ousmane Maurice Megnan	Sr Financial Management Specialist	AFTMW	Public Finance Management
Renaud Seligmann	Manager	AFTMW	Financial Management Specialist
Mamata Tiendrebeogo	Senior Procurement Specialist	AFTPW	Procurement Specialist
Supervision			
Adama Ouedraogo	Task Team Leader	AFTEW	Education Specialist
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Donald B. Hamilton	Consultant	AFTEW	Education Specialist
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P127166 - Fast Track Initiative Grant III for Basic Education			
Names	Title	Unit	Responsibility/ Specialty
Lending			
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Bepio C. Bado	Senior Operations Officer	AFTP4	Public Sector Management
Begnadehi Claude Bationo	Operations Officer	AFMBF	M&E Specialist
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Supervision			
Adama Ouedraogo	Task Team Leader	AFTEW	Education Specialist
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Donald B. Hamilton	Consultant	AFTEW	Education Specialist
Bintou Sogodogo	Program Assistant	AFMBF	Program Assistant
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(b) Staff Time and Cost (Bank Budget Only)

P115264 BEPSG 1		
Stage	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY09	0.00	12.4
Supervision		
FY10	0.03	6.0
FY11	0.00	30.0
FY12	6.40	8.4
FY13	0.95	1.3
Total Supervision:	7.38	45.7
Total:	7.38	58.1

P119413 BEPSG 2		
Stage	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY11	3.24	20.5
Supervision/ICR		
FY12	0.00	36.2
Total:	3.24	56.7

P127166 BEPSG 3		
Stage	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY12	0.00	0.0
Supervision/ICR		
FY12	1.41	9.1
FY13	14.52	44.7
Total:	15.93	53.8

Annex 2. Summary of Borrower's ICR and/or Comments on Draft ICR

EXECUTIVE SUMMARY OF THE FTI COMPLETION REPORT

Burkina Faso benefited from the Catalytic Fund (CF) a grant of U.S. dollars 102 million to finance the basic education in 2009-2011. This financial support has contributed to the implementation of Phase II of the Ten Year Basic Education Development Plan (PDDEB) to: (i) improve access and coverage of the basic education system; (ii) and to improve the quality, efficiency and relevance of basic education in a context of decentralization.

The World Bank has been designated by the TFP of the education sector as the supervisory agency and the grant has been disbursed in the form of development policy operations.

The main measures and actions that have been defined in the FTI program are: i) free public primary education; ii) reducing disparities in access to education; iii) improving internal efficiency of the system; iv) improving the use of the learning time; v) improving the alignment of curriculum with the needs of the labor market; vi) improving the distribution of teachers (the strengthening of educational management of the system); and vii) improving the management of the education sector by decentralization.

This FTI completion report, which follows its implementation process, includes (i) the program financial and physical execution, (ii) the performance analysis of the education sector, (iii) the program economic, financial, social and environmental assessment, (iv) the critical analysis of the action of the World Bank, the other TFP, the government and the technical assistance, and (v) the potential for a new support from the global partnership for education (GPE).

1 Implementation, achievement and impact of the program

1.1 Budget implementation in 2009, 2010, 2011

The grant received was estimated at fifty-one (51) billion CFA francs for the period 2009-2011. This amount was disbursed in three annual installments: *eleven (11) billion CFA francs for the 2009 fiscal year; twenty two and a half billion (22.5) CFA francs for the 2010 fiscal year; and seventeen and a half (17.5) billion CFA francs for the 2011 fiscal year.*

For a budget allocation of eleven (11) billion CFA francs to the education sector, FTI resources were entirely used in 2009, which represents an implementation rate of 100%.

In 2010, unlike in 2009 when the entries were made at the Ministry of Finance (MF) in inter common expenses (DCIM), the FTI resources enabled increasing allocations of budget resources to the departments in charge of education directly in their budget .

The State budget financing for the education sector including the FTI and excluding other external financing is estimated at **219 807 130 000 F CFA** which have been used in the expansion of educational infrastructures, improving the quality of teaching and in the implementation of educational innovations.

1.2 Outcomes achieved for each of the program components

1.2.1 Improving access and equity

In preschool education, the community approach is developed in early childhood non-formal education. The number of bisongo increased by 98 over the period. This number increased from 155 in 2008-2009 to 253 in 2011-2012 with an annual increase of 32 bisongo. These structures are managed by communities and children are supervised by community staff. Reception

capacities of public early childhood structures have increased from 10 479 in 2009 to 11,973 in 2010 and to 12,988 in 2011. The reception capacities of private early childhood structures increased from 20,392 in 2009 to 23,990 in 2011 and to 30 234 in 2012.

However, despite this significant growth of private early childhood structures, many are not financially accessible to all social classes. Thus, the issue of affordability of private preschools remains a concern for authorities.

In primary school, the reform measure on the deletion of the biennial recruitment has ensured educational continuity in the schools through the standardization of schools in three classes with large numbers of students and the application of the MGC system in schools with low numbers. Out of the 1807 schools with biennial recruitment which must move to annual recruitment, eight hundred and forty eight (848), that is to say 46.93% have applied the measure so far: six hundred and thirty three (633), which represents 44.73%, have been standardized and two hundred fifteen (215), that is to say 54.85% have moved to a multigrade system.

The development of multigrade classrooms (MGC) has also increased educational opportunities while ensuring educational continuity and rational management of teachers. The number of schools applying MGC has increased from 2,910 schools in 2009 to 2,957 schools in 2010 and to 3410 schools in 2011.

Despite the multiannual programming for the purchase of educational materials adapted to the MGC and the introduction of training modules for teachers in the ENEP, retention of MGC teachers remains a challenge.

The measure on the strategy for accelerating school construction also contributed to increase access and quality, and to ensure continuity of education by expanding the supply for education, resorbing straw hut schools and normalizing, in primary schools, schools having multigrade classrooms with large numbers of students.

Despite the implementation of this measure, the availability on time of classrooms is a concern and MENA is committed to establishing a structure dedicated only to the construction of educational infrastructures with an administration of specific procedures.

