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Report No: PAD1044

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF SDR35.5 MILLION (US\$50 MILLION EQUIVALENT)

TO

BURKINA FASO

FOR AN

EDUCATION ACCESS AND QUALITY IMPROVEMENT PROJECT

April 2, 2015

Education Global Practice
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective January 31, 2015)

Currency Unit	=	FCFA
FCFA 579	=	US\$1
US\$ 1	=	SDR 0.70932047

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

ABAP	Annual Budgeted Action Plan
AFD	<i>Agence Française de Développement</i> – French Agency for Development
APE	<i>Association des Parents d'Elèves</i> - Students Parent Association
API	Integrated Pedagogical Approach
BEPC	<i>Brevet d'Etudes du Premier Cycle</i> - Lower Secondary Certificate
CAM	<i>Commission d'Attribution des Marchés</i>
CAP	<i>Cellule Animation Pédagogique</i>
CEG	<i>Collège d'Enseignement Général</i> – Lower Secondary School
CENAMAFS	<i>Centre National des Manuels et Fournitures Scolaires</i> - National Centre for Textbooks and School Supplies
CEP	<i>Certificat d'Enseignement Primaire</i> – Primary Education Certificate
CIFE	<i>Circuit Intégré des Financements Extérieurs</i> - Integrated Circuit of External Financing
COGES	<i>Comité de Gestion Scolaire</i> – School-Based Management Committee
CP	Pedagogic Adviser
CPS	Country Partnership Strategy
DA	Designated Account
DGCMEF	<i>Direction générale du contrôle des marchés et des engagements financiers</i> – General Directorate of Procurement and financial commitment control
DGESS	<i>Direction Générale des Etudes et des Statistiques sectorielles</i> – General Directorate for Studies and Sector Statistics
DGIFPE	<i>Direction Générale des Inspections et de la Formation des Personnels de l'Éducation Générale</i> --Directorate of Inspections and Teacher Training
DMP	<i>Direction des Marchés Publics</i> – Directorate for Public Procurement
DP	Development Partner
EA	Environment Assessment
EAQIP	Education Accessment and Quality Improvement Project
ECD	Early Childhood Development
EMIS	Education Management Information System
ENEP	<i>Ecole Normale des Enseignants du Primaire</i> – Primary School Teacher Training School
ENS-UK	<i>Ecole Normale Supérieure</i> – <i>Université de Koudougou</i> – Teacher Training School
ESMF	Environmental and Social Management Framework
ES /CEBNF	<i>Ecole Satellite / Centre d'Education de Base Non Formelle</i> – Satellite

	School/Non-Formal Basic Education
ESMP	Environmental and Social Management Plan
ESW	Economic Sector Work
FM	Financial Management
GER	Gross Enrollment Rate
GoBF	Government of Burkina Faso
GPE	Global Partnership for Education
IAI	Interactive Audio Instruction
IBRD	International Bank for Reconstruction and Development
ICB	International Competitive Bidding
ICR	Implementation Completion and Results Report
IDA	International Development Association
IDB	Islamic Development Bank
IDS	<i>Institut Des Sciences</i> – Science Institute
IFR	Interim Financial Report
INFTS	<i>Institut National De Formation en Travail Social</i> - National Institute for Training of Social Workers
IPF	Investment Project Financing
IPR	Independent Procurement Review
JICA	Japanese Agency for Cooperation
MASSN	<i>Ministère de l'Action Sociale et de la Solidarité Nationale</i> – Ministry of Social Affairs and National Solidarity
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MENA	<i>Ministère de l'Education Nationale et de l'Alphabétisation</i> - Ministry of Basic Education
MESS	<i>Ministère des Enseignements Secondaire et Supérieur</i> - Ministry of Secondary and Tertiary Education
MTR	Mid-Term Review
NCB	National Competitive Bidding
NGO	Non-Government Organization
NPC	Net Present Cost
OCECOS	<i>Office Central des Examens et Concours du Secondaire</i> – Central Office for Secondary School Examinations
ORAF	Operational Risk Assessment Framework
PAD	Project Appraisal Document
PCU	Project Coordination Unit
PDO	Project Development Objective
PDSEB	<i>Programme de Développement Stratégique de l'Education de Base</i> – Basic Education Strategic Development Program
PPEP 1	Post-Primary Education Project 1
PPEP 2	Post-Primary Education Project 2
PIM	Project Implementation Manual
PNADES	<i>Plan National d'Action de Développement de l'Enseignement Supérieur</i> – National Tertiary Education Development Plan
PPP	Public Private-Partnership

PPR	Post Procurement Review
RF	Results Framework
RPF	Resettlement Policy Framework
RFP	Request For Proposal
SBMC	School Based Management Committees-- <i>Comité de Gestion Scolaire</i>
SC	Steering Committee
SCADD	Strategy for Accelerated Growth and Sustainable Development
SG	<i>Secrétariat Général</i> - Secretary General
SIP	School Improvement Plan
SMASE	Strengthening of Mathematics and Science in Education
SSA	Sub-Saharan Africa
TVET	Technical and Vocational Education and Training
UEMOA	<i>Union Economique et Monétaire Ouest Africaine</i> —West Africa Economic and Monetary Union
WFP	World Food Programme

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Country Director:	Ousmane Diagana
Senior Global Practice Director :	Claudia Maria Costin
Practice Manager:	Peter Nicolas Materu
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BURKINA FASO
Education Access and Quality Improvement Project – EAQIP (P148062)

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MAP

PAD DATA SHEET

Burkina Faso
Education Access and Quality Improvement Project (EAQIP) (P148062)

PROJECT APPRAISAL DOCUMENT

AFRICA

Report No.: PAD1044

Basic Information			
Project ID P148062	EA Category B - Partial Assessment	Team Leader(s) Adama Ouedraogo	
Lending Instrument Investment Project Financing	Fragile and/or Capacity Constraints []		
	Financial Intermediaries []		
	Series of Projects []		
Project Implementation Start Date 2-April-2015	Project Implementation End Date 31-Mar-2019		
Expected Effectiveness Date 31-May-2015	Expected Closing Date 31-Jul-2019		
Joint IFC No			
Practice Manager/Manager Peter Nicolas Materu	Senior Global Practice Director Claudia Maria Costin	Country Director Ousmane Diagana	Regional Vice President Makhtar Diop
Borrower: Burkina Faso			
Responsible Agency: Ministere des Enseignements Secondaire et Superieur			
Contact: Telephone No.:	Bila DIPAMA 22625332626	Title: Email:	General Secretary bdipama@hotmail.com
Responsible Agency: Ministere de l'Education Nationale et de l'Alphabetisation			
Contact: Telephone No.:	DIABOUGA Y. Pascal 22625307853	Title: Email:	General Secretary ydiabougaa@yahoo.fr
Project Financing Data(in USD Million)			
[] Loan	[X] IDA Grant	[] Guarantee	
[] Credit	[] Grant	[] Other	
Total Project Cost:	51.00	Total Bank Financing:	50.00
Financing Gap:	0.00		

Financing Source						Amount				
BORROWER/RECIPIENT						1.00				
IDA Grant						50.00				
Total						51.00				
Expected Disbursements (in USD Million)										
Fiscal Year	2015	2016	2017	2018	2019					
Annual	2.07	12.32	19.19	13.80	2.62					
Cumulative	2.07	14.39	33.58	47.38	50.00					
Institutional Data										
Practice Area (Lead)										
Education										
Contributing Practice Areas										
Cross Cutting Areas										
<input type="checkbox"/> Climate Change										
<input type="checkbox"/> Fragile, Conflict & Violence										
<input checked="" type="checkbox"/> Gender										
<input type="checkbox"/> Jobs										
<input checked="" type="checkbox"/> Public Private Partnership										
Sectors / Climate Change										
Sector (Maximum 5 and total % must equal 100)										
Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %						
Education	Secondary education	60								
Education	Tertiary education	20								
Education	Primary education	15								
Education	Pre-primary education	5								
Total		100								
<input checked="" type="checkbox"/> I certify that there is no Adaptation and Mitigation Climate Change Co-benefits information applicable to this project.										
Themes										

Theme (Maximum 5 and total % must equal 100)		
Major theme	Theme	%
Human development	Education for the knowledge economy	80
Human development	Education for all	20
Total		100
Proposed Development Objective(s)		
<p>The project development objective is to support the Government of Burkina Faso to increase access to pre-school education in the two poorest regions, secondary education in the five poorest regions and to improve teaching and learning.</p> <p>The components in support of these objectives have been designed to complement other activities financed by the Government and other development partners.</p>		
Components		
Component Name	Cost (USD Millions)	
Component 1: Expanding equitable access to pre-school education in the two poorest regions and to secondary education in the five poorest regions	30.00	
Component 2: Improving the quality of teaching and learning	13.00	
Component 3: Contributing to strengthening education institutional capacity at central and decentralized entities	8.00	
Compliance		
Policy		
Does the project depart from the CAS in content or in other significant respects?	Yes []	No [X]
Does the project require any waivers of Bank policies?	Yes []	No [X]
Have these been approved by Bank management?	Yes []	No []
Is approval for any policy waiver sought from the Board?	Yes []	No []
Does the project meet the Regional criteria for readiness for implementation?	Yes [X]	No []
Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	X	
Natural Habitats OP/BP 4.04		X
Forests OP/BP 4.36		X
Pest Management OP 4.09		X
Physical Cultural Resources OP/BP 4.11	X	
Indigenous Peoples OP/BP 4.10		X
Involuntary Resettlement OP/BP 4.12	X	

Safety of Dams OP/BP 4.37			X
Projects on International Waterways OP/BP 7.50			X
Projects in Disputed Areas OP/BP 7.60			X
Legal Covenants			
Name	Recurrent	Due Date	Frequency
Ministry of Basic Education (MENA) Support to the Project Coordination Unit (PCU)	X	At Project Effectiveness	CONTINUOUS
Description of Covenant			
MENA provides support to the PCU in all activities pertaining to basic education, including: pre-school activities, the curriculum reform, the construction of public and private lower secondary schools, and the reinforcement of entities in charge of planning and monitoring basic education activities within MENA.			
Name	Recurrent	Due Date	Frequency
Ministry of Social Affairs and National Solidarity (MASSN) support to the PCU	X		Annually
Description of Covenant			
MASSN provides support to the PCU in the identification and the monitoring of students from poor households in the five (5) poorest regions.			
Name	Recurrent	Due Date	Frequency
Annual Budgeted Action Plan (ABAP)	X		Annually
Description of Covenant			
An ABAP for the following year has to be prepared by September 30 of each year during the implementation of the Project.			
Name	Recurrent	Due Date	Frequency
Mid-term review		31-May-2017	
Description of Covenant			
A mid-term review will be undertaken not later than two (2) years after Effectiveness of the Project.			
Conditions			
Source Of Fund	Name	Type	
IDAT	Project Steering Committee (SC)	Effectiveness	
Description of Condition			
The Recipient has established the Project Steering Committee (SC), with composition, functions, and resources satisfactory to the Association.			
Source Of Fund	Name	Type	
IDAT	Project Coordination Unit	Effectiveness	
Description of Condition			

The Recipient has established within the MESS, a Project Coordination Unit, with mandate and resources satisfactory to the Association.			
Source Of Fund	Name	Type	
IDAT	Project Implementation Manual (PIM) and Financial Management Manual	Effectiveness	
Description of Condition			
The Recipient has adopted (i) a Project Implementation Manual, and (ii) a Financial Management Manual, both in form and substance satisfactory to the Association.			
Team Composition			
Bank Staff			
Name	Role	Title	Unit
Adama Ouedraogo	Team Leader (ADM Responsible)	Senior Education Specialist	GEDDR
Mamata Tiendrebeogo	Procurement Specialist	Senior Procurement Specialist	GGODR
Alain Hinkati	Financial Management Specialist	Sr Financial Management Specialist	GGODR
Abdoulaye Gadiere	Safeguards Specialist	E T Consultant	GENDR
Begnadehi Claude Bationo	Team Member	Senior Operations Officer	AFMBF
Bintou Sogodogo	Team Member	Program Assistant	AFMBF
Faly Diallo	Team Member	Financial Officer	WFALA
Lucienne M. M'Baipor	Safeguards Specialist	Senior Social Development Specialist	GSURR
Maimouna Mbow Fam	Team Member	Sr Financial Management Specialist	GGODR
Ngor Sene	Team Member	Financial Management Specialist	GGODR
Pierre Joseph Kamano	Team Member	Senior Education Specialist	GEDDR
Roch Levesque	Team Member	Senior Counsel	LEGAM
Safaa El Tayeb El-Kogali	Team Member	Lead Specialist	GEDDR
Shobhana Sosale	Team Member	Senior Operations Officer	GEDDR
Sunita Kosaraju	Team Member	Consultant	GEDDR
Tshela Rose-Claire Pakabomba	Team Member	Program Assistant	GEDDR
Extended Team			

Name	Title	Office Phone	Location
Donald Hamilton	Consultant Education		Maryland
Jacob Bregman	Consultant		Virginia

Locations					
Country	First Administrative Division	Location	Planned	Actual	Comments

I. STRATEGIC CONTEXT

A. Country Context

1. Since the early 1990's Burkina Faso has implemented sound economic policies and enjoyed relative political stability which have underpinned strong economic growth. Notwithstanding a narrow resource base and a high degree of vulnerability to climate change and exogenous shocks, as well as a predominantly rural and expanding population of 13.6 million, exports of cotton and gold and sound macroeconomic management have enabled stable economic growth during the past decade. From 2000 to 2010, real Gross Domestic Product (GDP) grew by 5.2 percent on average annually. The adverse impact of population growth has been offset by sound structural and economic reforms that have helped sustain continued investment and a stable macro-economic environment. However, the country recently experienced internal unrest linked to perceptions of a lack of accountable public sector management. These events led to the resignation of the President and dissolution of the National Assembly. The current interim government was formed following negotiations among various political parties and civil society groups. The change of government has not resulted in any significant changes to government policies or disruption to government operations. Burkina continues to face challenges stemming from climate change in the Sahel and growing regional instability and unrest. The country recently experienced a large inflow of refugees from neighboring countries which has placed additional pressure on public resources and food security.

2. In 2012 high levels of gross investment (private and public investment in mining, roads, services and school infrastructures) resulted in a GDP growth rate of eight percent. The economic outlook prior to the political changes was positive with an annual growth rate of seven percent predicted for the period 2013 to 2015. Short term growth is now expected to be lower; however, it is expected that longer term projections will be unaffected. Notwithstanding these considerations, Burkina Faso's manufacturing sector remains weak and its agricultural sector performs significantly below potential due to persistently low productivity. To sustain and accelerate growth, Burkina will need to diversify its economy and enhance competitiveness. In December 2010, the Government of Burkina Faso (GoBF) adopted the Strategy for Accelerated Growth and Sustainable Development for 2011–15 (*Stratégie pour la Croissance Accélérée et le Développement Durable -- SCADD*). The SCADD aims to promote growth through support to, *inter alia*, agribusiness and small and medium-sized enterprises, while concurrently introducing critical economic structural reforms and enhancing economic participation of the poor.

3. With approximately 46 percent of the population living below the poverty line, stubborn and persistently high levels of predominantly rural poverty continue to undermine development. Non-income indicators of poverty and welfare demonstrate significant gender and spatial disparities particularly in the areas of education and health and are among the lowest in the world. In this context the majority of the Millennium Development Goals (MDGs) will remain out of reach in the short term. Expanding access to education, and improving the quality of education remain persistent challenges, especially with high infant and maternal mortality, and fertility rates. Data moreover demonstrate a gender gap of 32

percent in employment and 15 percent in education.

4. Burkina Faso has a young and rapidly growing working-age population. Based on 2009-10 household survey data, 70 percent of the population was under the age of 30; one in four Burkinabe was less than seven years old; and children under the age of 14 years made up approximately one-half of the total population. If current levels of population growth remain unchanged, the overall population is projected to double with each generation with serious and negative repercussions for poverty reduction initiatives and the education and health sectors. As a consequence of population related challenges, the GoBF is in the process of reviewing its policies and implementing strong actions to curb the current rate of demographic growth.

5. The national youth literacy rate at 29 percent is low (2010), while youth illiteracy rates in rural areas is 90 percent compared to the Sub-Saharan Africa (SSA) average of 70 percent. Only 13 percent of the Burkina population over the age of 16 years has completed a full cycle of primary education, and despite persistent and remarkable differences in access to education in rural and urban areas, two-thirds of the urban labor force has not completed primary education. Access to technical and vocational education and training (TVET) is minimal in both rural and urban areas, while access to higher education is severely limited for all groups although students from higher income families enjoy greater access. While the demographic and educational profile of the country suggests a significant challenge, the relative youth of the population could be transformed into an asset if improvements to education and training can be effectively harnessed to drive improved economic productivity.

6. Accelerating job creation, and improving the inclusivity of economic growth have driven Burkina Faso's economic and political debates. Against a background of high population and labor force growth, average annual economic growth of 5 percent in the years spanning 1994-2011 has failed to produce the quantity or quality of jobs required to pull large numbers of people out of poverty. Persistent and high levels of poverty underpin general discontent over price increases, a perceived lack of social progress and poor access to economic opportunities, particularly among the youth. In response to this, the GoBF consulted socio-political groups and implemented priority measures to meet popular demands, including the creation of an emergency program for supporting youth job creation. The interim government is expected to pursue these programs even more vigorously.

7. A key challenge facing Burkina Faso is the need to expand access to quality social services while producing tangible results. Given widespread dissatisfaction with the status quo, the government cannot afford to implement a sequential or linear model to achieve better service delivery and must concurrently demonstrate improved governance and accountability while implementing a strategy with results. Expanding access to education first and improving the quality of educational outputs later is therefore not feasible in the current context. Research shows that improving the quality of educational outcomes must be integral to any education development program that aims to increase access, retention and educational achievement. While Burkina Faso is on track to reach the MDG targets for access to potable water and reduced HIV prevalence, significant challenges persist with regard to the achievement of the rest of the MDGs, including those targeting the education sector. Current

strategies for the education sector will help to advance progress in meeting the sector targets. However, while the recent political changes are likely to lead to greater internal stability, growing regional political and economic unrest, and the lagging effects of the global financial crisis, are likely to negatively impact Burkina's progress towards achieving the MDGs.

B. Sectoral and Institutional Context

8. The education system is divided into the following subsectors: pre-school education, primary education, secondary education, and a tertiary sub-sector. Pre-school education is limited to a few private kindergartens generally located in major cities. Primary school comprises a cycle of six grades of education that ends with completion of the primary school leaving certificate *Certificat d'Enseignement Primaire* (CEP). Secondary school consists of a lower secondary cycle of four years, culminating in the lower secondary certificate BEPC (*Brevet d'Etudes du Premier Cycle*); and an upper secondary cycle of three years, which successful students complete with the attainment of the Baccalaureate (BAC). Tertiary education comprises the formal post-secondary sub-sector. TVET is provided at the secondary and tertiary levels of education.

Limited Provision of Quality Early Childhood Education

9. Access to early childhood education in Burkina Faso is extremely limited, with a net enrollment rate of only 3.5 percent for pre-primary education (2011-2012). An estimated 800 pre-schools provide early childhood development (ECD) and currently enroll about 67,000 children nationally. ECD is primarily provided by the non-state sector (both for-profit and non-profit) with only 15 percent of ECD centers being operated by the Government. Public expenditure data from 2007 demonstrates that just 0.6 percent of the public education budget was spent on pre-primary education. There is evidence of rapidly increasing demand from parents for ECD programs, combined with a willingness to pay for services. In the past five years, enrollment in pre-primary education has increased by over 60 percent, although it is worth emphasizing that this trend is off a very low base, and access to ECD remains extremely limited for poor citizens. A number of constraints limit the expansion of ECD programs in Burkina. A key challenge relates to child rearing practices which are not always consistent with optimizing child development and readying children for ECD programs. A parenting program has been implemented to improve child rearing practices in order to better prepare children for participation in ECD programs and further education. An additional challenge in expanding the provision of ECD in Burkina Faso is the scale of the country, the diversity of its geographic conditions, a widely dispersed population many of whom pursue nomadic livelihoods, and the large proportion of children who live in hard-to-reach, rural areas.