In Post primary education, the measure on the use of new types of teachers (volunteers, NDS) to resolve the gap in teachers has enabled to: i) increase the reception capacity of the IDS whose number of student teachers increased from 250 to 350 per year; ii) use 581 primary teachers converted into high schools teachers; iii) implement the open distance learning (ODL). Implementation of the mechanisms for the rational use of existing teachers and the spending cuts due to part time works has contributed to the rational use of teachers. One of the measures taken is the regionalization of teacher recruitment, which involved general education. During the period 2008 to 2012, it is a total of 2,560 teachers who were recruited and made available to this type of education. It is on average 183 teachers who have been moved by region during this period with a peak in the Northern Region (240 teachers), the Sahel region with the lowest number (146 teachers).

Recruitment in technical education is not regionalized. A total of 468 teachers have been recruited there during the period referred to above for the benefit of this type of education.

The spending cuts due to part time works has facilitated: (i) recruitments of 166 teachers based on new measures in February 2010; (ii) special recruitment and training of 581 high school teachers among the primary teachers holding a university degree; iii) recruitment of 54 volunteers in 2010; iv) posting in schools of IDS and ENS/UK teachers students in September 2009 to 2010; v) training in February 2010 of censors and principals on the harmonized system of the teachers' deficit calculation.

As part of the establishment of a mechanism for reducing geographical and gender disparities, the education map has been identified as a micro-planning tool able to make the education system more equitable.

1.2.2 Improving quality

At the level of the preschool education, the main measures and specific actions that the Government is committed to take in improving quality are: (i) improving the curriculum; (ii) the development of a management system for the staff in charge early childhood.

At Primary education, improving the internal efficiency of the system is evidenced by the implementation of measures to limit repetition and to strengthen educational support and inset training.

The quality of education depends on many factors, including teaching time identified as a reform measure. Indeed, the 2007 survey showed that the actual teaching time is insufficient, 387 hours which represents 40% of the official volume of hours.

Strong measures have been implemented; which enabled to estimate the improvement in the time allocated to teaching at 162 hours, increasing the effective time from 574 hours to 736 hours. That relatively means that the implementation of measures has increased the learning time, thus representing 76.5% of the official total time instead of 59.6%.

Improving the quality of learning also involves the assessment of students' learning achievements that helped to promote student performance in the subjects assessed, to the different actors and partners of the education sector at the national level and at the specific level of provinces.

The quality of learning is also dependent on the quality of the programs. This is why the curriculum was enriched with eight emerging themes and implemented in public schools of the reform implementing departments. Three educational guides for teachers have been developed and disseminated to the three sub-cycles. These themes are citizenship education, social education and gender, education in road safety, education for STIs and HIV/AIDS prevention, environmental education, child rights and duties, water, health and hygiene, nutrition, sanitation, art and culture.

Non-formal Education refers to education and training activities organized in a non-school setting. As such, alternative approaches related to (i) the sharing of classrooms, (ii) the implementation of multifunctional centers and (iii) the review of the statistical data collection sheet taking into account the non-formal education, are applied.

At the Post-primary education, quality activities focused on improving the internal efficiency, the diversification of short training paths and the rationalization of TVET system, the introduction of apprenticeship in Technical and Vocational Education and Training Schools (TVET), the establishment of orientation procedures in the training facilities of the MYE for primary school leavers and the establishment of a mechanism for the sharing of material and human resources between TVET schools and training facilities.

1.2.3 Strengthening of the steering and management system

All actions at this level enabled to (i) strengthen the capacity in the monitoring of the education system; (ii) increase the allocations of financial resources transferred to municipalities; (iii) improve the decentralized management of the education system through the strategy used to gradually expand the SMC (COGES). In addition, health concerns, nutrition, STIs, HIV and AIDS are integrated into the curriculum of high schools. Mechanisms for the promotion of school health, hygiene/sanitation, nutrition and HIV in schools and educational facilities are applied.

Targeted management mechanisms are implemented for school canteens and endogenous canteens in educational facilities.

2 Performance Analysis of the basic education sector

2.1 Performance at the primary education

2.1.1 Evolution of the intake rate at the primary education

Trend analysis of GIR compared to previous years show a satisfactory growth of the indicator. Indeed, the gross intake rate increased in 2011/2012 by 2.6 compared to 2010/2011 going from 85.7% to 88.30%. This increase is felt both for boys (89.30% to 85.6%) as well as for girls (87.30% to 86.2%). There was a slight improvement in the gender parity index (GPI), which increased from 0.97 to 0.98.

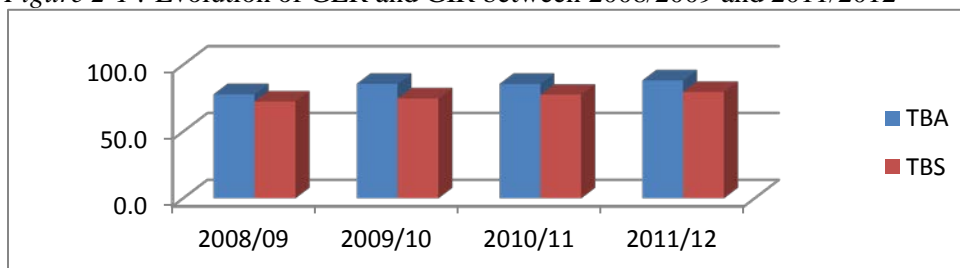
But geographic disparities still exist this year between regions on the one hand and between the towns on the other hand.

2.1.2 Evolution of the Gross Enrollment Rate at the primary education

The Gross Enrollment Rate (GER) increased from 72.4% to 77.6% between 2008/2009 and 2010/11 which represents an increase of 5.2 points. This increase was greater for girls than for boys (3.8 points to 1.9). This indicates a reduction in disparities between girls and boys in terms of participation in education.

Compared to the target set in the education policy statement from 110% of GER in 2010/2011, we moved to a difference of 32.3 points. This significant difference between the level achieved and the objective is explained partly by the change in the required age for primary school which increased from 7-12 to 6-11 years from the school year 2008/2009.

Figure 2-1 : Evolution of GER and GIR between 2008/2009 and 2011/2012



2.1.3 Evolution of the student/teacher ratio and the students/classroom ratio

The number of teachers teaching in a classroom increased from 40,639 in 2010/2011 to 43 330 in 2011/12. A student/teacher ratio of 54.1 was achieved in 2011/2012 for 54.3 the previous year. This ratio slightly increased from 0.17 points in both the urban and the rural areas, but only in the public sector which increased from 56.14 to 56.05 points. This ratio, although higher is attributable to inadequate educational opportunities facing a more and more important demand.

In the private sector, the student/teacher ratio decreased from 45.3 points in 2010/11 to 45.5 points in 2011/12.

2.1.4 Improving internal efficiency

The proportion of repeaters which was 12.1% in 2006/2007 significantly decreased. In fact, it reached 8.1% in 2010/2011, which represents a decrease of 4 points in 5 years. This figure is much closer to the target in 2015 which is 8%. This decrease was primarily due to the measure

that does not allow the repetition in the first two grades of primary school.

The **survey conducted on the school survival** shows the ability of the system to keep students until they reach the final year (CM2) and has improved significantly in recent years. Indeed, in 2011/12, out of 1,000 students entering the CP1, 687 will reach the CM2 with or without repetition for 703 in 2010/11 and 564 in 2000/01; 639 will succeed to the CEP for 648 in 2010/11 and 485 in 2000/01. The decrease of the indicator this year is due to the high rates of school dropouts.

Disparities exist because the boys school retention is better than girls (730 boys to 680 girls) and also better succeed to the CEP (658 boys to 638 girls). In 2011/12, a student will spend an average of 6.6 years before getting his CEP. This number has not changed in 2010/2011 and has improved compared to 2000/01 which was 6.9 years; but the disparity between boys and girls still remains: 6.6 for boys to 6.7 for girls.

The internal efficiency coefficient has decreased slightly in 2011/2012. It went from 74% in 2010/2011 to 72.8% in 2011/2012. This decrease is attributable to boys whose internal efficiency rate decreased from 2.2 points to only 0.2 points for girls. The school dropout is the main cause of the loss. The proportion of the total loss due to school dropout reached 72.5% in 2011/2012 to 71.1% in 2010/2011 and 65.7% in 2000/2001.

2.1.5 Number of actual teaching hours per year

Table 2-1 : Indicators on the volume of teaching hours used

Planned Indicators	Achieved indicators
The official volume of teaching hours is applied (961 hours).	The official volume of teaching hours is not applied
The official volume of teaching hours applied in 2007 increased from 574 hours to 800 hours in 2011	The actual volume of teaching hours in 2010 is estimated at 736 h
The success rate to primary education certificate (CEP) increased from 58.46% in 2008 to 75% in 2011.	The actual volume of teaching hours in 2011 is estimated at 724 h (5 regions)

2.1.6 The learning achievements

The national assessment of the learning achievements stands now every two years. A survey was administered in June 2012 in grade 3 (CE1) and grade 6 (CM2). The data is still in process.

The assessment conducted in 2010 focused on grade 2 (CP2) and grade 5 (CM1). The results of this assessment, and their comparison with those of 2006, enable to identify and highlight the important aspects to attract the attention of education stakeholders on the challenges and progress of the education system.

Students as a whole and in all the assessed subjects have obtained average unsatisfactory scores and very scattered around the national average score.

Table 2-2 : Proportions of students who were rated 50 points/100 and more

	Boys	Girls	Total (%)	%	Girls Percentage
Students assessed in CP2	4 507	4 363	8870 (100%)		
Were rated 50 points or more over 100 ($\geq 50/100$) in CP2					
French	2 274	2 233	4507 (50.8%)	50,8%	25,2%

Mathematics	1 841	1 632	3473 (39.2%)	39,2%	18,4%
Students assessed in CM1	4 857	4 217	9074 (100%)		
Were rated 50 points or more over 100 ($\geq 50/100$) in CM1					
French	1 787	1 483	3270 (36,04%)	36,04%	16,3%
Mathematics	1 570	1 055	2625 (28,93%)	28,93%	11,6%
Sciences	2 503	1 758	4261 (46,96%)	46,96%	19,4%

Source : DEP/MENA

Reading is successful at 67.2% in CM1 and 30.6% in CP2. After this evaluation, it is noted that the situation is quite worrying in reading especially in CP2.

In both levels assessed in French, there is no difference between the results obtained by both girls and boys. However in mathematics, boys performed better than girls, as well as in science.

2.1.7 The success rate at the primary education certificate (CEP)

The success rate at the Primary Education Certificate in 2012 was 65.2%, increasing from 1.2 points compared to the previous year. This result is below the average score for the last ten years which is 67.6%.

As in previous years, the boys performed better than girls at the CEP (66.6% to 61.5%) during the 2012 examination session.

2.1.8 The completion rate in the primary education (CRP)

Trend analysis of the CRP compared to previous years shows a satisfactory growth of the completion rate at the primary education. Indeed, the CRP has increased by 3 points and moved to 55.1% in 2011/2012. If we refer to the year 2000/2001, this is a gain of 26.7 points. This increase applies to both the CRP for girls and boys but has evolved more for girls. Indeed, the CRP for girls has evolved more than boys from 2010/2011 to 2011/2012 (4.6 points for girls to 1.5 for boys). Reduction of the disparity between girls and boys is quite noticeable.

2.2 Performance in the post primary education

2.2.1 The internal efficiency

Generally, repetition rates at post-primary education slightly decreased in 2010/2011 and 2011/2012. Repetition rates were reduced to 0.04 points in grade 6 (6^e); 0.05 in grade 5 (5^e); 0.06 in grade 4 (4^e) and 0.08 in grade 3 (3^e).