10. Improving the quality of ECD programs is an urgent priority. The proportion of trained staff in higher quality, registered pre-primary schools is only 21.7 percent. The ratio of students to trained staff in Burkinabe ECD centers is 107:1 compared to an international best practice student-teacher ratio of 15:1. There is also a need for both state and non-state sectors to improve and implement monitoring and compliance checks required by existing regulation to further improve quality. The output of certified teachers and supervisors needs to be increased rapidly to promote quality at all levels and to meet growing needs of the sector. In this context, a number of

options for program delivery and teacher/supervisory training, including low-cost interactive audio instruction, need to be explored.

Inadequate access to Primary Education

11. The country has made significant progress in expanding access to primary education and improving completion rates over the past decade. The primary gross enrollment rate (GER) improved from 72 percent in 2008 to 81 percent in 2013; 93 percent of the age group enters the first primary grade on schedule. However, although the primary completion rate has improved significantly, it continues to remain relatively low at 59 percent. Progress in expanding access to primary education is constrained by supply and demand factors. On the supply side, inadequate school infrastructure, overcrowded schools, the long distances many children must walk to school, and an inappropriate school calendar adversely impacts access. Due to perceived greater risks accruing to girls who have to travel long distances on isolated roads, proximity to schools is a significant obstacle to girls' education in rural areas.

12. Demand for primary education is constrained by high direct and indirect costs. Primary education is free, but the subsidies provided by the GoBF are inadequate to cover the costs of good quality education. As a consequence, schools continue to impose unregulated fees on parents to supplement government transfers. These top-up fees when combined with the cost of textbooks and other teaching materials, as well as the high opportunity costs associated with enrolling a child in education, makes primary education unaffordable for many poor families.

Limited Access to Secondary Education

13. Progress in improving access to primary education over the course of the last ten years has exacerbated already significant pressure to further develop the secondary level of education, particularly in rural areas. In 2013, 259,000 students completed a full course of primary education. Of these learners, only 66 percent continued to the lower secondary cycle, meaning that 88,000 qualified students, predominantly from rural areas, missed the opportunity to enter secondary education. The secondary GER has increased slowly since the early 2000s reaching 28 percent in 2013 (37 percent in lower secondary and 14 percent in upper secondary) with significant rural/urban, income and gender inequity. Several factors act as barriers to entry and perpetuate unequal access. An inadequate supply of accessible schools especially in the rural areas is a significant challenge, with many secondary institutions located far from households. Available data show that parents are reluctant to send their children to schools located more than 20 kilometers from their homes. This is especially pertinent with regard to security concerns which disproportionately impact girls who may have to walk long distances or live away from home in uncertain conditions.

14. Demand for secondary education is weak. Direct and indirect costs to households associated with both cycles of secondary education increase following the completion of primary education, negatively impacting the education of poorer children. For many families, costs associated with tuition and textbooks are prohibitively high, and this is compounded by the perception of greater opportunity costs to households associated with the enrollment of older children in education. In a recent survey, students cited the high cost of secondary education and

parental reluctance to permit enrollment in secondary education as reasons for staying out of the system. The practice of parents keeping girls at home while sending boys to school is more pronounced at the secondary level. Even when parents decide to send children to school, they are often withdrawn before the end of the cycle to assist with productive activities in an effort to mitigate household poverty. Girls, moreover, are often withdrawn from school due to marriage or because of early or unwanted pregnancies. Some parents prefer early marriages as a form of insurance against unwanted pregnancies. Constraints on access to education vary significantly by region and interventions will need to be tailored to address the constraints specific to particular areas.

Limited Access to Tertiary Education

15. Given the size of the general population, a total enrollment of 61,000 in higher education, translating to 388 students per 100,000 inhabitants in 2010/11, is fairly low. These figures disguise substantial growth in enrollment (82 percent) between 2006/07-20110/11, which has led to the over-crowding of tertiary institutions and a high ratio of students to academic staff (on average 116 to 1 in public institutions). Higher education is negatively affected by high rates of repetition (15 percent on average), particularly among those enrolled in the second and third years, where students repeating years of study reach 21 and 23 percent, respectively. A national 10-year action plan addressing the weaknesses of the tertiary education sub-sector was prepared in 2013 (*Plan National Action de Développement de l'Enseignement Supérieur - PNADES*). It includes proposed investments aimed at addressing limited access, improving the quality of education delivered, increasing support for university research and improving systems of governance. The GoBF has allocated resources in its higher education budget to commence implementation of the plan. To date construction of amphitheatres has begun at the University of Ouagadougou and *Institut de Développement des Sciences – IDS*, and funds have been allocated to increase student bursaries.

Low Quality of Education

16. The quality and internal efficiency of primary education will also require further improvement if the MDGs are to be met. The quality of teaching and learning system wide is low largely due to a scarcity of appropriate and up to date educational materials, poor teaching practices, and inadequate learning environments. Quality education is further constrained by weak pedagogical and administrative management in primary education.

Inappropriate Curriculum

17. Poor and inappropriate curricula contribute to the low quality of education and limited learning achievement of students in the first three sub-cycles of the education system. Programs implemented in many ECD centers do not focus sufficiently on the development of social and psycho-motor skills, and do not adequately establish a foundation for literacy and numeracy for further development in primary education. Improved curricula complemented and supported by appropriate and relevant materials and training, must ensure that children are ready for primary school enrollment, enabling higher achievement of learners in the education system. There is a sharp discontinuity between the curricula for primary and lower secondary education: students

who enter grade seven often find that they must learn new concepts for which they lack required preparation. As a consequence, many students do not perform well in their end-of-year examinations. This contributes to the already high repetition rates. For those who bear high opportunity costs associated with education, school repetition are prohibitive. They dropout of schools. The overall attrition rates diminish the number of graduates from secondary school.

18. Implementation of the basic education curriculum reform was launched in March 2014 and is expected to be completed by the 2020-2021 academic year. The revised curriculum has two principle objectives: The first is to ensure a smooth transition between primary and the first cycle secondary education, with a focus on reducing failure rates in the first grade of secondary education. The second objective is to provide pre-TVET induction to students to better prepare them for further skills development and to improve their prospects in the labor market. To date, the following activities have been implemented with support from the national budget and development partners (DPs): (a) the curriculum reform framework document which describes the curriculum and education goals, targets and objectives by subject area for the different levels of education, and the new pedagogical approach and the expected new graduate profile, both of which have been approved; (b) the description and organization of basic education; (c) the organization of the content of the curricula by sub-cycle and subject area, and (d) the arrangements for piloting the draft curricula. The project will focus on the key remaining activities, including the development and approval of teaching programs and materials for the piloting of revised curricula, the training of teachers and teacher supervisors to effectively implement new curricula and the revision and development of textbooks and other teaching materials complementary to the new curriculum.

Low internal efficiency and poor quality

19. The internal efficiency of secondary education remains low. For the period the 2006-2012 annual lower-secondary dropout and repetition rates averaged 13 to 15 percent and 25 to 29 percent, respectively. Alarming, the annual grade 10 repetition rate was much higher at 40-49 percent. Similar patterns can be observed for the upper-secondary level, with annual dropout and repetition rates for grades 11 and 12 of 5 to 15 percent and 14 to 21 percent, respectively. An annual repetition rate of 35 to 40 percent for the final Baccalaureate examination year (grade 13) is even higher. Low levels of internal efficiency lead to unnecessarily high unit costs per graduate and make expansion of the system more expensive, compromising sustainability and low returns to investments. Low internal efficiency and limited access, moreover, impact various socio-economic groups inequitably, with higher numbers of students from poor families failing to complete these cycles of education, undermining the impact of education on poverty reduction.

20. High repetition rates in grades 10 and 13 are exacerbated due to the high stakes and the perception of life-changing implications associated with the BEPC and Baccalaureate examinations that determine access to upper-secondary and higher education. Many students who do not pass their examinations the first time repeat the grade in an effort to pass on their second try; thereafter, if students fail to pass again, many will drop out. Increased opportunities for training and employment, especially after grade 10, would help reduce the weight of importance of the BEPC and BAC and ease the associated costs to government and parents who

currently finance students who repeat grades, often only to fail again and exit the system without any qualifications. Further opportunities for training and employment after grade 10 would also help produce graduates suitable for training in the mid-level tier of skills required by the economy.

Low level of learning achievement

21. In addition to challenges associated with access to education and low levels of internal efficiency, a particularly pertinent challenge at the level of secondary education relates to low levels of learning achievement. The student learning assessment carried out by the Central Office for Secondary School Examinations (*Office Central des Examens et Concours du Secondaire - OCECOS*) in 2013 found that the majority of students in secondary education did not demonstrate minimum proficiency in French, mathematics, life and earth sciences, history and geography; and that achievement levels have been in decline since 2007. Although these are useful and concerning measures, the quality of test administration and design requires further improvement to enable reliable monitoring of learning achievement over time, and effective identification of weaknesses. Improved testing and data analysis will help improve the design of appropriate interventions to improve learning outcomes. Toward this end, the capacity of OCECOS and the department responsible for administration and oversight of the BAC will need to be strengthened, and coordination improved.

22. Low learning achievement is attributable to inadequate and poorly qualified teachers, a poor learning environment and weak management at the school level.

Limited availability of qualified teachers

23. An inadequate supply of math and science teachers contributes to poor learning outcomes. Data demonstrates that some schools operate without a single teacher for math and science. When teachers are available, they are often unqualified and use inappropriate or outdated teaching methods. The inadequate supply of qualified teachers is partly attributable to limited training capacity and inappropriate teacher-training methodologies. The two institutions responsible for secondary teacher training have a combined annual output of only 1,400 teachers, significantly below the projected annual requirement of 2,000 teachers. Addressing these issues at the secondary and higher education levels will require a multi-pronged approach to effectively address short, medium and long-term challenges.

Poor educational environment

24. Poor and limited physical educational infrastructure and materials, and suboptimal organizational arrangements also contribute to low levels of student achievement. These factors include delayed availability and limited distribution of quality educational materials, over centralization of management in the sub-sector, and the inadequate utilization of the results of student learning assessments to improve quality. While much has been done to improve and increase the availability of textbooks, further strengthening of national capacity to author and publish textbooks will help to reduce reliance on external publishing houses.

Inadequate development of local level management of schools

25. Administrative and management capacity at the level of secondary schools focused on increasing student participation and learning outcomes are not well developed. This is especially pertinent with regard to School Based Management Committees (SBMCs) - (*Comités de Gestion Scolaire – COGES*). Recent evidence demonstrates that a school-based management approach can be effective in increasing parental participation in school decision-making, with positive implications for student achievement and a reduction of dropout, repetition and failure rates. However, there is no authorizing instrument at the level of secondary education (such as the Presidential Decree of 2010 which enabled the establishment of SBMCs in all primary schools nationwide by 2015) to enable to the establishment of SBMCs. There is, therefore, a need to build similar systems at the secondary level for the establishment of SBMCs that would support the preparation of School Improvement Plans (SIPs) and management of resources at the school and community levels. The introduction of incentive systems to promote quality would help strengthen this system.

Weak planning and data management systems

26. Despite progress in developing and implementing the Education Management Information System (EMIS) under the previous interventions (Post-Primary Education Projects 1 and 2 – [PPEP1 and PPEP2]), EMIS management capacity for collecting and analyzing data remains weak at the decentralized levels. These weaknesses affect the quality of data available in the sector, and limit the use of data in local planning. Capacity at the decentralized levels of education needs to be strengthened to support the introduction and use of new tools such as school report cards to monitor school operations.

27. The GoBF and its partners are addressing access and quality issues in the sector through the provision of resources. Progress is being made, but challenges remain. The aim of this project is to address gaps in the development of the sector, with a special focus on pre-school and secondary education, as well as girls, children from poor families, and other vulnerable groups.

The Early Access and Quality Improvement Project's (EAQIP) link to the GoBF's Strategy for Accelerated Growth and Sustainable Development and Education Sector Policy (SCADD)

28. The project is aligned with the objectives of the SCADD, specifically with regard to the development of human resources to support accelerated growth. A variety of skills are needed to improve productivity in priority areas and to ensure the diversification of Burkina Faso's economy. These skills span the basic skills acquired in basic education, middle level skills produced in secondary general education, skills acquired through technical and vocational training, and to high level professional skills acquired through tertiary education. The various sub-sectoral strategies (including the *Programme de Développement Stratégique de l'Éducation de Base* [PDSEB], the development strategies for secondary and tertiary education, the National Strategy for TVET, and the PNADES are being integrated into a sector development program to

facilitate the development of required skills. The following two paragraphs describe the policy areas specific to the objectives and components of the project.

29. ECD forms one of the government's highest priorities to ensure quality education throughout the education system. Towards this end, the GoBF's has established a national multi-sectorial policy and strategic framework for early childhood development, including a national curriculum and the provision of quality assurance standards for the sub-sector. The Interactive Audio Instruction (IAI) program to be developed as part of this project will be aligned with the national ECD strategy and content will be based on existing national curriculum standards.

30. The GoBF developed and launched the implementation of a ten-year education program (PDSEB 2012-21) for basic and secondary education in 2012. This program has since been complemented by the PNADES launched in July 2013. The GoBF's stated priorities in basic education are to: (a) fully operationalize the principles of compulsory and free public education (to be gradually extended to the first cycle of secondary education); (b) improve "transition management" from primary to lower secondary education; (c) reduce overcrowding; and (d) strengthen school management. The overall aim of reform is to create greater coherence in the curriculum within and between cycles, to improve quality and increase internal efficiency and to reform education and training to enhance the employability of youths. This project will build on the results of PPEP1 and PPEP2 to further expand access to secondary education, improve the quality of education outcomes, and expand the output of quality lower and upper secondary education graduates.

Partnership and complementarity with other donor partners' interventions

31. The proposed project has been designed utilizing a sector wide approach that would complement the efforts of the GoBF and partners in the subsectors of ECD, primary, secondary and tertiary education. Consistent with this approach, the project aims to fill the following critical gaps not currently being addressed by the government, the Bank or other DPs: (a) further expansion and quality improvement of ECD; and (b) increased access to and the quality of general secondary education. Table 1 below summarizes the contributions of the main stakeholders.

32. As can be seen from the table, none of the other DPs are currently engaged in the development of ECD, placing the full burden of service delivery and development of this sub-sector's on the government in collaboration with private providers and communities. Given limited support and resources, and the technical demands associated with the provision of quality ECD, the performance of the ECD centers is currently very mixed. The provision of quality ECD is critical in ensuring a smooth transition to primary schools and for improved learning outcomes at all levels of the education system. As a consequence, the GoBF has prioritized improving the expansion and quality of ECD in the sector plan.

33. Project interventions at the level of primary education will be limited to activities aimed at improving the quality of education through curriculum reform. Primary education has been a longstanding priority for the Government and donors, and continues to receive the largest share of government and DP funding with more than 60 percent of the education sector's resources

allocated to primary education since 2000. The ongoing Global Partnership for Education (GPE) project provides substantial funding for primary education access and quality improvements. Improved resource allocation has resulted in significant progress in increasing access and improving completion rates over the course of the past decade. Nevertheless, the quality of primary education remains low, especially in terms of students' learning outcomes. A key factor in this respect is the continued use of outdated and inappropriate curricula. Poor curricula impact the performance of students throughout their education. Students are especially disadvantaged in the first cycle of secondary education and in many instances they are ill-equipped for further training and employment, with concurrent and adverse effects for poverty alleviation and economic development.

34. The rationale for focusing on secondary education is that, in spite of its critical role in promoting growth, higher incomes and equity, the sub-sector has suffered from relative neglect and lack of investment. In contrast, substantial investments have been made in primary education and TVET (receiving support from the World Bank, Luxembourg, the French Agency for Development (*Agence Française de Développement–AFD*), the Austrian Development Cooperation and Switzerland). These projects substantially cover the current needs of the primary sub-sector. Moreover, improvements in access to, and completion of, primary education have exerted greater expansionary pressures on post-primary levels of education. Currently these sub-sectors do not receive support from DPs, apart from the Bank's interventions. Since 2006, the Bank financed PPEP2 (which closed in December 2013) was the primary mechanism for implementing the efforts of the government in the secondary education subsector. To continue this effort, EAQIP aims to consolidate the achievements of previous projects financed by the Bank, by contributing to efforts to improve the quality of education provision and concurrently address persistent poverty and exclusion in post-primary education. The project will support medium to long-term post-primary education initiatives and, in so doing, aims to improve the sustainability of previous interventions in education, while ensuring that successful programs are taken to scale.

35. EAQIP's support to higher education will be limited to strengthening the training of secondary school teachers, a critical factor in improving quality at this level. Broader challenges in higher education are too complex to be addressed with the resources available for this project.

Table 1. Donor Partners' Support to the Education Sector

Donors	Period	Type of Intervention	Total Budget (000 FCFA)
SUPPORT TO PRIMARY / BASIC EDUCATION: PDSEB			
Pooled Fund	2013-2015	Development of access to formal basic education; improving the quality of formal basic education; development of non-formal education; control of the formal basic education and non-formal education; effective and efficient management of PDSEB.	101,600,000 (US\$203.2 million)
Participating Donors			
French Development Agency			
Canada			
Denmark			
Netherlands			
Switzerland			
UNICEF			
GPE			
School Canteens Project MEBA / Cathwel	2011-2015	Addressing food insecurity by improving students' health and nutritional status, with a specific focus on rural food insecurity (serving a meal each day for students in the program, contributes to lower dropout rates; improve the rate of enrollment, attendance and success in school).	7,655,813 (US\$15.4 million)
Non-formal Basic Education Project (ES / CEBNF), UNICEF, CHINA	1995-2015	Increasing: (i): the number of girls and boys receiving quality basic education and (ii) the number of girls and boys with disabilities receiving quality basic education. Building the capacity of community structures to promote educational innovations.	9,445,901 (US\$19 million)
Public primary school classrooms Construction and equipment Project (Phase 5). Japan	2012-2014	Construction of primary school infrastructure, accommodation for teachers, classrooms and toilets in primary schools.	7,373,498 (US\$15 million)

Donors	Period	Type of Intervention	Total Budget (000 FCFA)
Project to Support Continuing Education of Teachers in Science and Mathematics at Primary School Phase II (Burkina Faso SMASE-II) JICA	2012-2015	Improvement of students learning in Mathematics and Sciences in all public schools in Burkina Faso, including the training of teachers and academic supervisors.	1,831,463 (US\$3.5 million)
Development Project of Basic Education, Phase IV - IDB	2011-2015	Construction and equipping of an ENEP (<i>Ecole Normale des Enseignants du Primaire</i>) in Tenkodogo; construction and equipping of school complexes; acquisition of vehicles; acquisition of office equipment (computer, photocopiers and fixtures); training of coaches, teachers and executives of MENA in emerging themes; acquisition of school kits, sewing and grinding machines; awareness campaigns to lead to the promotion of girls' education.	6,290,000 (US\$12.6 million)
WFP Country Program 2011/2015	2011-2015	Improving enrollment, attendance and success of students, especially those in rural areas with high food insecurity rates by setting up local canteens in the Sahel region.	6,594,607 (US\$13.2 million)
SUPPORT TO TERTIARY EDUCATION SUB-SECTOR			
Project for acquisition of 135 buses for universities and Advanced training schools in Burkina Faso (EBID)	2013-2014	Improvement of living conditions, students' studies and work by ensuring adequate transportation: Provide universities and other advanced schools with transportation for academic and educational activities.	10,625,800 (US\$21.3 million)
Campus project Bobo-Dioulasso (IDB)	2010-2014	Support the government's strategy for student accommodation through the construction and equipping of a university campus in Bobo-Dioulasso.	6,247,260 (US\$12.5 million)

Donors	Period	Type of Intervention	Total Budget (000 FCFA)
<i>Union Economique et Monétaire Ouest Africaine (UEMOA)</i>	2014-2018	Installation of Technology Platforms Project in Public Universities of member countries.	5,851,260,300 (US\$11.7 million)
SUPPORT TO TVET SUB-SECTOR			
Support for basic vocational training project (BKF/011) Luxembourg	2008-2013	Establishment of a vocational training system certified for elementary school youth, and CEP holders aged 15 to 18 years, to promote gainful employment; increased enrollment in FTE teacher training, etc.	5,667,796 (US\$12 million)
Program to support Sector Policy and Technical Education and Training (TVET PAPS /) Luxembourg, FAD, Austria, Swiss Cooperation.	2012-2017	Basic vocational training and capacity building of stakeholders in Education and Technical and Vocational Training (TVET).	15,611,777 (US\$32.22 million)

C. Higher Level Objectives to which the Project Contributes

36. **The proposed project will support the overall objectives of the SCADD**, through human capital development and the improvement of education and technical training. The project is envisaged to fully comply with the Bank's Country Partnership Strategy (CPS - FY13-16) which aims to: (i) accelerate inclusive and sustained growth; (ii) enhance governance to enable the delivery of more efficient social services; and (iii) reduce vulnerability to social, economic, and environmental shocks. By targeting and improving the education and skills of communities in the poorest regions of the country and increasing employment opportunities, the project is in line with the World Bank's twin goals of reducing poverty and increasing shared prosperity.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

37. The project development objective (PDO) is to support the Government of Burkina Faso (GoBF) (a) to increase access to pre-school education in the two (2) poorest regions, secondary education in the five (5) poorest regions, and (b) to improve teaching and learning.