Table 2-3 : Flow rate in 2010/2011- 2011/2012 in post-primary education

	Grade 6		Grade 5		Grade 4		Grade 3	
	2011/12	Variation 2010/11	2011/12	Variation 2010/11	2011/12	Variation 2010/11	2011/12	Variation 2010/11
Promotion	57,0%	-0,05	59,5%	-0,07	72,2%	-0,06		
Repetition	20,8%	-0,04	20,5%	-0,05	22,5%	-0,06	37,9%	-0,08
Dropout	22,3%	0,09	20,0%	0,11	5,3%	0,05		

Source : Management chart for post primary and high education; school year 2011/2012

The dropout rate in the post-primary education in 2011-2012 was 22.3% in grade 6, 20.0% in grade 5 and -22.5% in grade 4.

The dropout and repetition are the two dimensions of the school loss. Repetition was remarkable in grade 6 and grade 3 with respective rates of 20.8% and 37.9%.

Table 2-4 : Some indicators for internal efficiency

Level of education	School loss	Proportion due to school dropout	Average duration of studies by degree
Primary		0,72	6,6
Post primary	4	0,8	4,6
High	2,8	0,9	3,4

Source : DEP/MESS (Ministry of High and Higher Education)

The dropout is the main cause of school loss. At post-primary education, the proportion of the total loss due to the dropout is 80% to 90% in high school. On average, it takes 16.1 years-students to produce a graduate. In other words, we need on average of 4.6 years of schooling instead of four at primary post education to produce a graduate. Indeed, repetition and dropout are the causes of the high increase of the number of years to produce a graduate student, 4.03 times higher than it would be in the ideal case.

2.2.2 The actual volume of teaching hours per year

Based on a survey organized during the school year 2011/2012, the volume of teaching hours run accounted for 83% of the volume of hours expected, which represents a decrease in the deficit by seven points compared to the school year 2010-2011 when the deficit was 24%⁷.

At the national level, the deficit in the volume of hours of full time teachers (17.1%) was higher than that of the part-time teachers (14%). The analysis of the frequency of reasons given to justify the deficits observed shows that about 23% of absences were not justified. This could be due to lack of documentation duly issued by the hierarchy, responsible for filling the documents. The students' strikes observed during the school year 2011/2012 represented 20% of the motives given. A number of measures will be taken to ensure the sustainability of the monitoring of the volume of teaching hours and at the institutional level.

2.2.3 The student/classroom ratio

In 2011/2012, the student/classroom ratio was **68 students**, including 69 in general education and 23 in technical and vocational education.

At the public post-primary schools, the ratio was 80 students/classroom and in the private schools 55 students/classroom.

At the national level, the student/classroom ratio at post-primary education in 2011/2012 has not evolved compared to the school year 2010/2011.

⁷ The sample is as follows: (30% of senior high schools and 25% of junior high schools (CEG); depending on the education system, the sample, it involves all technical schools and 25% of general education schools.)

In terms of challenges, efforts will be stepped up in terms of building classrooms and recruiting teachers to achieve the expected ratio of 60 students per class in 2015 and 50 in 2021.

2.2.4 The success rate at the Junior high school certificate (BEPC)

At the 2012 examination session, the number of candidates for the BEPC increased by 14,330 candidates compared to the previous session. The success rate at the BEPC was 52.3% an increase of 21.7 points compared to the 2011 session (30.6%). *This net increase in the results is due to innovations in assessment instruments, namely some subjects testing.* The highest success rate to the BEPC was recorded in the South West with 61.3% and the lowest rate in the Hauts basins with 47.1%. It should be noted, finally, that all regions have increased by more than 15 points to the BEPC success rate compared to the 2011 examination session.

2.2.5 The completion rate in the post primary education

The completion rate in the post-primary education is 20.3% in 2011/2012, which means that over five children of a generation, only one (1) reached the last grade of post primary education with or without repetition. This rate is slow; only a gain of 5.9 points between the school years 2007/2008 (14.4%) and 2011/2012 (20.3%).

The completion rate for girls is growing faster than that of boys: between 2010/2011 and 2011/2012, it is observed an increase of 3.4 points, while that of boys increased by 1.8 points. This also resulted in a significant increase in the gender index parity for girl/ boy completion rate (0.67 in 2010/2011 and 0.77 in 2011/2012).

The gender parity index in the completion rate, after a slow progress between 2007/2008 and 2009/2010 has been decreasing over the last two years.

2.3 Diversification of technical and vocational education and training areas

At the vocational training, the number of learners holding a CPQ evolved in a sawtooth going from 930 in 2008 to 841 in 2009 and 962 in 2010. To maintain the momentum in dual training, 1064 students were enrolled in 13 different training sectors during school year 2012/2013.

3 Program economic, financial, social and environmental assessment

3.1 Total Cost of the program

The State budget was the main source of funding of the education sector with an average rate of 85% compared to the total funding of the sector each year.

In 2009-2011, the total funding by the State budget resources to the education sector amounted to **587.718 billion CFA francs** including general budget support from the FTI amounting **51 billion CFA**. This funding of the education sector has increased from **167.384 billion** in 2009 to **219,807 billion** CFA francs in 2011, which represents an average annual growth rate of **14.59%** with an increase in 2010, around **19.80%**. This is justified by the impact of FTI resources and support from the Government for the education sector which is one of its priority areas.

3.2 Socio-economic impact

On the social and economic levels, the contribution of the program in terms of positive and significant direct impact on poverty reduction is positive. This contribution was significant on the following aspects: i) *extension of quality basic education reducing geographical and gender*

disparities, ii) strengthening public financial management, iii) the implementation of institutional reforms

3.3 Environmental impact

Environmental effects associated with the FTI grant for the Basic Education Program were primarily related to the construction of primary, preschool, post-primary schools, and vocational training centers and have truly no negative effects on the environment. We also note that the sites hosting these educational facilities were equipped with latrines. However, although most of these sites have been chosen following a consensus with the communities, efforts should be made to secure the land (boundary, wall, or hedge, order of land allocation, etc.).

4 Critical Analysis of the World Bank and other stakeholders support

4.1 Assessment of the action of the supervising entity (World Bank) during program implementation

Government support to basic education development program has enabled MENA to establish a harmonization process between the main development partners in the sector through a harmonization framework which uses national systems by supporting new improvements to bring them up to international standards. IDA has fully aligned its basic education joint review missions with the schedule of the Budget Support General Framework (CGAB).

4.2 Assessment of the action of the Government during program implementation

Budget Preparation: There has been a gradual move towards much more attention to the performance and increase of the alignment of the budget allocation with the MTEF and PRSP priorities. The process of budget management has also been enhanced and focused more on budget execution and transparency, including the preparation of a functional classification of budget with markers of expenditures and poverty. Increased attention is also placed on the production and dissemination of budget information.

Fiduciary aspects: Funds management was done through the public funds management system. The government made considerable progress in the public resources management with the establishment of a comprehensive, integrated action plan to strengthen public funds in 2007 (PFRS), the introduction of computerized systems for expenses management in the regions, the preparation of timely reports on budget implementation and adoption of program budgets, the MTEFs in key sector ministries, including the Ministry of Education and Literacy, and the introduction of a software and network system to monitor public procurement. Burkina has made progress on four main pillars of reforms in the public funds management: (i) budget preparation, (ii) budget execution and transparency, (iii) procurement, and (iv) internal and external controls, including corruption control. This gives confidence that the resources will be managed with the SRFP and MTEF.

Procurement: The government has adopted a new regulation concerning procurement based on the weaknesses identified by various fact-finding missions and audits commissioned by the government and donors. The government has also accepted the proposal of the World Bank to become a pilot country for the use of a procurement national system. This will strengthen the national systems, including control systems.

Corruption: The government has also made good progress in corruption control. Following the adoption in May 2006 of a national program for corruption control, the government has pledged to redouble efforts to fight against corruption with the creation of an independent audit institution,

the Higher Authority for State Control (ASCE), and dissemination of good governance plan. Together, these efforts have helped push up the country to rank in the 80th position (out of 179) of the corruption perception index, published by *Transparency International* (it was ranked in the 105th position in 2007). Burkina Faso is one of the best placed African countries (11th among all African countries).

4.3 Key lessons learnt

The main lessons learned from the experience of the FTI resources implementation in Burkina Faso are especially in the catalytic funds execution. The catalytic funds implementation process is done gradually. FTI financing usually takes time to implement.

The preparation of the application took a lot of time. The process was participatory, involving all public, private and civil society structures involved in the sector. *Financing terms* allow additionality and effective allocation of the resources obtained to the education sector.

Sector Budget Support initially wanted turned into general budget support to enable the World Bank which had just left the CAST-FSDEB (common basket) to supervise these additional resources.

Difficulties encountered and corrective actions are:

- *In the application preparation and the amount obtained*

Strengths	Constraints
+ <i>Participatory Process for the application preparation and the various documents required</i>	- The preparation was a workload that took a lot of time and energy;
Corrective measures: - <i>The Government as well as TFP have been supported by consultants</i>	

- *At the level of funding terms*

Strengths	Constraints
+ <i>Alignment of aid with the use of national management procedures</i>	- <i>fungibility of resources ;</i> - <i>Additional non-visible resources ;</i>
Corrective measures: <i>Capacity building in planning and anticipation for beneficiary ministries</i>	

- *In terms of instruments for implementing the funds obtained*

Strengths	Constraints
+ <i>Availability of policy documents and programming required</i>	- <i>cumbersome procedures of the supervising entity;</i> - <i>Splitting of the amount allocated in several installments each being an operation for the World Bank;</i> - <i>Untimely reformulations of measures used as triggers causing changes in the supporting documents;</i>
Corrective measures: - <i>Adjustment of measures and supporting documents to reflect the changing context and constraints of implementation of these measures;</i> - <i>Favor the disbursement of a large fixed installment (60-75%) in order to ensure the ability to finance investment in the context of a fiscal year;</i>	

- *In terms of monitoring the implementation of the activities*

Strengths	Constraints
+ <i>Coordination Unit of the sector through the</i>	- <i>timely absorption of financial resources</i>

SP-TYBEDP (PDDEB);	allocated to beneficiary Ministries.
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Prospects for further support of the Global Partnership for Education (GPE)

National authorities have placed at the heart of their Accelerated Growth Strategy and Sustainable Development (SCADD) the improvement of the quality of teaching and learning, strengthening of basic vocational training and the operationalization of links between education and training systems.

The PDSEB, an instrument for the SCADD implementation in education is a unifying framework for interventions in the basic education sector in 2012-2021. It is based on the education orientation law, the education policy statement and the sector-based policies of the ministries in charge of basic education.

The PDSEB will have a coordinated external support. As such, the government hopes to raise with the support of its partners, a resource envelope of US dollars 78.2 million, proposed by the Global Partnership for Education (GPE ex FTI) for the next three years.

Implementation of the Program funded by the GPE will take place in the context of a pre-existing multi-donor pooled fund arrangements in the form of an aid program focused on results. The program represents the first comprehensive support of the 2013-2015 three-year action plan resulting from the operationalization of the 2012-2021 Education and Training Sector based Program.

Only staff salary expenditures are ineligible for this mechanism. If such a method is in perfect harmony with the principles of aid effectiveness, it should be taken into account to improve the financial performance of the CAST.

In conclusion, the different activities and the reform measures implemented under the FTI had positive and significant effects on the expansion of a quality basic education reducing geographical and gender disparities and allowing a control of the whole educational system through the strengthening of public financial management and institutional reforms. The importance of material acquisitions and school infrastructure, the strengthening of the partnership between the government, NGOs, communities, private sector, etc. were invaluable contributions to the achievement of objectives in spite of the limits met.

In view of what is stated above, the implementation of the next Program funded by the GPE which will take into account the major trends declined in the Government education sector program, will consolidate the achievements of the FTI implementation in the previous period.

Annex 3. Comments of Cofinanciers and Other Partners/Stakeholders

Context of preparation

In 2008-2009, the Government of Burkina Faso submitted a request to FTI for funding of its Basic Education Sector Program which had been endorsed by the local donors group. Preparation for the operation took one year and relied on the contribution of the Government and technical and financial partners and consultants. The Government requested funding to address the funding gap of US\$125 million and FTI awarded the Government US\$102 million which would be paid in three tranches of US\$22 million, US\$45 million and US\$35 million.