38. The components in support of these objectives have been designed to complement other activities financed by the government and other DPs.

B. Project Beneficiaries

39. The primary beneficiary target groups of EAQIP are parents, children and the relevant age group of students throughout the education sector. In total, around 70,000 students (boys and girls) will benefit from project activities as well as teachers and facilitators. These include: 15,000 children of pre-school age; 54,700 lower- and upper-secondary school-aged children, concentrated in the rural areas of the five poorest regions; 7,725 secondary education teachers; and 600 pre-school class facilitators who will be trained in radio instruction. In addition, the project will benefit secondary education students and serve teachers, local communities and leaders, and the staff of the ministries tasked with management of the sector.

C. PDO Level Results Indicators

40. The project will use the following key performance indicators (KPIs) to assess progress toward achievement of the PDO (these indicators will be disaggregated by region, province and gender).

Project Outcome Indicators:

41. Direct project beneficiaries, of which female (%)--*The core indicator aims to capture data relevant to all direct beneficiaries of the project activities (students, teachers, etc.) with a specific focus on girls in the five poorest regions of the country.*

42. Number of additional students enrolled in early childhood education using Interactive Audio Instruction programs in the two targeted regions and Ouagadougou--*This indicator will capture quantitative data related to the number of children enrolled in the Early Childhood Education resulting from project interventions relative to past trends, in the two targeted regions and Ouagadougou.*

43. Increase in gross intake rate in the first grade of lower and upper secondary education in the five targeted regions disaggregated by gender--*This indicator will help capture data to show progress made in the gross intake rate at the lower and upper secondary education levels. This indicator is disaggregated by gender.*

44. Increase in the grade promotion rate in lower secondary education disaggregated by gender--*This indicator aims to capture the percentage of students in the lower cycle of secondary education in the five targeted regions who succeed regardless of age as a result of project interventions. Data will be disaggregated by gender to capture the percentage of girls who performed well at this level.*

III. PROJECT DESCRIPTION

A. Project Components

45. The project will focus on increasing access to pre-school education in the two poorest regions, increasing access to secondary education in the five poorest regions, and contribute to the further improvement of education and learning and institutional strengthening in the sector. Interventions are intended to be complementary to existing government and partner programs. The five provinces in which the project will be implemented were identified in the CPS as priority sites for the reduction of poverty.

46. The selection of the project components builds on the results of previous projects, and takes into account existing government plans as well as the interventions of other partners. ECD has been included due to its key role in promoting increased access to primary education and quality education at all levels, with positive spill-overs for socio-economic development¹.

47. The expansion of places in secondary education, including the provision of specialized science classrooms, will add capacity to accommodate the growing number of students graduating from the primary education level, especially for girls and those from poor families. “*Lycées Scientifiques*” (Scientific Upper Secondary Schools) will create a model with the potential for expansion to meet critical skill gaps in the economy. The lowering of education costs in the five poorest regions will help to promote equity and benefit poorer families. Targeted support to girls will help to increase the proportion of educated females in the country with positive implications for economic growth, the preparation of future generations for education, and for bolstering female participation in society that would yield positive externalities.²

¹ Young and Richardson “*Early Childhood Development – From Measurement to Action*” 2007 International Bank for Reconstruction and Development, Washington, DC.

² The World Bank – World Development Report 2012 – Washington DC.

48. Improving the quality of educational outcomes is essential in promoting greater returns to education, increased incomes and economic growth.³ This part of the project will address critical gaps constraining improvements to quality education. Specific focus will be given to improving and aligning a new streamlined and integrated basic education curriculum. The current discontinuity between the primary and lower secondary curricula leads to low learning achievement on entry to the lower secondary cycle.

49. Improving the training of secondary teachers will improve access to quality secondary education for students. In-service training will help to support new teachers and work to improve classroom performance.⁴

50. Increased attention is being paid to the availability of textbooks to complement other inputs. The publication and distribution of quality textbooks has been a persistent and difficult problem for Burkina Faso for many years. The textbooks component will help to implement a system for provision of materials to support teaching and learning on a sustainable basis, and to build the capacity for local production of textbooks to reduce the ongoing reliance on external publishers. Local production of textbooks will contribute to speeding up production and reducing costs associated with textbook procurement.⁵

51. Involvement of SBMC in school management will help stimulate demand, improve quality and increase retention in secondary education.⁶

52. Further improvements to, and more effective use of, the assessment system will be required to support quality improvements efforts in the sector.⁷

53. Strengthening EMIS at decentralized levels of education administration and delivery will enhance the capacity of the education ministries to more effectively identify the specific needs of communities, and address these through targeted planning.⁸

54. Analytical studies will be undertaken to support further development of policies and strategies, and improve the overall capacity of the system to effectively identify and address current and emerging needs.

³ Eric A. Hannushek, Ludger Woessmann, *Education and Economic Growth* 2010, in *Economics of Education* (Amsterdam: Elsevier, 2010) Pages: pp. 60-67 Editors: Dominic J. Brewer and Patrick J. McEwan

⁴ The World Bank *Teacher Development and Management - Overview of Policy Briefs* . Washington DC 2009

⁵ Crabbe, Richard A. B.; Nyingi, Mary; Abadzi, Helen. 2014. *Textbook Development in Low Income Countries: A Guide for Policy and Practice*. World Bank, Washington, DC. © World Bank. <https://openknowledge.worldbank.org/handle/10986/18667> License: CC BY 3.0 IGO.

⁶ Bruns, Filmer, Patrinos *Making Schools Work* 2011 The International Bank for Reconstruction and Development/The World Bank, Washington DC

⁷ Greaney, V., and T. Kellaghan. 2008. *Assessing National Achievement Levels in Education*. Washington, DC: World Bank.

The World Bank - *Measuring learning: How Effective Student Assessment Systems Can Help Achieve Learning For All* – Education Notes 2012.

⁸ The World Bank – *Localizing Development – Does Participation Work* – 2013.

Component 1: Expanding equitable access to pre-school education in the two poorest regions and to secondary education in the five poorest regions (US\$30 million)

Sub-Component 1.1: Increasing access and quality of early childhood education through the piloting of an interactive audio instruction program and short-track certification program

1.1.1: Development and Delivery of Interactive Audio Instruction (IAI) program

55. The objective of this sub-component is to provide early childhood education to 3-4 year old children living in the East and Central East regions, as well as children living in the main urban center of Ouagadougou. Due to the low cost associated with the delivery of IAI education, the relative ease of delivering content to hard-to-reach and remote regions, and IAI's effectiveness in delivering high quality content to large numbers of beneficiaries, IAI has been selected as a delivery mode for the expansion of early childhood education in Burkina Faso. Other options for pre-school program delivery (such as pre-schools attached to primary schools or community-based preschools) already exist in Burkina Faso. However, these models, while appropriate to some settings, are unsuitable for scaling up across all regions of the country due to the high costs, limited number of qualified teachers and other scarce resources.

56. IAI typically involves audio programs played in a school classroom during school hours. Lessons involve instruction provided by an "audio teacher" to "audio students", with pauses for responses and actions by in-classroom teachers and students. Following the completion of the audio lesson, the classroom teacher will conduct a lesson building on the instruction provided by the "audio teacher". IAI doubles as an in-service teacher training tool due to the fact that it trains the classroom teacher in "real time," walking them through a variety of teaching strategies that they can implement directly with the students in their classes. Since its beginnings in 1974, IAI has been adapted and used successfully in a wide variety of contexts, including: Guinea (for preschool and primary school children in rural and urban areas); Zambia (for orphans and vulnerable children; Ethiopia (for Somali refugees in camps); and Nigeria (Quranic schools). The results have received positive evaluations.⁹

57. The IAI program will be introduced through a phased schedule in Burkina Faso. The program will initially be implemented through audio episodes in one local language (Moore, Dyula or Fula) and will target a minimum of 15,000 children in its first four years. Six hundred (600) pre-school class facilitators drawn from primary school graduates (CEP holders) in the beneficiary villages will receive basic training on child development and will be responsible for conducting classes at the village level. Delivery of materials will be through IAI, using audio equipment, in collaboration with parents.

⁹ Murphy, Paud, Stephen Anzalone, Andrea Bosch, and Jeanne Moulton. 2002. "Enhancing Learning Opportunities in Africa: Distance Education and Information and Communication Technologies for Learning." World Bank, Washington, D.C.;

Ho, J. and Thukral, H. 2009. "Tuned into Success: Assessing the impact of interactive audio instruction for the hardest to reach" Journal of Education for International Development 4:2.

58. Technical experts will be hired to identify appropriate equipment and mechanisms for the delivery of the IAI program during the first six months of implementation. Potential options for delivery could include MP3 players or mobile phones attached to speakers.

59. The Ministry of Basic Education (*Ministère de l'Éducation Nationale et de l'Alphabétisation* - MENA) and the Ministry of Social Affairs and National Solidarity (*Ministère de l'Action Sociale et de la Solidarité Nationale* - MASSN) currently play a role in the regulation of non-state delivery of early childhood education, but capacity for quality assurance is limited. Mechanisms to be put in place by the project will ensure the delivery of quality IAI programming at the commune/village level and will build the government's capacity in this area.

60. Following three years of implementation, pilot results will be assessed to inform the expansion and sustainability of the program.

61. MENA's Department for Pre-school Education (*Ministère de l'Éducation Nationale et de l'Alphabétisation* - MENA) will assume lead responsibility for oversight and management of the program. However, implementation will be carried out by a central coordination team housed within the MENA, comprising MENA and MASSN staff supported by locally based technical specialists. Communities will be sensitized to the new methodology and encouraged to assign village level youth to serve as pre-school class facilitators.

62. IAI will be implemented in conjunction with the Bank supported Social Safety Net Project (P124015) which is aimed at improving parenting practices to support healthy child development. Specifically, this sub-component aims to encourage the adoption of improved parenting and child development practices and to ensure that children are better prepared to participate in ECD programs and further education.

63. The project will finance the training of MASSN and MENA staff, the equipping of schools, the production of the audio instruction programs, and the payment of pre-school class facilitators for all four years of project implementation. Villages and communes are expected to contribute space for ECD instruction and food for students. To assist in this regard, the project will set aside a total of US\$200,000 to fund a small number of villages to make low-cost upgrades to physical infrastructure. To ensure sustainability, government will need to allocate funds to support payment of audio program facilitators and refresher/upgrading training for staff following the completion of the project.

1.1.2: Piloting of a formal short-track teacher training mechanism

64. The objective of this sub-component is to pilot a short-track teacher training program to support the IAI program. The training will be developed to increase accessibility of formal training to early childhood instructors. This pilot will target both current and new instructors delivering the IAI program. The duration of the initial short-track training will be approximately three weeks, while four week-long additional training sessions will be provided throughout the year to allow for further upgrading of skills and knowledge transfer. A method of training to be tested through the course of the pilot is a distance education program utilizing videos, audio, reflective and peer learning by trainee-teachers. Face-to-face training will be provided at the

provincial and/ or departmental level by MASSN and MENA staff trained in early childhood education. Optimal timelines and the actual spacing of the short-track teacher training will be refined based on the results of the pilot. The Director of the National Institute for Training of Social Workers (*Institut National De Formation en Travail Social* - INFTS) supported by audio instruction program technical assistance (TA) will lead the piloting of the in-service training program. It is expected that 300 teachers will have participated in the pilot training programs by the end of the project cycle. Based on the results of the pilots, a recommendation may be made to formalize and institutionalize the pilot as a certification program.

65. The project will finance the procurement of equipment, costs associated with the production and distribution of the audio programs, technical assistance, and the operational costs of the pilot (including monthly wages to village-level IAI instructors).

Sub-Component 1.2: Expanding Access to Secondary Education

66. The objective of this sub-component is to contribute to increased and equitable access to secondary education through: (i) increasing the capacity of public secondary education in the five poorest regions; (ii) introducing incentives to promote enrollment in lower and upper secondary education, specifically for girls and low income students; and (iii) expanding private secondary schools in urban areas that will also cater to the educational needs of the poor.

1.2.1: Increasing public secondary school places in the five targeted regions

67. The objective of this sub-component is to construct and equip 20 new lower secondary schools (CEG), 20 upper secondary schools (*lycées*) and upgrade five lower secondary schools to upper secondary schools (provision of libraries and other amenities) in underserved areas. The construction program will include two “pilot” *lycées scientifiques* located in suburban areas to serve as models for potential expansion. Premised on lessons learned through the implementation of previous projects (PPEP 2), the MESS will hire full time teachers while communities/communes, the Association of Students’ Parents (*Association des Parents d’Elèves -APE*) will continue to hire additional part time teachers, where needed. The project would finance the construction and equipment of all the schools.

1.2.2: Targeted support to students from the poorest households and girls

68. The objective of this sub-component is to stimulate demand for secondary education through the reduction of associated costs to households, especially poor families. This will be achieved through the expansion of fee reduction policies implemented under the PPEP2, and through the extension of subsidies to students to help finance additional costs associated with schooling. The recurrent costs of schools falling under the project will be subsidized with project funds for the first two years of implementation to help offset the costs of the fee reduction policy. In addition, about 1000 selected students, predominantly girls from poor households, will receive help to cover additional schooling costs. Drawing from existing experience, specific criteria will be established to identify students to receive grants. This approach will initially be launched on a pilot basis in five selected communes in the five targeted regions. One or two civil society organizations (CSOs), active in the education sector will be selected to coordinate activities

related to this sub-component. This mechanism will allow the Sahel Women Empowerment and Demographic Dividend (SWEDD) Project (P150080) to expand girls' education to other regions not covered by EAQIP.

1.2.3: Increasing private secondary school places in urban areas

69. The objective of this sub-component is to expand private sector participation in the provision of secondary education, and increase access to secondary education for poor students in urban areas. The project will construct and equip five new private lower (CEG), five upper secondary schools (*lycées*), and the expansion of existing private secondary schools. The MESS will build and lease ownership and management of schools to private education providers who will be contracted to provide an agreed number of places for poor students.

70. For both public and private schools, the project will finance construction and equipment of 52 schools, including two *lycées scientifiques*, the upgrading of five lower secondary schools to upper secondary schools, the construction of 55 additional classrooms in existing schools, and the sinking of 30 boreholes to service schools infrastructure.

Component 2: Improving the quality of teaching and learning (US\$13 million)

71. The objective of this component is to contribute to improving the quality of teaching and learning with a focus on: (i) curriculum improvement; (ii) secondary teacher training; (iii) textbook development and distribution; (iv) school-based quality initiatives; and (v) expanding the use and management of assessment and examination systems.

Sub-Component 2.1: Curriculum improvement

72. The objective of this component is to develop a basic education curriculum that effectively integrates and streamlines pre-school, primary and lower secondary curricula. An integrated curricula across the full cycle of basic education will help to facilitate students' progress through the sub-sectors, and smooth the transition from pre-primary to primary and ultimately to lower secondary education. Based on recommendations and official guidance, the rewriting of the basic education curricula will rely on a variety of tested teaching methods.

73. The basic education curriculum preparation which started in March 2014 is expected to be completed by the 2020-21 academic year. The reform process consists of three phases: (i) the design of the curricula, (ii) a pilot at the end of which lessons learned will be integrated into the new curriculum; and (iii) the implementation of the new curriculum in all schools throughout the country.

74. The project will contribute to the financing of the curricula reform, by covering the costs of the development of learning instruments, the ECD program, teacher training for the first two sub-cycles of primary education, and the first three grades of lower secondary education and piloting of the revised curricula.

Sub-Component 2.2: Improving teacher pre- and in-service training in secondary education

75. This subcomponent aims at improving the initial and in-service training for secondary school teachers.

76. *Pre-service training:* The objective of the pre-service training program is to increase the number of qualified teachers, and improve the quality of the teacher training programs and associated in-school teaching. The expansion of physical infrastructure at training institutions will be complemented by a distance training program. Currently the ENS-UK and the IDS, the two institutions responsible for teacher training, produce only 1,400 of the 2,000 teachers required annually by the system (with the highest deficits being in math and science).

77. The project will finance a system of video lessons, including the required equipment and training for instructors and technical staff.

78. To improve the quality of teacher training, the project will support the use of improved teaching methodologies, especially for math and science. The project will provide support for improving training programs based on the findings of a needs assessment survey of pre-service training to be carried out at the start of project implementation. A virtual library, to be shared by all teacher training institutions, will also be established.

79. The proposed project will finance the needs assessment, TA for improving teaching methodologies, and the costs associated with establishing the virtual library.

80. *In-service training:* The objective of this component is to improve the quality of instruction and to upgrade teacher skills through the development of a system of continuous pedagogic support and advice. This will be achieved through a three-pronged approach. The project will utilize the manual developed in PPEP 2 outlining the respective roles of the teaching and supervisory staff. The second level of support involves more effective deployment of Pedagogic Advisers (*Conseillers Pédagogiques--CP*) and Inspectors to schools. The inspectorate will prepare subject-based in-service training programs for use by supervisory staff. The third level of support will be deployed through the network of teachers' study groups in which teachers discuss shared pedagogical issues and assess possible solutions.

81. The project will finance the equipment and operational costs of CPs and Inspectors.

Sub-Component 2.3: Increased availability of science equipment, textbooks and pedagogical materials

82. The objective of this component is to improve learning through the provision of equipment for the two pilot upper secondary schools--“*lycees Scientifiques*”, the expansion of locally produced textbooks, and improvements in the availability of textbooks and other pedagogical materials in schools. The provision of science equipment to upper secondary schools aims to establish a model for science teaching.

83. The aim of promoting the development of locally produced textbooks is to reduce reliance on external publishers for textbooks. The system of low-cost rental of textbooks will continue.