For this first operation, the Bank was selected as the supervising entity as it had been a key player in the development sector. This decision came following the Bank's decision to not participate in the pooled fund (or CAST) and to return to project type investments. The project-based approach, however, for this financing from FTI was rejected by the main partners and it was decided that the funding would be provided through a budget support mechanism.

The Government had initially understood that this was targeted sector budget support and not general budget support (GBS). After clarifying this, they agreed to continue with the GBS.

Main difficulties encountered

- One of the main difficulties was related to the confusion as to whether this was targeted budget support or general budget support.
- The preparation, implementation and monitoring of the operation required significant mobilization of the relevant ministries in terms of human resources, energy and time. This mobilization sometimes seemed disproportionate to the gains received.
- There was some skepticism of the Ministry of Finance since they were not familiar with the FTI and the conditions for accessing FTI resources. As such, it took a while for the Government to develop a sense of ownership of the operation.
- For a long time, there was a doubt about the financing mechanism chosen and the work schedule: it was only during the process that many of the stakeholders realized (including other TFPs (technical and financial partners)) that each operation required negotiations and ratifications to be done.
- During the implementation, communication with the other partners was inadequate.

Outcomes achieved

Undoubtedly, the outcomes are positive and multifaceted. Although the reforms were very ambitious, they have had a strong start though they have not all been completed in full (achieved in full) . This support from the FTI which was oriented towards policy reforms had real leverage in enabling the achievement of some difficult reforms that were difficult to implement. These efforts must be maintained in order to continue the reforms and to implement them over the long term. In addition, this joint exercise had the advantage of enhancing teamwork within the ministry, between the ministries and strengthening the collaboration between the ministries and the TFPs. Hence, real capacity-building was achieved within the partnership framework.

Lessons learnt

During the preparation

- For future operation, it could be worthwhile to improve the method of collaboration, notably the communication and the planning process of different steps of the program to be accomplished.
- The choice of the supervising entity must be done knowingly: management procedures of the supervising entity and its constraints must be known, and the means it intends to mobilize in order to play its role.

During the implementation

- Letters related to the FTI funds management between the ministry and the supervising entity should be shared with all stakeholders.
- It is important to integrate monitoring of the implementation of reforms in the sector monitoring program and this can be done by undertaking regular reviews of the progress made on all M&E frameworks through joint monitoring missions, meetings of the *cadre partenarial* and the work of thematic groups.

Annex 4. List of Supporting Documents

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Annex 5. Evolution of Selected Triggers and Indicators for Series

A. TRIGGERS/PRIOR ACTIONS

Policy Area 1: Overall Policy Measures

BEPSPG 1	BEPSPG 2	BEPSPG 3
Revision of the 2009 Annual Work Program for the Basic Ed Sub-Sector. Completed.	Original: Government has rolled out unspent investment funds for education activities in addition to the 2010 budget. Revised: Government has agreements with 4 agencies for the implementation of the 2009 school construction program and has transferred the funds allocated to finance this 2009 program not spent at the end of FY2009 to these agencies to ensure the program is completed. Completed.	Original: Government adopted the 2011 AWP for the Basic Education Sector and has implemented the decision to allow unspent investment appropriations for education infrastructure projects to be automatically rolled over to the next year's budget as of 2010. Trigger dropped in BEPSG 2.

Policy Area 2: Increasing Access and Equity

BEPSPG 1	BEPSPG 2	BEPSPG 3
Prior Action	Original Trigger	Original Trigger
The identification of all schools to prepare for next step to ensure their compliance with regulations on multi-grade classes and biennial school intake. Completed.	Original: Government has (for SY2010) 1) established support systems so schools practice only annual school intake and so all schools can provide all grades; 2) a communication plan to raise public awareness about the expansion of multi-grade; 3) updated guide and teacher training for managing multi-grade classes. Revised: Government has: 1) a communication plan to raise public awareness about the expansion of multi-grade and 2) updated the teachers' guide and trained teacher trainers. Completed.	Original: Government has developed an action plan to reduce the biennale school intake and to introduce multi-grade classes for all 45 provinces; 2) distributed the teaching guide to all teachers; and 3) developed information and training programs for supervisors and teachers. Revised (BEPSPG 2): Government has: (1) updated the guide for multi-grade teaching based on a piloting exercise; 2) distributed the guide to teachers and supervisors; and 3) trained teachers and supervisors newly involved with multi-grade teaching. Revised (BEPSPG 3): Government has operationalized the primary school multi-grade system (SY 2011/12), by: 1) finalizing the guide based on piloting; (b) distributing the updated guide to teachers and supervisors; and (c) offering training for teachers and supervisors newly involved with multi-grade teaching. Completed.
Government identifies and	Original: Government has 1) adopted a document	Original: Government has 1)

BEPSP 1	BEPSP 2	BEPSP 3
Prior Action	Original Trigger	Original Trigger
<p>communicating to the Ministry responsible for decentralization the list of 14 school complexes, 12 three classroom blocks, 29 latrine blocks, whose construction is planned as part of the 2009 budget (where management responsibilities have been transferred to the commune).</p> <p>Completed.</p>	<p>for 2009-2011 on implementing school construction and transferring responsibilities and funds to communes; and 2) established an M&E and technical support system for school construction (provided by the Ministry responsible for urbanism and habitat).</p> <p>Revised: Government has 1) increased number of communes in which school management has been decentralized (and funds transferred); 2) established a commission with regional representation to conduct M&E of school construction, and provided technical support to, these communes (within the ministry responsible for urbanism and habitat).</p> <p>Completed.</p>	<p>provided report on M&E and technical support of school construction (conducted by Ministry responsible for infrastructure); and 2) updated the multiyear document for implementation of construction by the MOD and the transfer of responsibilities to communes/local level actors.</p> <p>Revised (BEPSP 2): Government has ensured that decisions of the commune with respect to implementation of the school construction program are made after consultation with the COGES (where being piloted).</p> <p>Revised (BEPSP 3): Government has ensured that: (a) school construction programs where a Local Education Management Committee exists have been finalized and initiated only consulting with this committee; and (b) ensuring that starting FY 2011, the school construction programs in at least 12 of said Municipalities have been finalized and initiated only after such consultations with these committees</p> <p>Completed.</p>
<p>Ministry responsible for Secondary Education issues guidelines for developing a national strategy for reducing the deficit of secondary education teachers, and establishes a representative ad hoc committee responsible for preparing this strategy (consistent with guidelines) to be submitted to Cabinet for approval by August 15, 2009.</p> <p>Completed.</p>	<p>Original: Government has launched its national strategy through: 1) preparation of modules for certificate course on the pedagogic skills for the UFR (Unité d'enseignement et de recherche) options and for distance learning (SVT (Science de la vie et de la terre) and exact sciences for students in the second and third year of universities); and 2) management of executed teaching hours and <i>vacataires (heures de vacation)</i>.</p> <p>Revised: Government has 1) prepared training modules in math and science for certificate teaching courses for university students to be used for regular and distance education courses.</p> <p>Completed.</p>	<p>Original: Government has expanded the training strategy for options in UFR and other (subjects)</p> <p>Revised (BEPSP 2): The Government has started providing distance training to students to become math and science teachers.</p> <p>Revised (BEPSP 3): The Government has introduced a new distance education training program for students training to become math and/or science teachers in secondary schools and has enrolled at least 25 students for SY2011-12.</p> <p>Completed.</p>