84. In line with the national strategy, the project will finance: (i) the training of authors and workshops focused on editing and illustration to finalize nine sets of textbooks for publication; and (ii) the development of five sets of textbooks for the first cycle of secondary education. Printing of the textbooks will be financed with funds from the National Center for Textbooks and School Materials (*Centre National des Manuels et Fournitures Scolaires* [CENAMAFAFS]).¹⁰ The project will also finance science equipment for upper secondary schools and the costs of technical assistance to CENAMAFAFS to strengthen technical and management systems.

Sub-Component 2.4: Development of school-based quality initiatives

85. The objective of this component is to help improve learning outcomes through increasing the participation of communities in school operations and the provision of incentives for schools to improve the quality of education provided.¹¹ These objectives will be achieved through the establishment of SBMCs in each secondary school. SBMCs will (a) participate in the development and use of SIPs and (b) support pilot incentives for performance improvement in secondary schools, complementing efforts to improve the quality of education provided.

86. *Development of School Improvement Plans (SIPs)*. Each SBMC will prepare a SIP focusing on quality improvements, to be implemented in each lower secondary school. Existing guides for the preparation of SIPs at the primary level will be adapted for use at the lower secondary level. Training and guides will be provided to support the efficient operation of the SBMC. Attention will be paid to local problems including, but not limited to, challenges associated with attendance and retention of girls and vulnerable children, HIV/AIDS, health and nutrition, preventing unwanted pregnancies, etc. Grants will be provided as a contribution to the financing of SIPs and will be linked to the existing MESS-administered annual school performance competition.

87. The project will finance the production of the SIPs, quality improvement initiatives and training of SBMC members.

88. *Incentives for performance improvement*. The objective of this component is to encourage schools to improve the quality of their educational outputs through a competitive process building on the existing annual school performance competition being run by MESS. Under the MESS initiative, the best performing schools are included in a “*Circle of Excellence*”. Schools that do not maintain their annual performance levels will be re-evaluated and, if performance does not improve, these schools will be removed from the “*Circle of Excellence*”. Support and guidance will be given to these schools to help them re-enter the “*Circle of Excellence*”.

¹⁰ CENAMAFAFS: *Centre National des Manuels et Fournitures Scolaires* – Center created with autonomous status to manage textbooks and schools supplies at secondary education level

¹¹ Op cit.

89. The project will also contribute to the financing of SIPs to be used for the assessment of school performance for the competition organized by MESS and MENA.

Sub-component 2.5: Assessment of student learning achievement

90. The objective of this sub-component is to develop the capacity of OCECOS to carry-out two types of assessments. The first type of assessment will monitor the education system's performance overtime, while the second type of assessment will provide information for corrective actions to increase student achievement to be implemented at the school and other levels. The results of this assessment would be used to select and support schools in the *circle of excellence*, to identify systemic issues that constrain learning and to improve the design of the end of cycle examinations in secondary education. In addition to systematically analyzing students' learning achievement and identifying the reasons for potential failure and success, the information arising from assessments will also be used to provide practical recommendations for revising SIPs and improving school performance. Information arising from assessment will also help to inform the type of support to be provided by the Ministry and financed by the project.

91. OCECOS will administer standardized tests in French, mathematics, and sciences in the lower secondary grade nine (4th) and upper secondary grade twelve among a representative sample of schools countrywide. Significant variation in the results of year-end examinations from one year to the next exposes the limits of the current evaluation system. To rectify these weaknesses the project will provide support to improve the organization of the lower secondary certificate, BEPC, and Baccalaureate examinations.

92. To ensure implementation of these tasks on a sustained basis, the project will help strengthen the management capacity of OCECOS and the Baccalaureate Office, and foster collaboration between the two institutions.

93. For both the learning outcomes and examinations subcomponents, the project will finance: (i) an annual learning outcomes assessment in a selected sample of schools in the circle of excellence; (ii) the administration of two standardized tests utilizing a national representative sample of secondary schools; (iii) the training of technical and supervisory staff and counselors in testing and evaluation; (iv) two evaluations of school instructional time; (v) the establishment of a new system of organizing the BEPC and Baccalaureate examinations; (vi) software acquisition; (vii) the development of item banks for BEPC and Baccalaureate examinations; (viii) the training of staff involved in the organization of the BEPC and Baccalaureate examinations and the learning assessment process; and (ix) the continuation of the TA on the part of the University of Laval to OCECOS. TA from the University of Laval was established during PPEP2, to reinforce the capacity of OCECOS and ensure implementation of improved national examinations and students' learning assessments systems.

94. The OCECOS will be in charge of managing all activities related to the assessment of students learning achievement and the improvement of examinations systems.

95. *Design and Implementation of the Components focused on Quality Improvement.* The quality components were developed in collaboration with the thematic group for quality comprised of representatives of all concerned ministries and partners. These components are also

embedded in the government's sector policies and plans, notably (i) the Education and Training Sector Program (ETSP)--*Programme d'Education et du Secteur de la formation*; (ii) the Basic Education Sector Development Program (BESDP) - *Programme de Développement du Secteur éducation de Base* and (iii) the Sub-Sector Policy for Secondary, Higher Education and Scientific Research, which are reviewed and endorsed annually by the Inter-Ministerial Council for the sector. Implementation, monitoring and evaluation will be carried out within the same framework. The thematic group meets regularly to review progress and suggest modifications based on results as the system evolves.

Component 3: Contributing to strengthening education institutional capacity at central and decentralized entities (US\$7 million)

96. The objectives of component 3 are to contribute to strengthening the ministry's capacity for data management and planning, reinforce school level management and support the functioning of the PCU.

Subcomponent 3.1: Education planning and administrative management

97. The objective of this sub-component is to strengthen capacity for data processing and analysis, as well as planning capacity at the local level. The project will reinforce the EMIS built under PPEP2 by integrating different entities, including regional directorates, with connectivity to the Ministry responsible for secondary education. DGESS will reinforce the capacity of decentralized units to undertake data analysis, use basic statistics, undertake sector policy analysis and develop their ability to design simple M&E tools, such as school report cards, to support school level planning and resource management.

98. The project will finance the procurement of equipment, staff training and the development of tools required to meet the agreed objectives. To improve the management of student flow and their evolution in the system, the project will finance the transfer of a computerized management system implemented successfully in Senegal with World Bank support. Towards this end, an agreement specifying the modalities of the transfer will be signed between the Ministry of Tertiary Education of Senegal, the MESS and a TA provider. Project funded activities will also cover the students' identification systems, technical assistance, the training of technicians and the acquisition of equipment.

Subcomponent 3.2: Promoting School Based Management Committees

99. The objective of this subcomponent is to establish SBMC in each lower public secondary school to promote the increased involvement of communities in school operations. The sub-component will build on the Presidential Decree of 2010 authorizing the establishment nation-wide of SBMCs in all primary schools by 2015. The design and implementation will build on the successful experiences of using SBMCs in Niger and the JICA financed pilot programs on SBMCs at the primary level in Burkina Faso.

100. The project would finance the adaptation of the existing operational and training manuals for use in Burkina Faso.

Subcomponent 3.3: Project management and implementation activities and core studies

101. The objective of this sub-component is to strengthen the capacity of the PCU to undertake the tasks required for project implementation. The project will finance operating costs, including salaries/indemnities of staff and the activities of the PCU. Analytical studies will be financed to provide the information necessary to drive policy dialogue and decision-making for education policy reforms.

102. ***Implementation arrangements:*** The Secretary General (SG) of MESS will be responsible for overall supervision of this component. As coordinator of MESS activities and with privileged access to the MENA management team, this office has a comparative advantage in executing effective coordination of the various central and decentralized units that will be responsible for implementing this component. The DGESS will be responsible for implementing the educational planning activities, including the EMIS reinforcement at decentralized levels, and the coordination of the implementation of studies. In addition to the management of the project (accounting, contract administration, procurement processing, and documentation), the PCU will oversee the financial management (FM) of the project.

B. Project Financing

Lending Instrument

103. The lending instrument for the proposed project would be a four-year Investment Project Financing (IPF) (2015-2019) undertaken through a US\$50 million IDA grant.

104. The Burkina CPS supports programmatic lending in the social sectors. The instrument has been used successfully in three recent operations in Burkina. However, the instrument was not considered appropriate for the education operation. In the primary education sub-sector, investments in the basic education inputs such as teachers, textbooks and infrastructure have been successfully made. Following this, strong capacity for developing and implementing policy and institutional development measures has been built to ensure that these inputs are effectively used to improve learning outcomes. There is also a strong commitment from the leadership of the primary sub-sector to aligning resources to achieve the strategic goals of the sub-sector and an M&E system to monitor progress and results.

105. Management at the secondary level still needs support for the provision of increased supply and effective use of educational inputs. The capacity for managing the system focusing on policy and institutional measures, more efficient use of resources and M&E are yet to be fully developed at this level. This limits reliance on programmatic lending to achieve desired sub-sector goals. Previous operations, particularly the PPEP2, addressed some of these issues but challenges remain. The capacity building component (Component 3) of the Project is specifically

designed to strengthen these areas building on PPEP2 results, so that the MESS will be able to effectively adopt programmatic lending in future operations.

Project Cost and Financing (in US\$ million)

Project Components	Project cost	IDA Financing	% Financing
Component 1	30.0	30.0	100
Component 2	13.0	13.0	100
Component 3	8.0	7.0	100
Total Costs	51.0	50.0	

C. Lessons Learned and Reflected in the Project Design

The following lessons were drawn from previous projects and have been used in the design of the project:

106. *Curriculum Reform.* The curriculum sub-component has integrated lessons learned from PPEP2 which demonstrated the need to conceptualize curricula in a streamlined and integrated manner, and the recognition that discontinuities introduce incoherence across the education cycle. The learning achievement targets at the secondary level were not met in PPEP2, mainly because students failed to acquire the necessary foundation skills at the primary level.

107. *Increasing the number of secondary school places.* Although the government has been building its fiduciary capacity, a number of lessons learnt in previous projects remain relevant in the area of construction. Sufficient resources and management supervision should be provided for government-led procurement processes and realistic goals should be set for results against achievable timeframes. Moreover, when Public-Private Partnerships (PPPs) are involved in construction and/or school management, the preparation process should ensure detailed procedural agreements and goals for performance by the private sector stakeholders, especially when implementation is being executed at the decentralized level.

108. *Increasing private secondary school places in urban areas.* The sub-component related to public/private/NGO partnership draws from the following lessons in PPEP 1 and 2:

- (a) Public-Private and Public-NGOs partnerships contributed significantly to the development of the post-primary education sector through government support. The government has helped to expand access, set the strategy and supervised overall implementation, while the private sector and NGOs managed facilities with little or no recurrent cost implications for government.
- (b) Although schools managed by the private sector have higher student fees than those managed by NGOs and municipalities, limiting participation for students from low income families, there may be opportunities to use privately run schools to increase equity. The MESS sponsored scholarship scheme for students enabling poor children to

attend private schools proved successful with a recommendation that this kind of program should be expanded. This influenced the decision to contract private operators to reserve places for disadvantaged students in facilities constructed under the project.

109. *Participation of Communities in school management.* The proposal for the government and SBMC/APE to jointly finance teachers is based on lessons learned through the implementation of PPEP2, which showed that ownership and participation from local communities is stronger and more meaningful when communities are consulted and have opportunities to participate in school-level decision-making processes.¹²

110. *Assessment of student learning achievement.* The establishment of indicators for the two interventions in this component draws on lessons learned from PPEP2. Projects that aim to improve the quality of learning and teaching at the primary and/or secondary levels should: (a) define realistic timeframes for “quality of learning and teaching effects” to emerge (generally 5-6 years, or at least the length of the relevant cycle) before measurable changes in achievement levels can be identified; and (b) have realistic and sufficiently-detailed PDO and intermediate indicators related to “quality of learning and teaching” that are measurable, and with the potential for cross referencing against other pedagogic indicators.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

111. The scope of the project covers the domain of two ministries: MENA is in charge of basic education (ECD, primary education and junior secondary) management; MESS manages upper secondary education including TVET, and tertiary education. The institutional and implementation arrangements are designed to accommodate these different roles.

112. **Project coordination:** The project will be coordinated by MESS and will build upon capacity and expertise acquired through the management of previous projects, based on an agreement between the two line ministries. The SG of MESS will be responsible for overall supervision and management of the Project, and will report to the two Ministers. The SG/MESS will be responsible for planning and coordinating project activities within the MESS and MENA, and with other GoBF agencies/units. The SG of MENA will be co-responsible for planning and coordinating project activities within the MENA with a view to facilitating overall coordination. Under SG/MESS guidance, MESS and MENA line units will be responsible for day-to-day coordination and implementation of activities for which they have primary responsibility.

113. During the project preparation period, the team conducted a full assessment of the MESS which indicated some weak capacity within the Ministry. As a consequence, the team and the government have agreed to build on the institutional strengthening scheme put in place during PPEP2 implementation. The PCU will be responsible for day-to-day project implementation and will be established under the authority of the MESS. The MESS will assign a project coordinator representing the Ministry’s SG, who will be in charge of the day to day coordination of the project within the PCU. The PCU will include the following core staff: a

¹² Op Cit.

procurement specialist; a FM specialist; an accountant; an M&E specialist and any additional administrative support deemed necessary. An internal auditor will be assigned to the project by the Ministry of Economy and Finance.

114. Detailed procedures for the implementation of the project activities will be described in the project implementation manual (PIM) and the financial management manual.

115. **Steering Committee (SC).** Project oversight will be the responsibility of a Steering Committee (SC) that will be set up to oversee MENA and MESS and ensure that project activities are relevant to the priorities and needs of the different sub-sectors. The SC will be chaired by the SG/MESS, as well as representatives of the relevant central units and regional directorates of MENA and MESS. The SC will meet twice a year. The SC will provide overall guidance to the PCU for project implementation, review and approve the annual budgeted action plan (ABAP) prepared by the PCU, ensure agreed performance targets and timelines for proposed activities under the different components, and facilitate project implementation by addressing any bottlenecks/issues that may arise.

B. Results Monitoring and Evaluation

Monitoring and Evaluation of Outcomes and Results

116. The project supports the improvement of M&E systems and processes. Although the MESS' current M&E system provides reliable data for the education system management, two aspects require further strengthening. There is little communication and integration across the different parts of the system, weakening the overall functioning of M&E within the ministry; and its capacity to collect and analyze data to inform local decision-making is weak at decentralized levels.

117. Under the guidance of the SG/MESS, M&E of the project will be shared between the directorates of MESS and MENA. Data collection, validation, analysis, and dissemination will be the responsibility of the MESS/MENA DGESS. M&E will be guided by the Project Design Summary and the Implementation Plan in the PIM. M&E will be conducted through: (i) joint monthly meetings chaired by the SG/MESS or their representative of the MESS/MENA committee of directorates involved in the project (ii) IDA implementation support missions; (iii) a mid-term review (MTR) of project implementation; (iv) semi-annual meetings of the SC; (v) annual data collection by relevant MESS units; and (vi) beneficiary surveys and assessments at MTR and other implementation milestones as shown in the implementation plan. Semi-annually (by May 30 and November 30 respectively), the SG/MESS will transmit to IDA a progress report on project implementation and outcomes, using the format agreed upon at negotiations. An Implementation Completion and Results Report (ICR) will be prepared within six months of the project's closing. MESS will contribute to the ICR based on its own evaluation of the project.

118. The monthly meetings of directorates involved in the project and the SC meetings will be open to IDA and other development partners. The MTR is expected to be held no later than 18 months after effectiveness, to ensure sufficient time for the integration of relevant conclusions of the Economic and Sector Work (ESW) launched in FY14 in the project implementation framework. The PCU will organize two meetings of the SC annually under the guidance of the

SG/MESS. The first meeting will review interim progress while the second will assess the annual implementation report and approve the ABAP for the subsequent year.

119. **Donor coordination.** The project M&E system will complement existing donor projects and M&E systems put in place within the basic education subsector. The joint annual review will ensure overall coherence among subsectors, and ensure that project activities are consistent with the government's sectoral program. For each joint donor-government annual review, the PCU will prepare and share reports with stakeholders focusing on: (i) the extent to which program objectives are being achieved; and (ii) using qualitative and quantitative data, reports detailing those aspects of the program that are ahead of or behind schedule. At this meeting recommendations will be made on adjusting the ABAP.

C. Sustainability

120. Total public spending on education in Burkina Faso was 4.67 percent of GDP in 2014, accounting for 21.3 percent of all government expenditure. This project does not make up a considerable portion of the projected expenditures in the education sector: of the US \$1,412 million earmarked for state educational expenditures between 2015 and 2018, 95.53 percent is expected to be contributed from government expenditure, and 4.47 percent from this project's disbursements.

121. In the recent past, about 67 percent of recent public educational spending has been directed toward primary education, with the remaining 33.47 percent directed toward secondary and above (based on 2014 figures). Spending is thus relatively high at the primary level and very low at the secondary level. This is consistent with other countries in the region with similar levels of development. However, this trend is changing as primary enrolment approaches universal access, and with an increased emphasis on linking education and training with economic growth. Burkina started this trend in the recently closed PPEP1 and PPEP2. EAQIP continues this trend, directing 90.51 percent of expenditures towards the secondary level.

122. Beyond the life of the project, there are implications for permanent (or semi-permanent) costs in the educational sector. Most importantly, the provision of infrastructure will have an expected useful life considerably exceeding the 2014-2018 time horizon of the project. The marginal increase in permanent costs is relatively minor in comparison to total expenditures expected over the life of the project. If we assume that permanent costs relating to infrastructure are as high as 5 percent of installation costs, this will amount to only USD14.8 million current value. This is equivalent to 4 percent of state educational spending per year based on projections up until 2018. Another aspect of incremental costs is associated with new teachers that would need to be hired to cover expansion in secondary education. Assuming a class size of 40 students and pupil-teacher ratio of 40:1, the addition of 339 new classrooms would require about 13,560 teachers. Their salaries would augment the budget for payroll. This is estimated be around USD 1.7 million per year. However, considering the forecasted education budget between 2015 and 2018, the increase in the budget for payroll represents a share of only 0.5 percent per year.

123. Other semi-permanent costs must be considered in addition to those related to infrastructure. The IAI program will rely upon the MENA and communes to pay the pre-school class facilitators starting in 2019. The cost is relatively low, roughly US\$90 per year for each of the 600 participating villages. However IAI programs elsewhere have faced challenges in maintaining state funding overtime. Given the relative high priority given to ECD and the low proportion of the costs of the project in the government budget, central and local level funding is likely to continue after project completion. Moreover, given the high demand for quality education by communities, villages will be motivated to continue to contribute their share of resources for the program to offset some of the costs that would have had to be undertaken by the public sector. Alternative project elements are not expected to have large implications for ongoing costs. School related performance incentives are currently designed not to generate post-2018 investment. The same applies to the establishment of SBMCs, the subsidies given to girls and children from poor households, and the SIP implementation grants. These components have been projected for the period 2015-2019 only, and will therefore impose no obligation to ongoing costs.¹³

V. KEY RISKS AND MITIGATION MEASURES

A. Risk Ratings Summary Table

Risk Category	Rating
Stakeholder Risk	Moderate
Implementing Agency Risk	
- Capacity	Moderate
- Governance	Moderate
Project Risk	
- Design	Moderate
- Social and Environmental	Low
- Program and Donor	Moderate
- Delivery Monitoring and Sustainability	Moderate
Overall Implementation Risk	Moderate

B. Overall Risk Rating Explanation

124. The overall risk rating for preparation and implementation is *Moderate*. This is primarily due to the mitigation of the capacity weaknesses that plagued PPEP2 and the presence of largely exogenous risks to the sector that are likely to be temporary due to their linkages to the current

¹³ Of course, subject to ex-post impact evaluations, all of these elements can be extended beyond the life of the project. While this *would* have an effect on permanent spending, it is entirely discretionary and conditional on future decisions.

political climate. The likelihood of further political instability is significantly lower following the resignation of the President and the dissolution of the National Assembly. Capacity issues may delay implementation, although these concerns are of a lesser degree than what prevailed in the context of PPEP2 implementation. Human resources have been strengthened and the government is more committed to producing results in part due to the demonstrations that led to the change in government. However, some project ministries and agencies still operate without a full complement of staff and this tends to undermine their operational efficiency. Implementation may also be delayed in the initial project year as some teachers and unions may exploit the election period to protest against agreed critical activities or initiatives.