Policy Area 3: Improving Internal Efficiency

BEPSG 1	BEPSG 2	BEPSG 3
Prior Action	Original Trigger	Original Trigger
Ministries responsible for Basic Education and Secondary Education issue regulations limiting repetition (between two sub-cycles) and prohibiting repetition within each sub-cycle in Primary Education and limiting the repetition in the first cycle of Secondary Education.	Original: Government has established system for 1) strengthening class visits and support to teachers and has launched implementation; and 2) monitoring the implementation of decisions related to limiting and prohibiting repetition. Revised: Government has trained the teachers to enable them to teach the curriculum as a unified program by cycle (as opposed to a succession of annual programs within the cycle).	Original: Government has provided 1) the report on class visits and support to teachers in primary and lower secondary; and 2) the report on the monitoring of repetition rates in primary and lower secondary. Trigger dropped in BEPSG 2
Completed.	Completed.	
Introduction of a system to monitor teachers' time spent providing instruction to students in Primary Education and the first cycle of Secondary Education and preparation of an action plan to implement the recommendations of Government studies on improving students learning time.	Original: Government has launched a system for monitoring time spent by teachers with the publication of the first trimestrial report on implementation of activities. Revised: Government has 1) issued a notice to limit unauthorized closings and insist on the strict application of rules on teaching hours and teachers' absences; 2) introduced an annual administrative period before the teaching period; and 3) strengthened its capacities to implement the administration's remedies to unauthorized absence of teachers in primary education; and 4) established an M&E system of the number of hours taught by full-time teachers and the use of part-time teachers in secondary education. Completed.	Original: Government has provided the report on the study for assessing learning time in primary and lower secondary. Revised (BEPSG 2): Government has monitored the effective time spent in class and published the results in newspapers Revised (BEPSG 3): Government has introduced a system for monitoring the time spent teaching by Primary and Secondary School teachers and has published these results for SY2010-11 in major newspapers. Completed.
Completed.		
Ministries responsible for Basic Education and Secondary Education adopt an action plan to implement strategy for student learning assessment (primary education – in 45 provinces and for secondary education – in 23 provinces).	Original: Government has begun implementing student learning assessments (in 45 provinces for primary education and in 23 provinces for lower secondary education) and has begun aligning the two assessment systems. Revised: Government has 1) designed and implemented pilots for student learning assessments in primary education in the 45 provinces and at the secondary level in 23 provinces; and 2) published the results of these assessments. Completed.	Original: Government has implemented student learning assessments in 25 provinces to be extended progressively to the entire country. Revised (BEPSG 2): Government has sent student assessment results to teachers with feedback on how to improve their teaching and to teacher training schools with the aim to improve pre-service training. Trigger (BEPSG 3): Government has operationalized system (SY2011/12) to provide to all Primary and Secondary Schools, and their teachers, as well as Primary and Secondary School teacher training institutions, performance assessments of such entities' students, and recommendations of ways to improve teaching approaches. Completed.
Completed.		

Policy Area 4: Diversification of Technical Education and Vocational Training

BEPSPG 1	BEPSPG 2	BEPSPG 3
Prior Action	Original Trigger	Original Trigger
<p>Ministries responsible for Secondary Education and for Professional Training issue a decision to introduce apprenticeship training and Ministries responsible for Basic Education, Secondary Education, and Youth and employment respectively, for aggregating education resources in institutions offering Secondary, Technical and Professional Education.</p> <p>Completed.</p>	<p>Original: Government has: 1) adopted its main document for TVET and priority action plan (to be incorporated in the 2010 global action plan); and 3) finalized its framework document on self-management of TVET institutions and training facilities.</p> <p>Revised: Government has: 1) revised training programs for key skills to better align to the needs of the labor market; 2) established individual budget lines for training institutions; and 3) adopted regulations allowing the training institutions to provide paid services to the private sector and use this income to finance their recurrent and development costs.</p> <p>Completed.</p>	<p>Original: Government has: 1) conducted a pilot study in at least four TVET institutions on dual apprenticeship; 2) adopted guidelines for regulating and integrating TVET given to primary school graduates.</p> <p>Revised (BEPSPG 2): Government has: 1) adopted regulations on dual apprenticeship training; 2) introduced dual apprenticeship training in at least four training institutions; and 3) informed the public on the opportunities offered to primary education graduates by TVET.</p> <p>Revised (BEPSPG 3): Government has: (1) adopted a regulatory framework designed to encourage the introduction of Dual Apprenticeship training programs; (2) introduced and operationalized (beginning in SY2011-2012) such programs in at least four training institutions; and (3) informed the public of the Dual Apprenticeship opportunities available to primary education graduates who attend TVET programs.</p> <p>Completed.</p>