125. The risks associated with the country's political economy are *High*. These political and security risks stem from the sociopolitical unrest of 2011 and the recent events underpinned by popular discontent with governance shortcomings which led to changes in the government. The establishment of a new government has brought back some stability, but this stability could be threatened by increased tensions in the run-up to the envisaged elections. The Bank team is monitoring the political and security situation, and the project design is sufficiently flexible to permit implementation adjustments as needed. The WBG contribution to political economy risk mitigation would encourage more transparent decision-making and spending processes, strengthen the capacity of external audit institutions and the judiciary, and encourage inclusive local development procedures.

VI. APPRAISAL SUMMARY

A. Economic and Financial Analysis

126. The economic and financial analysis in Annex 6 discusses how the EAQIP (P148062) responds to the current gap in the education sector in Burkina Faso and its potential impact on poverty reduction. The Annex provides an analysis of labor market outcomes and the relevance of the educational outcomes on labor market's needs as well as the expected benefits of the proposed intervention. The Annex is divided into three parts: (i), economic context and labor market outcomes analysis focusing on impact of education on employment and growth; (ii), cost-benefits analysis of the proposed project; and (iii), sensitivity and sustainability analyses to assess uncertainties and the fiscal burden of the project. The main conclusions from the analysis are presented below. A thorough description of the analyses and methods used can be found in the annex.

127. Education is a strong predictor of poverty reduction, formal employment, and economic growth in Burkina Faso. Estimations of returns to education using EICVM 2009/2010 indicate that those who attain higher levels of education tend to have higher earnings, and specifically that an additional year of education yields about 10.6 percent higher earnings after controlling for sector of employment and place of residence. Despite the high returns associated with secondary education, there is a relatively small proportion of students enrolled in this level of education and the proportion of the workforce with secondary education also appears to be small. This points to a shortage in the supply of secondary education in Burkina Faso. This can be explained by the fact that primary education has received special attention during the last decade in contrast to secondary education. If the current trend continues, it is highly likely that the

demand for secondary school will overwhelm capacity at the secondary level and the Government should be prepared to accommodate the demand.

128. The cost-benefits analysis has been calculated for the access and quality aspects separately and combined figures reported to reflect the overall project's prospect. Both the access and the quality components of the project are economically viable. The present discounted value of benefits for the total project under baseline scenario assumptions nears US\$174 million while the discounted value of costs is estimated at US\$64.1 million. The corresponding net present value (NPV) of the program is US\$109.6 million. The internal rate of return associated with this NPV is 19.6 percent (9.6 percent above the prime lending rate). In addition, the benefit/cost ratio indicates that for every US\$1 invested, the expected return is US\$2.7. Thus, under both access and quality components, the results support investment in the Project.

129. The sensitivity and sustainability analyses show that the project's success depends on several factors including, successful and timely completion of the project, student survival through the system, the quality of the infrastructure, and the assumptions underlying the benefits and costs estimations. The sustainability analysis shows that the fiscal impact of this initiative beyond the life of the project is sustainable given the current pattern of investment in education.

B. Technical

130. The technical design of the EAQIP is premised on international best practice and is consistent with the technical priorities for the country as described in the SCADD and the CPS. The project documentation contains technical notes and various reports prepared by the Bank, the GoBF, and various donors. Building on the decentralized approach, the EAQIP will systematically address issues of access and equity on the basis of need, opportunity, and comparative advantage within the poverty agenda. It also addresses capacity building and is complementary to the government's decentralization and deconcentration policy, including community involvement in school management. The project components (increasing access partly through a construction program, quality enhancement through teacher training, curriculum reform, and ECD) were prepared based on technical and economic studies as well as lessons learned during previous interventions, and have integrated regional and international norms and practices. Project components will be implemented in line with adequate standards. Innovations such as the delivery of public-private partnerships, SBMCs and the school improvement plan, including the teaching improvement piloted during PPEP 2, are supported by sound technical studies and sub-regional experience. Moreover, the strengthening of the M&E system, particularly at decentralized levels, will help to achieve sector-wide objectives, and generate reliable data that can be used to adjust strategies and activities. This, in turn, will help Burkina to increase the likelihood of the country achieving the MDG targets. Investment and recurrent cost estimates for the project are based on estimates of prevailing market unit costs, with appropriate allowance for inflation. A reasonable level of physical contingencies also is included in the cost estimates.

C. Fiduciary Management

131. The overall FM risk rating for the project is assessed as *Moderate*. The recent changes in the political leadership of the government and the establishment of an interim government have not adversely impacted fiduciary management. The interim government is highly conscious of the public's concerns over poor governance and is focused on ensuring the strict implementation of acceptable governance practices. The interim government has committed itself to respecting all previous agreements, including those entered into with the Bank. The assessment of the country's fiduciary management capacity made before the political changes is therefore unlikely to have changed.

132. In accordance with the Financial Management Manual for World Bank-Financed Investment Operations that became effective on March 1, 2010, the Bank team has assessed the Financial Management arrangements of Education Access and Quality Improvement Project (EAQIP) to determine whether they are acceptable to the Bank. It was agreed that the fiduciary management arrangements for the EAQIP will be based on existing arrangements for the previous project. The FM unit placed under the aegis of the SG of the MESS is staffed with well qualified and experienced FM staff (two accountants and one financial management specialist) utilizing computerized multi-project accounting software. The FM performance of the last project was rated satisfactory [(Interim Financial Reports--IFRs--were submitted on time and the last audit reports were unqualified)].

133. Given the specificities of the new project (Extension of PPP approach, incentives mechanism and SBMCs) and the involvement of a new ministry, the existing manual of procedures has been revised and adapted to the needs of the new project. The FM staff and the accounting system of the PPEP2 will also be deployed to the new project. Based on an assessment of the workload, an additional accountant might be recruited following project effectiveness. According to the Burkinabe national law regulating project implementation, the EAQIP is ranked as category "A", which means that an internal auditor will be designated for the project by the Ministry of Economy and Finance to ensure that it is properly managed by government officers, especially at decentralized regional and school levels.

134. In order to promote good governance, in addition to the involvement of the internal auditor, national audit institutions such as General Inspectorate of Finance and Public Treasury Inspectorate, may review project activities periodically. Financial controllers at regional and school levels will carry-out the ex-ante audit as per national public financial management arrangements.

135. The assessment concluded that financial management arrangements for the project satisfy the World Bank's minimum requirements under OP/BP10.02, and are adequate to provide, with reasonable assurance, accurate and timely information on the status of the project as required by the Bank.

D. Procurement

136. Overall procurement risk for the project is considered to be *moderate to substantial*, but could be reduced through mitigation measures. Procurement activities under the EAQIP project

will be implemented by a project unit hosted within the MESS. This entity came into being under the former bank-financed PPEP projects. The MESS will assume overall procurement responsibilities for EAQIP and existing capacity inherited from PPEP2 will be used. All activities to be supported under the project will adhere to the World Bank Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants, dated October 2006 and revised in January 2011.

- For some specific activities relevant to MENA, the procurement process will be managed by MENA through the “*Commission d’Attribution des Marchés-CAM*” established within the Ministry.
- Procurement activities pertaining to the regional level for both ministries (MESS & MENA) will be implemented by the “*Commission Régionale d’Attribution des Marchés*”.
- For activities under component 1, using PPP, the project manual will define the detailed applicable procedures and conditions.
- For activities to be executed by SBMC, the project manual must determine the simplified procedures and procurement methods to be used.
- The overall procurement risk for the project is considered to be moderate to substantial prior to implementation of mitigation measures.

E. Social (including Safeguards)

137. A social assessment was conducted in 2000 to support the preparation of the Basic Education Support Project. The main findings of these assessments involved economic costs, opportunity costs particularly for girls, and a high level of mobility. Burkinabe relocate frequently (28 percent of the population 10 years or older has migrated at least once, of whom more than half are females) for employment, education, or marriage opportunities. EAQIP activities will focus on: (i) rural and poverty-stricken urban areas in the five poorest regions; (ii) encouraging the enrollment of more girls through such specific actions such as improving physical access to schools (bringing secondary schools near villages reducing distance and security concerns, particularly for girls’ participation), providing running water, and providing separate sanitary facilities for girls; (iii) providing schools in more locations so that children who move within the country will be able to continue their education; (iv) promoting participation of local communities in school management to overcome local barriers to schooling; (v) expanding nutrition and school canteen programs as an incentive for the enrollment and retention of poorer students; (vi) support for textbooks provision at reduced costs to alleviate the costs incurred by parents; (vii) reducing opportunity costs to parents with a flexible school calendar that avoids overlapping the school year with peak rural agricultural activity periods; and (viii) the strengthening public-private partnerships to further expand the supply of secondary education.

F. Environmental (including Safeguard)

138. The project was classified as EA Category “B”. The potential adverse impacts associated with projected activities are expected to be site-specific, minor and manageable at an acceptable level. Taking into account the nature and the scope of activities, three safeguard policies were triggered. They are OP/PB4.01 (Environmental Assessment); OP/PB4.11 (Physical Cultural Resources); and OP/PB4.12 (Involuntary Resettlement). Consequently two safeguard instruments, the Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF) have been prepared. To mitigate potential issues related to Physical Cultural Resources, a specific chapter is included in the ESMF to address pertinent issues.

139. Following preparation of the Environmental and Social Management Framework (ESMF), the ESMF was published and has been widely discussed within in Burkina Faso. The report was made available on October 1st, 2014 and at the Infoshop on October 3, 2014. The ESMF outlines an environmental and social screening process, including institutional responsibilities for screening, review and clearance, and implementation of mitigation and monitoring measures for future investments. This screening process consists of: (i) an environmental and social screening form to determine potential adverse environmental and social impacts, and to record the outcomes of consultation; (ii) an environmental and social checklist with generic mitigation measures to be adapted to the specific investment; (iii) a summary of the Bank’s safeguard policies; (iv) an Environmental and Social Management Plan (ESMP), including environmental monitoring indicators and capacity building activities; (v) Environmental Guidelines for Contractors; and (vi) generic TORs for an environmental impact assessment.

140. The Resettlement Policy Framework (RPF) has also been widely discussed and subsequently disclosed in the country on October 1st, 2014 and at the Infoshop on October 3, 2014. This document outlines the principles, policies and procedures to be followed in the event that investments involve land acquisition with the potential to affect the livelihoods of affected persons. It includes a definition of reinstatement mechanisms, as well as procedures for identification of affected persons, consultation, and conflict/complaint management. The framework includes a monitoring and evaluation plan to ensure that all those affected are compensated, moved, and relocated in an appropriate manner.

141. The PCU will work closely with the MESS’s environmental unit which will be in charge of those aspects of the project with environmental implications. This unit is well versed in safeguard issues and will benefit from the safeguards training provided by Bank supervision missions. The PCU staff will regularly monitor all safeguards requirements, and Bank supervision missions will include environmental and social safeguards specialists.

142. The environmental and social mitigation measures summarized in the ESMF and the RPF, as well as approved specific mitigation measures, will be executed, monitored and reported in: (i) a specific Safeguard Monitoring Report and (ii) the Environmental and Social Safeguards section of periodic project progress reports. Follow-up responsibility is vested in the PCU with support from MESS’s environmental cell.

G. World Bank Grievance Redress

143. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

Annex 1: Results Framework and Monitoring

Country: Burkina Faso

Project Name: Education Access and Quality Improvement Project (EAQIP) (P148062)

Results Framework

Project Development Objectives

PDO Statement

The project development objective is to support the Government of Burkina Faso to increase access to pre-school education in the two poorest regions, secondary education in the five poorest regions and to improve teaching and learning.

The components in support of these objectives have been designed to complement other activities financed by the Government and other development partners.

These results are at | Program Level

Project Development Objective Indicators

Indicator Name	Baseline	Cumulative Target Values				
		YR1	YR2	YR3	YR4	End Target
Increase in the grade promotion rate in lower secondary education disaggregated by gender in the 5 targeted regions (Percentage) ¹⁴	Grade 7 =62.80	63	64	65	66	66
	Grade 8= 64.8	65	67	68	69	69
	Grade 9=79.4	80	80.5	81	82	82

¹⁴ Cumulative target values for the indicator have been revised based on new figures from the Government.

Increase in girls' grade promotion rate in lower secondary education in the 5 targeted regions (Percentage - Sub-Type: Breakdown) ¹⁵	Grade 7= 63.1	63.5	64	65	66	66
	Grade 8= 63.6	64	65	66	67	67
	Grade 9= 75.4	76	77	78	79	79
Increase in gross intake rate in the first grade of lower secondary education in the 5 targeted regions (Percentage - Sub-Type: Breakdown)	46.2	48	51	56	62	62
Increase in girls' gross intake rate in the first grade of lower secondary education in the 5 targeted regions (Percentage - Sub-Type: Breakdown)	45	47.5	50	55	61	61
Increase in gross intake rate in the first grade of upper secondary education in the 5 targeted regions (Percentage - Sub-Type: Breakdown)	6.50	8	10	12	14	14
Increase in girls' gross intake rate in the first grade of upper secondary education in the 5 targeted regions (Percentage - Sub-Type: Breakdown)	4.1	5	7	10	12	12
Number of additional students enrolled in early childhood education using Interactive Audio Instruction programs in the 2 targeted regions and Ouagadougou (Number)	0.00	0.00	1500	4500	15000	15000
Direct project beneficiaries (Number) - (Core)	0.00	0.00	11,464	33,554	83,494	83,494
Female beneficiaries (Percentage - Sub-Type: Supplemental) - (Core)	0.00	00	46	46	50	50

¹⁵ Cumulative target values for the indicator have been revised based on new figures from the Government.

Intermediate Results Indicators						
Indicator Name	Baseline	Cumulative Target Values				
		YR1	YR2	YR3	YR4	End Target
Percent % of Lower secondary schools in the targeted five poorest regions have agreed School Improvement Plans (Percentage)	0.00	5	10	50	90	90.00
Percent % Lower secondary schools in the targeted five poorest regions have functional SBMCs (Percentage)	0.00	5	10	50	90	90.00
Percent % teachers have been coached in situ by supervisors by the end of the project. (Percentage)	5.00	15	30	45	60	60
Percent % Lower and upper secondary teachers have participated in in-service training by the end of the project (Percentage)	0.00	15	30	45	60	60
Number of teachers and staff trained on using of the new guides (Number)	0.00	1,000	9,000	20,000	50,000	50,000
Number of teaching guides developed and piloted with project support for the three education levels (ECD, primary and secondary education) (Number)	0.00	10	20	30	56	56
Number of additional classrooms built in lower and upper secondary education resulting from project interventions (Number)	0.00	00	95	195	339	339
Number of Students receiving subsidies to support the costs of their school fees disaggregated by gender in the five targeted regions (Number)	0.00	50	250	500	1000	1000
Percentage of Students receiving subsidies to support the costs of their school fees in the five targeted regions are girls (Number - Sub-Type: Breakdown)	0.00	50	50	50	50	50
Number of pre-school class facilitators enrolled in the short-track training	0.00	00	50	175	300	300

successfully certified by the end of the project (Number)						
Percentage increase in the gross enrollment rate in lower secondary education in the five poorest regions disaggregated by gender (Percentage)	40.20	47.0	52.0	57.0	63.0	63.00
Percentage increase in girls' gross enrollment rate in lower secondary education in the five poorest regions (Percentage - Sub-Type: Breakdown)	35.10				43	43
Percentage increase in the gross enrollment rate in upper secondary education in the five poorest regions (Percentage - Sub-Type: Breakdown)	9.1	11	14	17	20	20.00
Percentage increase in girls' gross enrollment rate in upper secondary education in the five poorest regions (Percentage - Sub-Type: Breakdown)	5.80				12	12.00

Indicator Description

Project Development Objective Indicators				
Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
Increase in the grade promotion rate in lower secondary education disaggregated by gender	This indicator is aimed at capturing the percent of students in lower secondary education who succeed regardless of age as a result of project interventions. Data will be disaggregated by gender to capture the percentage of girls who performed well at this level	Annual	MESS/MENA Statistics Year Book	DGESS MESS/MENA
Increase in girls' grade promotion rate in lower secondary education	This indicator is aimed at capturing progress in closing the gender attainment rate in lower secondary education.	Annual	MESS/MENA Year Book	DGESS MESS/MENA
Increase in gross intake rate in the first grade of lower	The indicator will help capture data to show progress made in the gross intake	Annual	MESS/MENA Year Book	DGESS MESS/MENA

secondary education in the 5 targeted regions	rate at the lower secondary education. This indicator is disaggregated by gender.			
Increase in girls' gross intake rate in the first grade of lower secondary education in the 5 targeted regions	Breakdown from the indicator above: This indicator is aimed at capturing progress in closing the gender attainment rate in lower secondary education.	Annual	MESS / MENA Year Book	DGESS MESS/MENA
Increase in gross intake rate in the first grade of upper secondary education in the 5 targeted regions	The indicator will help capture data to show progress made in the gross intake rate at the upper secondary education. This indicator is disaggregated by gender.	Annual	MESS Year Book	DGESS MESS
Increase in girls' gross intake rate in the first grade of upper secondary education in the 5 targeted regions	Breakdown from the indicator above: This indicator is aimed at capturing progress in closing the gender attainment rate in upper secondary education.	Annual	MESS Year Book	DGESS MESS
Number of additional students enrolled in early childhood education using Interactive Audio Instruction programs in the 2 targeted regions and ouagadougou	This indicator will capture quantitative data related to the number of children enrolled in the Early Childhood Education resulting from project interventions in the two targeted regions and Ouagadougou.	Annual	MENA Statistics Year Book	DGESS MESS/MENA
Direct project beneficiaries	The indicator aims to capture data relative to all direct beneficiaries of the project activities (students, teachers, etc.) with a special focus on girls in the five poorest regions of the country.	Annual	MESS/MENA Statistics Year Book	DGESS MESS/MENA
Female beneficiaries	Breakdown from the indicator above: The indicator will capture the percentage of female beneficiaries of the project.	Annual	MESS/MENA Statistics Year Book	DGESS MESS/MENA

Intermediate Results Indicators

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
Percent % of Lower secondary schools in the five targeted poorest regions have agreed School Improvement Plans	This indicator aims at capturing data related to the number of lower secondary schools having an agreed and functional school improvement plan (SIP) resulting from project interventions.	Annual	MESS/MENA Statistics Year Book	DGESS MESS/MENA
Percent % of Lower secondary schools in the targeted five poorest regions have a functional SBMCs	This indicator aims at capturing data related to the number of lower secondary schools having a functional school based management committee (SBMC) resulting from project interventions.	Annual	MESS /MENA Statistics Year Book	DGESS MESS/MENA
Percent % of teachers have been coached in situ by supervisors by the end of the project.	This indicator aims at capturing data related to the number of teachers who received in-situ coaching support on a regularly basis.	Annual	MESS/ MENA Statistics Year Book	DGESS MESS /MENA
Percent % of lower and upper secondary school teachers have participated in in-service training by the end of the project	The indicator aims at capturing data related to the number of teachers who received in-service training and who continue to continuously update their skills to the new methods.	Annual	MESS / MENA Statistics Year Book	DGESS MESS/MENA
Number of teachers and staff trained on the using of the new guides	The indicator aims to capture quantitative data to show evidence that the project has contributed to training x numbers of teachers in mastering the new guides.	Annual	MESS/MENA Statistics Year Book	DGESS MESS/MENA
Number of teaching guides developed and piloted with project support for the three education levels (ECD, primary and secondary education)	The indicator aims to capture qualitative data to inform the extent to which the project financed curricula reform covers teaching programs including teachers' training modules and learning instruments.	Annual	MESS /MENA Statistics Year Book	DGESS MESS/MENA
Number of additional classrooms built in lower	The indicator is aimed at capturing data related to the number of additional	Annual	MESS/MENA Statistics Year Book	DGESS MESS/MENA

and upper secondary levels resulting from project interventions	classrooms constructed at the secondary level through the Bank-funded project. This will be disaggregated by private and public secondary schools.			
Number of Students receiving subsidies to support the costs of their school fees disaggregated by gender in the five targeted regions	The indicator helps capture data relating to the number of students including girls receiving subsidies to fund their school fees due to project interventions. Target for the two first years is 1,000 students of which fifty percent would be girls.	Annual	MESS/MENA Statistics Year Book	DGESS MESS/MENA
Number of pre-school class facilitators enrolled in the short-track training successfully certified by the end of the project	The indicator will capture data to show the number of pre-school class facilitators enrolled in the short-track program that have been successfully certified. The target is 300 instructors.	Annual	MESS/MENA Statistics Year Book	DGESS MESS /MENA
Percentage increase in gross enrollment rate in lower and upper secondary education in the five poorest regions disaggregated by gender	The indicator helps in capturing data to show evidence that the number of students enrolled in the secondary education level is increasing each year resulting from project interventions. It will be disaggregated into lower and upper levels and by gender.	Annual	MESS/MENA Statistics Year Book	DGESS MESS/MENA

Annex 2: Detailed Project Description

Burkina Faso: Education Access and Quality Improvement Project -EAQIP- (P148062)

Project Components

1. The project will focus on: (i) increasing access to pre-school education in the two poorest regions and Ouagadougou and secondary education in the five poorest regions; (ii) improving teaching and learning; and (iii) institutional strengthening. These components would be carried out in a manner that ensures complementarity with other government and partners' interventions. The five regions identified as project beneficiaries have been prioritized in the Country Partnership Strategy (CPS) as priority sites for the reduction of poverty in the country, and have some of the lowest education and social indicators.

2. The project components and sub-components are:

Component 1: Expanding equitable access to pre-school education in the two poorest regions and to secondary education in the five poorest regions (US\$30 million)

3. Sub-Component 1.1: piloting of an interactive audio instruction program and short-track teacher certification program for Early Childhood Development (ECD); Sub-Component 1.2: increased and equitable access to secondary education.

Component 2: Improving the quality of teaching and learning (US\$13 million)

4. Sub-Component 2.1: curriculum reform; Sub-Component 2.2: secondary teacher training; Sub-Component 2.3: textbooks development and production; Sub-Component 2.4: school based quality initiatives; and Sub-Component 2.5: expanding the use and management of assessment and examinations systems.

Component 3: Contributing to strengthening education institutional capacity at central and decentralized entities (US\$7 million)

5. Sub-Component: 3.1: strengthening the ministry's capacity for data management and planning; Sub-Component 3.2: reinforcing school level management; and Sub-Component 3.3: support the PCU operations.

Rationale for Selecting Project Components

6. The selection of the project components was based on the following rationale. ECD is a key factor with the potential to promote increased access to primary education and quality education at all levels, with positive spill-overs for increased socio-economic development.¹⁶ The program is intended to be piloted in the two poorest regions in conjunction with ongoing

¹⁶ Young and Richardson "Early Childhood Development – From Measurement to Action" 2007 International Bank for Reconstruction and Development, Washington D.C.

parenting education programs financed under a separate World Bank supported program, managed by the Social Protection Unit to match the improvement of parenting in line with the new ECD approach.

7. Expansion of secondary education, including specialized classrooms, is intended to create additional capacity to accommodate the growing number of students graduating from the primary level. “*Lycées Scientifiques*” (focusing on excellence in math and sciences) will serve as “living laboratories” for other secondary schools to emulate, in an effort to incentivize the further improvement of school-environments and the adoption of more appropriate teaching methods. These schools, and the positive spillovers they engender, will also serve in helping to meet critical skill gaps in the economy. The lowering of the costs of education for poorer households in the five implementation regions will make it easier for poorer families to enroll children in school. The combined effect of these interventions is intended to increase the number of secondary graduates who can enter higher paying jobs which in turn will help to raise the standard of living and promote equity in affected populations. Targeted support to girls will help to increase the proportion of educated females in the country, which in turn will generate further economic growth. Positive externalities accruing to better educated females will help to better prepare future generations for education, and encourage productive engagement in society.¹⁷

8. The focus on improving the quality of secondary education is premised on the essential role of a quality secondary education, as opposed to merely completing a course of secondary education, in improving income and promoting economic growth.¹⁸ This component of the project will address critical gaps constraining improvements in quality. Curriculum redesign will focus on existing discontinuities between primary and lower secondary education that currently undermine the ability of primary school graduates to follow the lower secondary curriculum. The status quo results in low learning achievement in lower secondary education. In the process, the curricula for both primary and secondary education will be streamlined to ensure a smooth transition between sub-cycles.

9. Improving the training of secondary teachers will help to increase access to quality secondary education for students from all areas of the country. Improving the training of secondary teachers has been neglected in part due to underinvestment in pre-service training. In-service training will help support new teachers as the system is concurrently expanded to more remote areas, and support the improvement of teaching performance in the classroom.¹⁹

10. Improved availability of textbooks will complement the other quality inputs. The publication and distribution of textbooks has been a persistent problem for Burkina Faso. The project will introduce initiatives to support the local production and distribution of textbooks and materials to schools.²⁰

11. The establishment of SBMCs at the secondary level will help to stimulate demand for quality secondary education by promoting attention to some of the non-financial and contextual

¹⁷ The World Bank – World Development Report 2012 – Washington DC

¹⁸ Op cit

¹⁹ Op cit

²⁰ Op cit

constraints to access and quality.²¹ The design of the SBMC will build on earlier successful outcomes associated with the implementation of SBMC at the primary level, including the use of School Improvement Plans (SIPs).

12. Further improvement and more effective use of the assessment system is needed to support the quality improvements throughout the sector. As the system expands with the proposed curriculum changes, reliable monitoring of student learning achievement and the effective identification and addressing of constraints to achievement will be essential. These systemic improvements will ensure maximum yields to investments in the sector.²²

13. Strengthening the Education Management and Information System (EMIS) at the local level will enhance the capacity of the ministry as the system expands to effectively identify and address the specific needs of communities in the country and inform better targeted planning. School-based management is essential for the promotion of efficiency and student learning.²³ Analytical studies will be financed to support the further development of policies and strategies to find solutions to current and emerging needs.

Component 1: Expanding equitable access to pre-school education in the two poorest regions and to secondary education in the five poorest regions (US\$30 million)

Sub-Component 1.1: Increasing access to and the quality of early childhood education through the piloting of an interactive audio instruction (IAI) program and short-track certification of ECD instructors

1.1.1: Development and Delivery of Interactive Audio Instruction (IAI) program

14. The objective of this sub-component is to provide early childhood education to children aged 3-4 years living in the East and Central East regions of the country, as well as children living in the main urban center of Ouagadougou. Due to IAI's low cost, the relative ease of delivering content to hard-to-reach and remote regions, and IAI's effectiveness in delivering high quality content to large numbers of beneficiaries, IAI has been selected as a delivery mode for the expansion of early childhood education in Burkina Faso. Other options for pre-school program delivery (such as pre-schools attached to primary schools or community-based preschools) already exist in Burkina Faso. These models, while appropriate in some settings, are unsuitable for scaling up across all regions of the country due to the limited number of qualified teachers and other scarce resources.

15. IAI typically involves audio programs played in a school classroom during school hours. Lessons involve instruction provided by an "audio teacher" to "audio students", with pauses for responses and actions by in-classroom teachers and students. Following the completion of the audio lesson, the classroom teacher will conduct a lesson building on the instruction provided by the "audio teacher". IAI doubles as an in-service teacher training tool due to the fact that it trains the classroom teacher in "real time," walking them through a variety of teaching strategies that

²¹ Op cit

²² Op cit

²³ Op cit

they can implement directly with the students in their classes. Since its beginnings in 1974, IAI has been adapted and used successfully in a wide variety of contexts, including: Guinea (for preschool and primary school children in rural and urban areas); Zambia (for orphans and vulnerable children); Ethiopia (for Somali refugees in camps); and Nigeria (Quranic schools), and has been widely evaluated positively.²⁴

16. The IAI program will be introduced through a phased schedule in Burkina Faso. The program will initially be implemented through audio episodes in one local language (Moore, Dyula or Fula) and will target a minimum of 15,000 children in its first four years. Six hundred (600) pre-school class facilitators drawn from primary school graduates (CEP holders) in the beneficiary villages will be provided with basic training in child development and will be responsible for conducting classes at the village level. Delivery of materials will be through IAI, using of audio equipment, in collaboration with parents.

17. Technical experts will be hired to identify appropriate equipment and mechanisms for the delivery of the program during the first six months of implementation. Potential options for delivery could include MP3 players or mobile phones attached to speakers.

18. MENA²⁵'s Department for Pre-school Education will assume lead responsibility for oversight and management of the program. However, implementation will be carried out by a central coordination team housed within the MENA, comprising MENA and MASSN²⁶ staff supported by locally based technical specialists. Communities will be sensitized to the new methodology and encouraged to assign village level youth to serve as pre-school class facilitators.

19. The MENA and the MASSN currently play a role in the regulation of non-state delivery of early childhood education, but capacity for quality assurance is limited. Mechanisms to be put in place by the project to ensure the delivery of quality IAI programming at the commune/village level will build the government's capacity in this area.

20. IAI will be implemented in conjunction with efforts to improve parenting practices, to better prepare children for ECD and further education, and will be financed by the Social Safety Net Project (P124015). This sub-program aims to encourage the adoption of improved child development practices and to ensure that children are better prepared to participate in ECD programs.

21. Financing of the program will be predominantly provided through the project, with contributions from communities and government. The project will finance the training of MASSN and MENA staff, the equipping of schools, the production of the audio instruction programs, and payment of pre-school class facilitators for all four years of project implementation. Villages and communes are expected to contribute space for ECD instruction and food for students. To assist in this regard, the project will set aside a total of US\$200,000 to

²⁴ Op cit

²⁵ MENA: *Ministère de l'Éducation Nationale et de l'Aphabétisation* – Ministry of Basic Education

²⁶ MASSN: *Ministère de l'Action Sociale et de la Solidarité Nationale* – Ministry of Social Affairs and National Solidarity.

fund a small number of villages to make low-cost upgrades to physical infrastructure. To ensure sustainability, government and communes will need to allocate funds to support payment of audio program facilitators and refresher/upgrading training for staff following the completion of the project.

22. Following three years of implementation, the pilot will be assessed by the government, to inform the expansion and ensure sustainability of the program.

1.1.2: Piloting of a formal short-track teacher training mechanism

23. The objective of this sub-component is to pilot a short-track teacher training program to support the IAI program. The training will be developed to increase accessibility of formal training to early childhood instructors. This pilot will target both current and new instructors delivering the audio instruction program. The duration of the initial short-track training will be approximately three weeks, while four one-week-long additional training sessions will be provided throughout the year to allow for further upgrade of skills and knowledge. A method of training to be tested through the course of the pilot is a distance education program utilizing videos, audio, reflective and peer learning by teacher-trainees. Face-to-face training will be provided at the provincial and/ or departmental level by MASSN and MENA staff trained in early childhood education. The optimal timelines and the actual spacing of the short-track teacher training will be refined based on the results of the pilot. The Director of the National Institute for Training of Social Workers (*Institut National De Formation en Travail Social* [INFTS]) supported by audio instruction program technical assistance will lead the piloting of the in-service training program. It is expected that 300 teachers will have participated in the pilot training programs by the end of the project cycle. Based on the results of the pilots, a recommendation may be made for formalization and institutionalization of the pilot as a certification program.

Sub-Component 1.2: Expanding Access to secondary education

24. The objective of this sub-component is to contribute to increased and equitable access to secondary education through: (i) increasing the capacity of public secondary education in the five poorest regions; (ii) introducing incentives to promote enrollment in lower and upper secondary education, specifically for girls and low income students; and (iii) expanding private secondary schools in urban areas that will also cater to the educational needs of the poor. This sub-component consists of the following set of activities.

1.2.1: Increasing public secondary school places in the five targeted regions

25. The objective of this sub-component is to construct and equip 20 new lower secondary schools (CEG), 20 upper secondary schools (*lycées*) and upgrade five lower secondary schools to upper secondary schools (provision of libraries and other amenities) in underserved areas. The construction program will include two “pilot” *lycées scientifiques* located in suburban areas to serve as models for potential expansion. Premised on lessons learned through the implementation of previous projects (PPEP 2), the MESS will hire full time teachers while communities/communes, the Association of Students’ Parents (APE) or SBMC, will continue to hire additional part time teachers, where needed.

26. The project will finance the construction and equipment of all the schools.

1.2.2: Targeted support to students from the poorest households and girls

27. The objective of this sub-component is to stimulate demand for secondary education through the reduction of associated costs to households, especially poor families. This will be achieved through the expansion of fee reduction policies implemented under the PPEP2, and through the extension of subsidies to students to help finance additional costs of schooling. The recurrent costs of schools falling under the project will be subsidized with project funds for the first two years of implementation to support the fee reduction policy. In addition, about 1000 selected students, predominantly girls from poor households will receive help to cover additional schooling costs. Specific criteria will be established to identify promising students who successfully complete primary or lower secondary education, but for socio-economic reasons are not in a position to afford lower or upper secondary education. The identification and targeting system will build on the existing mechanism of MASSN prepared with the support of the World Bank Social Protection team in the recently approved Social Safety Net Project. This approach will be launched on a pilot basis in five communes selected within the targeted five regions prior to expansion to additional communes.

28. *Implementation Strategy.* Children considered vulnerable²⁷ in Grade 6 (CM2) and Grade Ten (*Troisième*) will be identified and allocated a grant of approximately FCFA 100,000 per year to enable them to continue their studies. The project will build on the existing identification system used by MASSN. Vulnerable children monitoring and identification committees have been established by MASSN at the provincial level. Each committee is required to produce a list of potentially vulnerable children by school, department and province annually. Based on identified potential beneficiaries, a specific selection committee will be set up in communes, led by the mayor or his representative, and provincial representatives of MENA, MESS, active civil society organizations (CSOs) in the education sector and the teachers' unions. In addition to the screening criteria, the following other criteria will be taken into account: (i) the child's performance at school; (ii) the age of the student (to ensure compliance with school requirements); (iii) gender, for positive discrimination for girls; and (iv) the absence of any support from close relatives or other sources. Once the final selection of students is completed, the amount of the subsidy would be transferred from the project for each beneficiary student. The SBMC will receive the grant and assist the beneficiary student to manage it to finance expenditures associated with promoting his/her academic success. The grant may be used to pay for tuition, school supplies, and all expenditures necessary for academic success. Through home and school visits, the provincial representative of the MASSN will ensure effective monitoring of student participation and academic performance. To ensure the timely provision of the grant, the selection committee's decision will be made, at the latest, one month after the publication of examination results.

²⁷As defined by MASSN: *Orphelin et autre Enfant Vulnérable* (OEV) or Orphans and Vulnerable Children (OVC) would be any person aged less than 18, at risk of deprivation of and/or adverse exposure to food, health, educational, moral, psychological, material, legal, accommodation, etc., requiring a one-time or permanent social protection.

29. One or two CSOs, active and experienced in the education sector, will be selected to coordinate activities related to this sub-component.

1.2.3: Increasing private secondary school places in urban areas

30. The objective of this sub-component is to expand private sector participation in the provision of secondary education, and increase access to secondary education for poor students in urban areas. The project will construct and equip five new private lower (CEG), five upper secondary schools (*lycées*), and expand existing private secondary schools. The latter will include building around 55 additional classrooms using the public-private partnership (PPP) practices adopted in the previous education projects. The MESS will build and lease ownership and management of schools to private education providers selected through a competitive process. Expansion of existing schools would include high achieving “private secondary schools under contract²⁸” based on agreed and specific eligibility criteria including an undertaking that these schools will enroll promising students from poor households with financial support from MESS. The selection process for these students will build on existing mechanisms currently being used by the MASSN. Selected schools will be contracted to ensure that at least five percent of students enrolled in each classroom built are drawn from targeted groups. A specific agreement containing M&E obligations will be signed between the MESS and each selected school to ensure the achievement of this target.

31. For both public and private schools, the project will finance the construction and equipping of fifty-two (52) schools, including two *lycées scientifiques*, upgrade five lower secondary schools to upper secondary schools, build an additional 55 classrooms in existing schools, and sink 30 boreholes to service schools infrastructure.

Component 2: Improving the quality of teaching and learning (US\$13 million)

32. The objective of this component is to contribute to improving the quality of teaching and learning with a particular focus on mathematics, the natural sciences, languages and computer sciences. This sub-component will consolidate and scale-up achievements from the previous PPEP2 and support GoBF reforms aimed at improving the quality, relevance and efficiency of secondary education. Specifically the sub-component will support: (i) curriculum reform; (ii) secondary teacher training; (iii) textbooks development and distribution; (iv) school based quality initiatives; and (v) strengthening of assessment and examinations systems, and expanding the use of assessments.

Sub-Component 2.1: Curriculum improvement

33. The objective of this component is to develop a basic education curriculum that effectively integrates and streamlines pre-school, primary and lower secondary curricula. An integrated curricula across the full cycle of basic education will help to facilitate students’ progress through the sub-sectors, and smooth the transition from pre-primary to primary, and

²⁸ School under contract or *Ecole conventionnée*: is a private school, confessional or not, which signed a convention with the Government to receive students sponsored by the Ministry in charge of education (MESS).

ultimately to lower secondary education. Based on recommendations and official guidance, the rewriting of the basic education curricula will draw on a variety of tested teaching methods. These include teaching by objectives (*Approche Par les Compétences*); the mastery of literacy (*Pédagogie du Texte*); and the Activities based, Student-centred teaching, Learning by Doing, and Improvisation (*ASEI / PDSI- Plan-Do-See-Improve*) methodologies, under the “Integrated Pedagogical Approach” (API). This method encourages a participatory and interactive paradigm of teaching and learning which develops an autonomous learning process for the learner.

34. The basic education curriculum preparation which started in March 2014 is expected to be completed by the 2020-2021 academic year. The reform process consists of three phases: (i) the design of the curricula, (ii) a pilot at the end of which lessons learned will be integrated into the new curriculum and (iii) the implementation of the new curriculum in all schools throughout the country.

35. The project will support the following key activities: (i) development and approval of teaching programs, teacher training modules and learning instruments for the curriculum pilot and expansion phases; (ii) training of teachers and pedagogic supervisors to ensure smooth implementation and monitoring of the pilot and the scaling up the new curriculum; and (iii) revision, development and approval of textbooks and other teaching materials. The government has created a directorate to oversee curriculum reform, relying on expertise within the Ministry, supported by international technical assistance. Based on the implementation schedule, it is projected that by the end of 2018 (the expected closing date of the project), the new curriculum for ECD, the first two sub-cycles of primary education, and all grades of lower secondary education would have been piloted and scaled up.

36. The project will contribute to the financing of the pilot for curriculum reform, by covering the costs of the development of learning instruments, ECD, teacher training for the first two sub-cycles of primary education, and the first three grades of lower secondary education.