Policy Area 5 – Health, Nutrition & HIV/AIDS

BEPSPG 1	BEPSPG 2	BEPSPG 3
Prior Action	Original Trigger	Original Trigger
<p>Ministries responsible for Health and the Basic Education of approve draft strategy on health and nutrition in schools with a view to submitting it to the Cabinet for adoption.</p> <p>Completed.</p>	<p>Original: Government has adopted a strategy on health and nutrition in schools.</p> <p>Revised: Government has begun including health, nutrition and HIV/AIDS in lower secondary education curriculum (SY2009/10) and in the teacher's guide to teaching. Trigger met.</p>	<p>Original: Government has integrated health and nutrition concepts into the curriculum.</p> <p>Revised (BEPSPG 2): Government has organized working sessions of subject committees which produced a draft of the revised curricula by integrating health, nutrition and HIV/AIDS in the curriculum of upper secondary education.</p> <p>Revised (BEPSPG 3):</p>

BEPSG 1	BEPSG 2	BEPSG 3
Prior Action	Original Trigger	Original Trigger
		Government has adopted and introduced (SY2011) a revised curriculum for secondary education that integrates health, nutrition and HIV/AIDS education.

B. INDICATORS

BEPSG 1	BEPSG 2	BEPSG 3
Policy Area 1: Overall Policy Measures		
A revised action plan consistent with program requirements on policy reform and institutional strengthening.	<p>Implementation of policy and institutional reforms contained in the annual Action plans.</p> <p>Resources are available for continuation of the school construction programs from one fiscal year to the next.</p> <p>Previous indicator achieved.</p>	Same Achieved
Policy Area 2: Increasing Access and Equity		
All multi-grade classes provided w/ a minimum pedagogical kit	Same	Same
Primary level GER from 80.2% (2008/09) to 110% (2010/11)	Primary level GER from 72.4% in 2008/09 to 74.8% in 2009/10; to 77/1% in 2010/11 and to 82.4% in 2011/12. (Target modified)	Same
Reduction in average student teacher ratio from 54.8:1 in 2006 to 51.1:1 in 2011 then to 45.6 in 2020	Reduction in average student teacher ratio from 55:1 in 2008 to 54.2: 1 in 2009/10 to 53.4: 1 in 2010/11 and to 52.6:1 in 2011/2012. (Target modified)	Same
	The new university teacher training programs for math and science are in place.	Same Achieved
Reduction in average student/class which will fall from 44.1 in 2006 to 41.9 in 2011 then to 38 in 2020.	Dropped	
% of incomplete primary schools (< 6 classes) reduced by 50% in 2011/12	Dropped	
Schedule for regularizing all 637 schools with multi-grade classes with large enrollments is ready	Achieved/Dropped	
		<p>Unit costs of construction would fall from FCFA 8,624,000 and that the pace of construction would increase without compromising quality.</p> <p>No target set. Costs decreased substantially.</p>
Policy Area 3: Increasing Internal Efficiency		
Repetition rates go from 12% in 2007 to 8% in primary	<p>Repetition rates go from 10.6% in 2008/09 to 10%;</p> <p>Repetition rates go from 12% in 2009/10 to 10 in</p>	Same

	2010/11 and 2011/12 and to 8% in primary in 2015 (Target modified)	
Repetition rate goes down from 25% in 2006 to 10% in 2015 in lower secondary.	Repetition rate goes down from 25.7% in 2008/09 to 24.6% in 2009/10; to 19.2% in 2010/11; to 16.5% in 2011/12; and then to 9% in lower secondary in 2015. (Target modified)	Same
Number of instructional hours rises from 540 hours/year in 2007 to 800 hours/year in 2011.	Number of instructional hours rises from 574 hours/year in 2007 to 736 in 2010 and 800 hours/year in 2011. (Target modified)	Same
	Number of unauthorized absences decreased between 2008/2009 and 2011/2012 in two sentinel provinces (Bobo and Ouahigouya).	Dropped
	Number of unscheduled school closures in the school calendar in 2 sentinel provinces (Bobo and Ouahigouya) decreases from 2008/2009 to 2011/2012 in primary and lower secondary education.	Dropped Achieved
Average scores on tests of achievement have improved, indicators: 1) French -- Fourth grade: from 50 points over 100 to 60 points in 2011 and 70 points in 2015 -- Sixth grade: from 53.7 points over 100 in 2006 to 60 in 2011 2) Math -- Fourth grade: from 38 points over 100 to 50 points in 2011 and 60 points in 2015 -- Sixth grade: from 49.8 points over 100 to 55 points in 2011 and 60 points in 2015 3) Science -- Fourth grade from 46 points over 100 to 55 points in 2011 and 65 points in 2015	Dropped	
Primary completion rate (TAP) will increase from 40.7 in 2007/08 to 58% in 2011 and 75.1% in 2015 and 100% in 2020.	Primary completion rate will increase from 41.7% in 2008/09 to 45.9% in 2009/10; to 51.4% in 2010/11 to 56.3% in 2011/12, 75.7% in 2015 to 100% in 2020.	Same
	Low secondary completion rate will increase from 15.8% in 2008/09 to 17.1% in 2009/10 to 17.6% in 2010/11 to 18.8% in 2011/12.	Same Achieved
Policy Area 4: Diversification of TVET		
Increase by 30,000 young people in 2011 and 50,000 young people in 2015.	Increased from 25,877 young people in annual flow by 2008-09 to 25,804 in 2009/10, to 30,000 in 2010/11 and 2011/12 and 50,000 young people in 2015.	Same
Common management tools are available that allow for planning, implementation and M&E of TVET.	Common management tools are available that allow for planning, implementation and M&E of TVET.	Same
% of public schools practicing TVET as a training mechanism.	% of public schools practicing TVET as a training mechanism.	Same
Number of schools with autonomy.	Dropped	
Number of institutions using the mechanism for sharing.	Dropped	
Policy Area 5: Health, Nutrition & HIV/AIDS		
Nutrition improves access in areas with high cereal deficit	Dropped	
Curricula include preschool, primary and secondary health issues	Same	Same

*This table indicates achievement of those indicators which were used for 1 or 2 operations and for which there is information. Achievement of indicators used across all 3 operations can be found in the datasheet.