Sub-Component 2.2: Improving teacher pre- and in-service training in secondary education

37. This subcomponent aims at improving pre-service and in-service training of secondary school teachers.

38. *Pre-service training:* The objective of the pre-service training program is to increase the number of qualified teachers and improve the quality of the teacher training program and associated in-school teaching. The expansion of physical infrastructure at training institutions will be complemented by a distance training program. Currently the ENS-UK and the IDS (which trains teachers only in math and science), the two institutions responsible for teacher training, produce only 1,400 of the 2,000 teachers required annually by the system with the highest deficits being in math and science.

39. The project will finance a system of video lessons with the requisite equipment, and training of teachers and technical staff.

40. To improve the quality of teacher training, the project will support the use of improved teaching methodologies, especially for math and science. The project will provide technical

assistance for improving the training program. The current training strategy was formulated as a component of reforms in the 1990s and was piloted and implemented by previous Bank financed projects (PPEP1 and PPEP2). The project will continue to support improving the contents of the training program based on the identification of need, through an assessment of the pre-service training programs, to be carried out at the start of project implementation. A virtual library, to be shared by all teacher training institutions will also be established.

41. The project will finance the needs assessment, TA for improving teaching methodologies, and the costs for establishing the virtual library.

42. *In-service training:* The objective of this component is to improve the quality of instruction and to upgrade teacher performance through the development of a system of continuous pedagogic support and advice. This will be achieved through a three-pronged approach: The project will utilize the manual developed under PPEP 2 outlining the respective roles of staff.

43. The second level of support involves more efficient deployment of Pedagogic Advisers (CP) and Inspectors, who are responsible for visiting each school and each teacher at least once a year. On the basis of their reports, the inspectorate will prepare subject-based in-service training programs, and will include instruction on how to use existing materials and textbooks more effectively. The third level of support will be deployed through the network of teachers' study groups (*Cellule animation pédagogique* – [CAP]) in which teachers discuss shared pedagogical issues and assess possible solutions. The in-service training will take advantage of the half-day midweek break each week to organize activities for teachers.

44. The project will finance the equipment and operational costs of Pedagogic Advisers and Inspectors.

Sub-Component 2.3: Increased availability of science equipment, textbooks and pedagogical materials:

45. The objective of this component is to improve the learning environment by providing equipment for two pilot upper secondary schools - “*Lycees Scientifiques*” and by expanding local development of textbooks and increased availability of textbooks and other pedagogical materials within schools. The provision of science equipment to upper secondary schools aims to establishing a model for science teaching.

46. The previous project (PPEP2) financed successful local production of teaching materials to improve science teaching. This initiative will be extended. The current project will build on and improve textbook provision initiated under PPEP2 to ensure textbooks availability for lower and upper secondary schools. The project will not acquire textbooks directly, but will provide support to CENAMAFS to ensure adequate textbook production and availability for secondary education.

47. Part of the government strategy for the development of textbooks is to reduce reliance on external companies for textbook publication. To help achieve this, CENAMAFS created a pilot for the provision of textbooks and teaching materials to the secondary level. A low-cost

rental system for textbooks was initiated to generate funds for the publication of textbooks and teaching materials. Consistent with this strategy, nine sets of textbooks for the second cycle of secondary education have been drafted with financing from PPEP 2, but these drafts need to be edited and illustrated prior to finalization and publication. The drafts include the sets of textbooks for the following subjects: French, mathematics, life and earth sciences, history, geography, English, physics, chemistry, and philosophy. Under PPEP 2 copyrights for two sets of textbooks for mathematics and physical sciences for the first cycle of secondary education were acquired. In line with the national strategy to cover the textbook needs for both levels of secondary education, the project will finance: (i) the training of authors and workshops focused on editing and illustration to finalize nine sets of textbooks for publication; and (ii) the development of five sets of textbooks for the first cycle of secondary education through training of subject area teachers, and teacher supervisors in textbook preparation and workshops for preparing the drafts. The five sets of manuals will cover the following subjects: French, life and earth sciences, history, geography, and English. Printing of the textbooks would be financed with funds from CENAMAFS.

48. The project will finance science equipment for the upper secondary schools as well as technical assistance to CENAMAFS to strengthen its technical and management systems.

Sub-Component 2.4: Development of school-based quality initiatives

49. The objective of this component is to help improve learning outcomes through increasing the participation of communities in school operations, and the provision of incentives for schools to improve their quality. Recent evidence shows that a school-based management approach can be an effective strategy in increasing parental participation in school-level decision-making, which in turn can help to reduce dropout, repetition and failure rates, and, under certain conditions, improve learning outcomes.²⁹ The project will focus on creating the conditions (local capacity building, SIP preparation, resources transfer and management, incentives) within which the school-based management policy can be translated into improving the quality of education service delivery. The following three key tools will be used to drive quality improvement at this level: (a) the expanded use of SIPs (pedagogic support and materials) and (b) the piloting of incentives for performance improvement in secondary schools.

50. *Development of School Improvement Plans (SIPs)*. Each lower secondary school will have a SIP prepared by the SBMC focusing on quality improvements, notably better learning outcomes and performance in national examinations. The SBMC will lead the process of preparing the SIP, from diagnostics to implementation, including managing resource allocation. Existing guides for the preparation of SIPs at the primary level will be adapted for use at the lower secondary level. To ensure relevance of SIPs content, the SBMC will receive training tailored to the objectives of designing a SIP, as well as SIP preparation guides which will allow members of the SBMC to integrate priority measures into the SIP to improve the performance of the school and students. The guide would allow members of the SBMC to locally manage obstacles to school attendance, retention and success of vulnerable children. Toward this end, attention will be paid to attendance and retention of girls and vulnerable children, HIV/AIDS, and health and nutrition. Activities related to promoting the enrolment and retention of girls and

²⁹ Op cit

the poorest students would be specifically supported. These interventions will help to address issues identified in the results of a gender study that limit the participation of girls and poor students: (i) housing of students living away from their home villages to attend secondary school and (ii) early pregnancy and accommodation for students' with newborn babies. Targeted information campaigns will be organized at the school and regional levels to prevent unwanted pregnancies among students. The project will also support under the SIP, locally identified solutions to address these issues. With the AIDS Coordinating Committee (CMLS) of MESS and MENA, guidance will be provided for SIPs preparation to consider priority school health and HIV/AIDS activities. These could include targeted support for school health: nutrition support for vulnerable children, learners in the early stages of pregnancy, accommodation for students' newborn babies, voluntary counseling and HIV/AIDS testing campaigns, and peer education programs. Grants will be provided as a contribution to the financing of SIPs and will be linked to the existing MESS administered annual school performance competition.

51. The project will finance the production of the SIPs, quality improvement initiatives and training of SBMC members.

52. *Incentives for performance improvement.* The objective of this component is to encourage schools to improve the quality of educational outcomes through a competitive process. This would build on the existing annual school performance competition already being run by MESS. Under the MESS initiative, the best performing schools are included in a “*Circle of Excellence*”. Schools that do not maintain satisfactory levels of annually reviewed performance will be re-evaluated and, if performance does not improve, dropped from the “*Circle of Excellence*”. The ranking of all schools will be published in the regional and national press, as well as on the web sites of the Education Ministries. The initiative will be premised on agreed-upon criteria that will be incorporated in the Project Implementation Manual. Support and guidance will be given to schools that drop out to help them re-enter the “*Circle of Excellence*”.

53. As stated above, the project will also contribute to the financing of SIPs to be used for the assessment of school performance for the competition organized by MESS and MENA.

Sub-component 2.5: Assessment of student learning achievement

54. The objective of this component is to develop the capacity of OCECOS to carry-out two types of assessments. The first assessment is intended to monitor the education system performance overtime, while the second will provide information for corrective actions to increase student achievement to be implemented at the decentralized and school levels of education provision. Information arising from assessments will be used to select and support schools in the *circle of excellence*, to identify systemic issues that constrain learning and to improve the end-of-cycle examinations in secondary education. With regard to the *circle of excellence*, OCECOS will administer standardized tests annually to a sample of schools classified in three categories according to the criteria of the circle of excellence: (a) all high achieving schools within and outside the circle, based on their student learning assessment; (b) schools with moderately satisfactory performance not yet admitted in the circle of excellence; and (c) schools with the weakest performance. In addition to systematically analyzing students learning achievements, and identifying and explaining reasons for potential failure and success,

these assessments will provide practical recommendations to enable each school: (i) to refine its SIP and (ii) to improve current performance. The results of this evaluation will determine the type of support to be provided by the Ministry and financed by the project.

55. OCECOS will administer standardized tests in a representative sample of schools countrywide in French, mathematics, and sciences in grade nine (4th) of lower secondary education and grade twelve of upper secondary education respectively. The results of these diagnostic tests, cross referenced with school characteristics, will be used to monitor changes in performance over time and identify weaknesses within the system that require specific attention. These evaluations will in turn be disseminated through workshops and the media to teachers, teacher trainers, supervisors, administrators, and parents. Selected staff from OCECOS and DGIFPE will receive training in testing. These trainers will in turn train approximately 250 CPs in different areas of testing and evaluation, with the intention of progressively building education evaluation capacity at the decentralized level. These tests would be carried out both at an early stage of project implementation as well as towards the end of the project. In addition to assessments of learning achievement, OCECOS will carry out, in collaboration with the DGESS, an evaluation of school instructional time at the beginning and completion of project implementation. This evaluation will inform the completion of the official curriculum in a representative sample of schools countrywide to identify factors that determine the use of this time at the school level.

56. Wide variations in the results of end of cycle examinations from one year to the next underline the limits of the current evaluation system. To correct these weaknesses and to allow comparable results from one year to the next, the project will support the establishment of a new system for the administration of the BEPC and BAC examinations. This will include the development of item banks by subject through the acquisition of suitable software and training of OCECOS and Baccalaureate Office staff. The content of examinations will be designed to meet accepted quality standards. The project will finance the acquisition of software, database development, and staff training. The project will also finance ongoing TA to be provided by an overseas institution (University of Laval) to the OCECOS. This TA partnership was established under PPEP2 to reinforce the capacity of OCECOS and ensure implementation of improved national examinations and students' learning assessments systems.

57. To ensure implementation of these tasks on a sustained basis, the project would help strengthen the management capacity of OCECOS and the Baccalaureate Office, and encourage collaboration between the two institutions. OCECOS is in charge of designing and administrating the BEPC (end of lower secondary) examination and the Baccalaureate Office the end of upper secondary examination. It has been agreed that OCECOS will support the Baccalaureate Office in the preparation of this examination with a view to consolidating the organization of all examinations in one institution in the future. Project support to OCECOS will be guided by these imperatives.

58. The OCECOS will be responsible for the overall implementation and monitoring of the assessment evaluation sub-component. DGESS and DGIFPE will support OCECOS in carrying out assessments of students learning achievement and evaluations of the performance of teacher training institutions. The collaboration between OCECOS and University of Laval, supported by

PPEP2, has been successful in developing evaluation capacity with the Ministry. The project will continue support to this successful mechanism to reinforce the progress in this regard.

59. For both the learning outcomes and examinations subcomponents, the project will finance the implementation of a learning outcomes assessment in a sample of schools in the circle of excellence. Activities include two standardized tests in French, mathematics, and sciences administered across a national representative sample of lower and upper secondary schools; training of technical and pedagogical staff, as well as counselors, in various areas of testing and evaluation; and two evaluations of school instructional time at the beginning and completion of project implementation. The project will also finance the design and implementation of a new system for the administration of BEPC and Baccalaureate examinations. This will include developing item banks by subject and the acquisition of suitable software as well as training of OCECOS and Baccalaureate Office staff to enable the establishment of the item banks. In addition, the project will finance TA provided by the University of Laval to OCECOS.

Component 3: Contributing to strengthening education institutional capacity at central and decentralized levels (US\$7 million)

60. The objectives of component 3 are to contribute to strengthening the ministry's capacity for data management and planning, reinforce school level management and support PCU operations. The specific areas covered include:

Subcomponent 3.1: Education planning and administrative management

61. The objective of this sub-component is to strengthen data processing and analysis, as well planning capacity at the local level. Despite progress made under the previous projects (PPEP1, PPEP2), the EMIS management remains centralized with low capacity at decentralized level. The project will reinforce the sector EMIS built under the PPEP2 by integrating different entities, including regional directorates, with connectivity to the Ministry responsible for secondary education. DGESS will reinforce the capacity of decentralized units to undertake data analysis and the use of basic statistics, undertake sector policy analysis, and improve their ability to develop simple monitoring and evaluation tools, such as school report cards, to support school level planning and resource management.

62. The project will finance the procurement of equipment, staff training and the development of tools required to meet the agreed objectives. To improve the management of student flow and their evolution in the system, the project will finance the transfer of a computerized management system implemented satisfactorily in Senegal with World Bank support. Towards this end, an agreement specifying the modalities of the transfer will be signed between the Ministry of Tertiary Education of Senegal, the MESS and a technical assistance provider. Project funded activities will also cover a system for proper identification of students, TA, the training of technicians and the acquisition of equipment.

Subcomponent 3.2: Promoting School Based Management Committees.

63. The objective of this subcomponent is to establish SBMC in each lower public secondary school to promote the increased involvement of communities in school operations. The sub-component will build on the Presidential Decree of 2010 authorizing the establishment nation-wide of SBMCs in all primary schools by 2015. Following this Decree, the government and the Bank agreed to pilot the use of SBMC in lower secondary education to complete coverage for the basic education cycle. The composition and functions of the SBMCs would be designed to ensure that they operate effectively. The design and implementation will build on the successful experiences of using SBMCs in Niger and the JICA-financed pilot programs on SBMCs at the primary level in Burkina. Existing guides clarifying the roles, responsibilities and modalities for the establishment and operation of SBMC, as well as training programs for members are available and will be adapted for use in Burkina. The first project year will be used for adapting the various tools and for piloting SBMC in one region.

64. The project will finance (a) adaptation of the existing SBMC operational and training guides for use in Burkina Faso; (b) training on activities necessary for the creation of school based management committees; (c) training to members of said committees; and support to develop management tools.

Subcomponent 3.3: Project management and implementation activities and core studies

65. The objective of this sub-component is to strengthen the capacity for undertaking the tasks required for project implementation. The project will finance operating costs, including salaries/indemnities of agreed staff and activities of the PCU. Analytical studies will be financed to provide information relevant to policy dialogue and to inform decision-making in support of education policy reforms.

66. *Implementation arrangements:* The Secretary General (SG) of MESS will be responsible for overall supervision of this component. As coordinator of MESS activities and with privileged access to the MENA management team, this office has a comparative advantage in executing effective coordination of the various central and decentralized units that will be responsible for implementing this component. The DGESS will be responsible for implementing the educational planning activities, including the EMIS reinforcement at decentralized levels, and the coordination of the implementation of the analytical studies. In addition to the management of the project (accounting, contract administration, procurement processing, and documentation), the PCU will oversee the financial management (FM) of the project.

Annex 3: Implementation Arrangements

Burkina Faso: Education Access and Quality Improvement Project -EAQIP- (P148062)

Project Institutional and Implementation Arrangements

Financial Management, Disbursements and Procurement

Financial Management

1. **Staffing:** The Financial Management (FM) staff (one financial management specialist and two accountants at central level) who performed satisfactorily in implementing the PPEP2 will be assigned to the new project. The FM staff at central level comprises one civil servant accountant from the MESS Department of Finance and government financial controllers (“intendants”) at regional and schools levels. These FM officers will be maintained to handle project activities and will benefit from regular capacity building sessions. The FM specialist of the PPEP2 will be responsible for the coordination of FM aspects of the EAQIP and will sign payment orders jointly with the Secretary General (SG) (or his deputy: the Project coordinator). The FM team will have the responsibility to collect and audit invoices, maintain the books, enter data in the accounting software, manage the project’s bank account, and prepare the financial reports, as well as the withdrawal and direct payments applications.
2. **Budgeting:** The budget process will be updated in the administrative, financial and accounting procedures and outline the relationship with MENA. The annual budget and work plans for the project will be prepared by the Project Coordination Unit (PCU). Following approval by the Steering Committee (SC) and the Bank team before the beginning of the year the budget and work plans will be recorded in the government FM system (*Circuit Intégré des Financements Extérieurs- CIFE*). Any changes in the budget and work plans will need to be approved by the Steering Committee and accepted by the Bank. In addition, the SC will: (i) discuss and review implementation strategies of the project; and (ii) monitor and assess the implementation progress and results of the project.
3. **Accounting:** The administrative, financial and accounting procedures manual will be updated. The manual will ensure that adequate internal controls are in place for the preparation, approval and recording of transactions, and the separation of duties. The “multi-projects” accounting software (TOMPRO) previously used by the MESS will be customized to facilitate the processing of financial information and to prepare interim semi-annual financial statements and annual financial statements. The accounting standards to be used will be based on the existing private (sector) accounting system in Burkina (SYSCOA).
4. **Internal controls and Internal Audit:** The SC will ensure that staffing arrangements at the MESS and MENA are in place and are sufficient to ensure adequate internal controls, preparation, approval and recording of transactions, as well as the segregation of duties. Internal control procedures will be detailed in the Financial Management Manual. In compliance with the national regulation for external project implementation, an internal auditor will be appointed by the Ministry of Economy and Finances prior to project effectiveness to maintain a sound audit

environment. In addition to the involvement of the internal auditor, national audit institutions such as General Inspectorate of Finance and Public Treasury Inspectorate may review project activities periodically.

Disbursements

5. **Funds Flow and Disbursement Arrangements:** A separate Designated Account (DA) will be opened at the Central Bank in Ouagadougou into which project proceeds will be deposited on the basis of the projected cash needs. The DA will be used as a transit account and funds will be transferred from the DA to a transactions account. This account will be opened at a reputable commercial Bank acceptable to the IDA. The Project Coordinator/SG of the MESS and the Financial Management Specialist will be joint signatories of these accounts. Project advance accounts will be opened at regional levels and payment orders for these accounts will be jointly signed by the regional director of the ministry and the regional financial controller. Grants to be managed at the school level will flow through the public treasury and accounts will be opened for each school with joint signatures of the Head of the school and its financial controller. Specific procedures applicable to regional and schools accounts will be detailed in the project Financial Management Manual.

Disbursement methods and processes

6. In line with disbursement procedures for previous projects, disbursements under the EAQIP will be report based. The DA will be set up to fund eligible expenditures based on the approved annual activity plans. The ceiling of the designated account would be the equivalent of the cash forecast for two (2) semesters as provided for in the semi-annual Interim Financial Report. The table below sets out the expenditure components to be financed out of the grant.

Disbursement Table

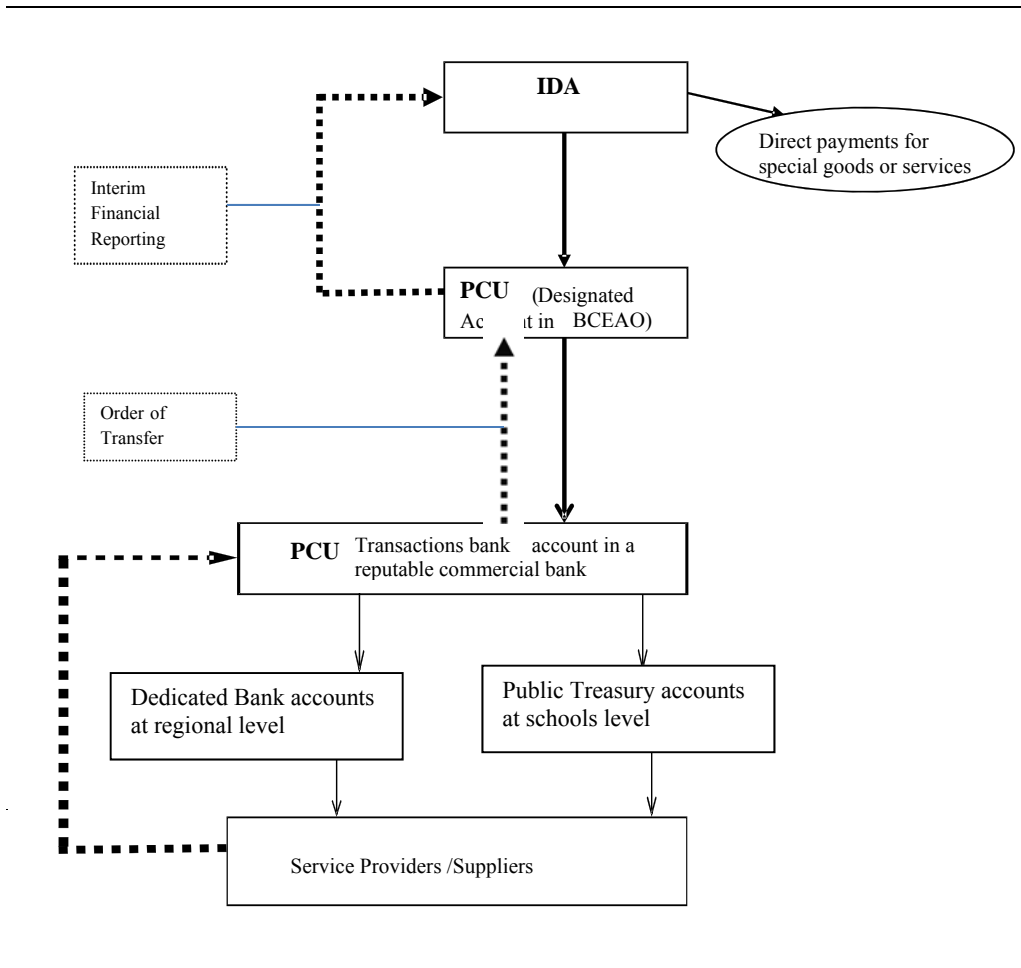
Category	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, consultants' services, Subsidies, Subsidies For Schooling Costs, Training, and Operating Costs for the Project.	33,400,000	100%
(2) Sub-grants under Part 2.4.(b) of the Project.	2,100,000	100% of amount disbursed
TOTAL AMOUNT	35,500,000	

7. The DA will be replenished through Interim Unaudited Financial Report semi-annually after an initial advance, equivalent to the cash forecast for two semesters.

8. No later than 45 days following the end of the semester, the MESS will prepare and transmit to IDA an IFR to serve as supporting documentation for disbursements. The IFR will be supplemented by (i) Bank reconciliation statements of the designated account; (ii) cash flow forecasts for the following two semesters; (iii) a list of payments against contracts that are subject to Bank prior review; (iv) records of sources and uses of funds by component and by disbursement categories; and (v) a list of payments against contracts that are not subject to prior review. The authority for signing the withdrawal applications is vested on the Ministry of Economy and Finance. Prior to the submission of each withdrawal application, the project FM Specialist will have to update the government FM system (*Circuit Intégré des Financements Extérieurs- CIFE*) with the incurred project expenditures.

9. Various other disbursement methods will be available for use under the project, *inter alia*, direct payment, reimbursement and special commitment methods. Further instructions on the withdrawal of proceeds will be outlined in the disbursement letter and details of the operations of the DA will be provided in the Project Financial Management Manual.

Figure 3.1: Funds Flow

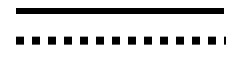


Legend:

Transfers of funds

Flow of documents (Interim financial reporting)

Payment to suppliers



10. **Financial Reporting and Monitoring:** The project will be required to prepare IFRs on a bi-annual basis. The reporting format and procedures for IFRs will be documented as an annex to the PIM. The IFRs will cover all activities financed through Bank funds. Each interim financial report shall be furnished to the World Bank not later than 45 days after each subsequent calendar semester, and shall cover such calendar semester.

11. **External Auditing:** The Financial Agreement will require the submission of Audited Financial Statements for the project to IDA within six months after each year-end. An external auditor with qualifications and experience satisfactory to the Bank will be appointed to conduct annual audits of the project’s financial statements. The auditor will provide one single opinion on the annual financial statements in compliance with IFAC Standards on Auditing. The external auditors will also prepare a Management Letter giving observations, comments, and provide recommendations for the improvement of accounting records, systems, controls and compliance

with financial covenants in the Financing Agreement. In line with the new access to information policy, the project will comply with the Bank’s disclosure policy of audit reports, including making publicly available all final financial audit reports (including qualified audit reports) and make this information available on one (1) official website within one month of the report being accepted as final by the team.

Financial Management Action Plan

No.	Activity/Action	Target Completion	Responsibility
1.	Update of Project Implementation Manual (PIM) including acceptable Financial and Accounting procedures	Completed prior to negotiation	Project preparation committee
2	Appointment of an internal auditor	Prior to effectiveness	Ministry of Economy and Finance
3	Appointment of the external auditor acceptable to IDA	Not later than 4 months after effectiveness	MESS

Procurement

12. **Guidelines.** Procurement for the proposed project will be carried out in accordance with the World Bank’s “Guidelines: Procurement of Goods, Works and Non Consulting Services under IBRD Loans and IDA Credits and Grants by World Bank Borrowers” dated January 2011 and revised July, 2014, “Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credits and Grants by World Bank Borrowers” dated January 2011 and revised July, 2014, and the “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants”, dated October 15, 2006 and revised in January 2011, and the provisions stipulated in the Financing Agreement. National Competitive Bidding (NCB) shall be in accordance with procedures acceptable to the Bank.

13. **Procurement Documents.** Procurement will be carried out using the Bank’s Standard Bidding Documents or Standard Request for Proposal (RFP) respectively for all International Competitive Bidding (ICB) for goods and the selection of consultants. For National Competitive Bidding (NCB), the Borrower will submit a sample form of bidding documents to the Bank for prior review and, once agreed upon, will use this type of document throughout the project. The Sample Form of Evaluation Reports published by the Bank will be used.

14. **Frequency of procurement reviews and supervision.** Bank’s prior and post reviews will be carried out on the basis of thresholds indicated in the following table. The Bank will conduct six-monthly supervision missions and an annual Post Procurement Review (PPR); the ratio of post review is at least one to five contracts. The Bank could also conduct an Independent Procurement Review (IPR) at any time up to two years following the closing date of the project.

Procurement and Review Thresholds

Expenditure Category	Contract Value (Threshold)	Procurement Method	Contract Subject to Prior Review
	US\$		US\$
1. Works	≥ 5,000,000	ICB	All
	< 5,000,000	NCB	The first contract at region level
	< 200,000	Shopping	
	No threshold	Direct contracting	≥ 100,000
2. Goods	≥ 1,000,000	ICB	All
	< 1,000,000	NCB	The first contract at region level
	< 100,000	Shopping	
	< 500,000	Shopping (Vehicles & fuel)	
	No threshold	Direct contracting	≥ 100,000
3. Consultants Firms	No threshold	QCBS; LCS; FBS	All contracts of 200,000 and more
	< 200,000	CQ	
Individuals	No threshold	IC (AMI)	All contract of 100,000 and more
		IC (at least 3 CVs)	< 100,000
	No threshold	Single Source (Selection Firms & Individuals)	≥ 100,000
All TORs regardless of the value of the contract are subject to prior review			

15. All training, terms of reference for contracts, and all amendments of contracts raising the initial contract value by more than 15 percent of the original amount, or above the prior review thresholds, will be subject to IDA prior review. All contracts not submitted for prior review, will be submitted to IDA post review in accordance with the provisions of paragraph 5 of Annex 1 of the Bank's Consultant Selection Guidelines and Bank's procurement Guidelines.

16. **Procurement Plan.** For each contract financed by the grant, the procurement plan will define the appropriate procurement methods or consultant selection methods, the need for pre-qualification, estimated costs, the prior review requirements, and the time frame. The procurement plan was reviewed during project appraisal and was formally confirmed during negotiations. The procurement plan will be updated at least annually, or as required, to reflect the actual project implementation needs and capacity improvements. All procurement activities will be carried out in accordance with approved original or updated procurement plans. All

procurement plans should be published at the national level and on the Bank website according to the relevant guidelines. The Client and the Bank have agreed on a procurement plan dated January 30, 2015, covering the first eighteen (18) months of the Project.

17. **Procurement Filing.** Procurement documents must be maintained in the project files and archived in a safe place until at least two years after the closing date of the project. The project Procurement Unit will be responsible for the filing of procurement documents, with support from the FMS.

18. **Anti-Corruption.** The Client will ensure that the project is carried out in accordance with the provisions of the Anti-Corruption Guidelines of the Bank: “Guidelines on Prevention and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants”, dated October 15, 2006 and updated January 2011.

19. **Procurement risk at the Project level.** The major issues concern : (i) low capacity at the regional level for the management of procurement activities, (ii) the limited experience on the part of staff located within at the procurement bodies (Direction des Marchés Publics-DMP) established within MESS and MENA with regard to Bank procedures; and (iii) the potential for bottlenecks and delays due to constraints for publication of procurement notices in the regions, and due to the new internal reorganization of procurement bodies at land ministries’ level. (Procurement documents and processes are subject to review by the “Cellule de contrôle interne et de suivi-évaluation” before they are submitted to the “Direction générale du contrôle des marchés et des engagements financiers-DGCMEF” for no-objection at national level (Refer to “Arrêté no2014-044/MESS/SG/DMP du 03 Mars 2014 portant organisation et fonctionnement de la direction des Marchés publics”).

20. **Mitigation Measures.** The following corrective measures are proposed and need to be discussed with all stakeholders: (i) the recruitment of a procurement specialist with knowledge of Bank procedures, and (ii) an annual procurement post review to be undertaken by the Bank procurement team to:

- ✓ verify procurement procedures followed by the project, and identify noncompliance with the agreed provisions of the legal agreement and applicable guidelines;
- ✓ verify that the procurement arrangements agreed with the borrower are in place;
- ✓ report contract management issues identified by the executing agency or agencies;
- ✓ assess technical compliance and physical completion reviews for contracts in a selected sample of contracts;
- ✓ examine cases of fraud and corruption red flags and report any evidence of such fraud and corruption; and
- ✓ identify mitigating measures or remedies to correct procurement deficiencies and recommend them to the borrower and its executing agency or agencies.

Schedule of Risk Mitigation Action Plan to be carried out

Action Plan for Strengthening Procurement Capacity			
Ref.	Tasks	Responsibility	Due date
1	Recruitment of a qualified procurement specialist for procurement monitoring and follow-up. Must already have experience in Bank financed projects.	EAQIP	Three months after effectiveness
2	Updating the Project Implementation Manual (PIM) to take into account the PPP procedures and the simplified methods applicable to SBMC	EAQIP	
3	Training of the procurement staff (from PCU and regional level)	EAQIP/WB	Three months after effectiveness
4	Set up an acceptable mechanism for publication of procurement notices by the regions	EAQIP/CRAM/DGCMEF	

Overall Procurement Risk Assessment:

Low	<input type="checkbox"/>
Moderate	<input type="checkbox"/>
Substantial	<input checked="" type="checkbox"/>
High	<input type="checkbox"/>

Environmental and Social (including safeguards)

Social (including Safeguards)

21. A social assessment was conducted in 2000 to support the preparation of the Basic Education Support Project. The main findings of the assessment involved economic costs, opportunity costs particularly for girls, and a high level of mobility. Burkinabe relocate frequently (28 percent of the population 10 years or older has migrated at least once, of whom more than half are females) for employment, education, or marriage opportunities. EAQIP activities will focus on: (i) rural and poverty-stricken urban areas in the five poorest regions; (ii) encouraging the enrollment of more girls through such specific actions such as improving physical access to schools (bringing secondary schools near villages reduces distance and security concerns, particularly for girls' participation), providing running water, and providing separate sanitary facilities for girls; (iii) providing schools in more locations so that children who move within the country will be able to continue their education; (iv) promoting participation of local communities in school management to overcome local barriers to schooling; (v) expanding nutrition and school canteen programs as an incentive for the enrollment and retention of poorer students; (vi) supporting for textbooks provision at reduced costs to alleviate the costs incurred

by parents; (vii) reducing opportunity costs to parents with a flexible school calendar that avoids overlapping the school year with peak rural agricultural activity periods; and (viii) strengthening public-private partnerships to further expand the supply of secondary education.

Environmental (including Safeguard)

22. The project was classified as EA Category “B”. The potential adverse impacts associated with projected activities are expected to be site-specific, minor and manageable at an acceptable level. Taking into account the nature and the scope of activities, three safeguard policies were triggered: OP/PB4.01 (Environmental Assessment); OP/PB4.11 (Physical Cultural Resources) and OP/PB4.12 (Involuntary Resettlement). Consequently two safeguard instruments, an Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF), were prepared. To mitigate potential issues related to Physical Cultural Resources, a specific chapter is included in the ESMF.

23. Following preparation of the Environmental and Social Management Framework (ESMF), the ESMF was published and has been widely discussed within in Burkina Faso. The report was made available on October 1st, 2014 and at the Infoshop on October 3, 2014. The ESMF outlines an environmental and social screening process, including institutional responsibilities for screening, review and clearance, and implementation of mitigation and monitoring measures for future investments. This screening process consists of: (i) an environmental and social screening form to determine potential adverse environmental and social impacts, and to record the outcomes of consultation; (ii) an environmental and social checklist with generic mitigation measures to be adapted to the specific investment; (iii) a summary of the Bank’s safeguard policies; (iv) an Environmental and Social Management Plan (ESMP), including environmental monitoring indicators and capacity building activities; (v) Environmental Guidelines for Contractors; and (vi) generic terms of reference for an environmental impact assessment.

24. The RPF has also been widely discussed and was disclosed in the country on October 1st, 2014 and at the Infoshop on October 3, 2014. This document outlines the principles, policies and procedures to be followed in the event that investments involve land acquisition with the potential to affect the livelihoods of affected persons. It includes a definition of reinstatement mechanisms, as well as procedures for identification of affected persons, consultation, and conflict/complaint management. The framework includes a monitoring and evaluation plan to ensure that all those affected are compensated, moved, and relocated in an appropriate manner.

25. The project implementation unit will work closely with the MESS’s environmental unit which will assume responsibility for the environmental aspects of the project. This unit is well versed in safeguard issues and will benefit from safeguards training provided by Bank supervision missions. The PCU staff will regularly monitor all safeguards requirements. The Bank’s supervision missions will also include environmental and social safeguards specialists.

26. The environmental and social mitigation measures summarized in the ESMF and the RPF, as well as the approved specific mitigation measures, will be executed, monitored and reported on through: (i) a specific Safeguard Monitoring Report and (ii) the Environmental and

Social Safeguards section of the periodic project progress reports. Follow-up responsibility for the above is vested in the PCU with support from MESS's environmental unit.

Monitoring & Evaluation (M&E)

27. The project supports the improvement of monitoring and evaluation (M&E) systems and processes. Although the MESS' current M&E system provides reliable data for the education system management, two aspects require further strengthening. There is little communication and integration across the different parts of the system, weakening the overall function of M&E within the ministry; and capacity to collect and analyze data to inform local decision-making is weak at decentralized levels.

28. Under the guidance of the SG/MESS, M&E of the project will be shared between the directorates of MESS and MENA. Data collection, validation, analysis, and dissemination will be the responsibility of the MESS/MENA DGEES. M&E will be guided by the Project Design Summary and the Implementation Plan in the Project Implementation Manual. M&E will be conducted through: (i) joint monthly meetings chaired by the SG/MESS or their representative of the MESS/MENA committee of directorates involved in the project (ii) IDA implementation support missions; (iii) a mid-term review (MTR) of project implementation; (iv) semi-annual meetings of the SC; (v) annual data collection by relevant MESS units; and (vi) beneficiary surveys and assessments at mid-term review (MTR) and other implementation milestones as shown in the implementation plan. Bi-annually (by May 30 and November 30, respectively), the SG/MESS will transmit to IDA a progress report on project implementation and outcomes, using the format agreed upon at negotiations. An Implementation Completion and Results Report (ICR) will be prepared within six months of the project's closing. MESS will contribute to the ICR based on its own evaluation of the project.

29. The monthly meetings of directorates involved in the project and the SC meetings will be open to IDA and other development partners. The MTR is expected to be held no later than 18 months after effectiveness, to ensure sufficient time for the integration of relevant conclusions of the ESW launched in FY14 in the project implementation framework. The PCU will organize two meetings of the Steering Committee annually under the guidance of the SG/MESS. The first meeting will review interim progress while the second will assess the annual implementation report and approve the ABAP for the subsequent year.

30. **Donor coordination-** The project M&E system will complement existing donor projects and M&E systems put in place within the subsector of Basic Education. The joint annual review will ensure overall coherence among subsectors, and ensure that project activities are consistent with the government's sectoral program. For each joint donor-government annual review, the PCU will prepare and share reports with stakeholders focusing on: (i) the extent to which program objectives are being achieved; and (ii) using qualitative and quantitative data, reports detailing those aspects of the program that are ahead or behind schedule. At this meeting recommendations will be made on adjusting the ABAP.

Annex 4

Operational Risk Assessment Framework (ORAF)

Burkina Faso: Education Access and Quality Improvement Project (EAQIP) (P148062)

Risks						
	Rating	Moderate				
<p>ministries, working in s, in the project may lead to ng and implementation of</p> <p>ns may use the election period to ms that would require closer s given their close connection to</p>	<p>Risk Management:</p> <p>The Steering Committee will meet regularly to review progress and make corrections as needed in consultation with NGOs. The wide consultation on critical issues with the public and teachers unions will continue to maintain and strengthen majority teacher commitment to the reforms.</p>					
	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:
	Client	Not Yet Due	Implementation	<input checked="" type="checkbox"/>		SemiAnnual
Operational (IA) Risks (including Fiduciary Risks)						
	Rating	Moderate				
<p>capacity, leadership and accountability y aspects, M&E, project ose a potential risk to ievement of project objectives.</p> <p>capacity: (i) the weak capacities in e the procurement activities, (ii) n Bank procedures for staff ent bodies (Direction des Marchés ed within MESS and MENA (iii) l delays due to the constraints for</p>	<p>Risk Management:</p> <p>A capacity assessment of the key implementing agencies, including decentralized stakeholders, has been performed, and remedial plans developed on which appropriate technical assistance, follow up mechanisms and other capacity building measures will be provided to the implementing agency to ensure effective implementation of the activities, and establishment/improvement of solid M&E systems. The project will also benefit by building on previous projects assets and initiatives and selectivity of project design during preparation.</p>					
	Resp:	Status:	Stage:	Recurrent:	Due Date:	Frequency:
	Both	In Progress	Implementation	<input checked="" type="checkbox"/>		CONTINUOUS
	Risk Management:					

<p>publication of procurement notices by the regions, and due to the new internal reorganization of procurement bodies at land ministries' level: procurement documents and processes are subject to review by the "Cellule de contrôle interne et de suivi- évaluation" before they are submitted to the "Direction générale du contrôle des marchés et des engagements financiers-DGCMEF" for no-objection at national level (Refer to "Arrêté no2014-044/MESS/SG/DMP du 03 Mars 2014 portant organisation et fonctionnement de la direction des Marchés publics").</p>	<p>Procurement risk management: The following corrective measures are proposed: (i) the recruitment of a procurement specialist with good knowledge of Bank procedures, (ii) and an annual procurement post review will be undertaken by Bank procurement team.</p>					
<p>Governance</p>	<p>Rating</p>	<p>Moderate</p>				
<p>Risk Description: Regarding the Fund allocation to support vulnerable children education, due to competition for local leadership, there is a risk of political interference in the selection of beneficiaries by either including non-eligible students or excluding eligible ones.</p>	<p>Risk Management: The project will use appropriate and transparent targeting mechanisms and selection processes to select beneficiaries. The targeting and selection system will use the national targeting system in the proposed Safety Net Project. This system is based on best practice and experience with similar projects and programs supported by the Bank in Africa. In addition, regular beneficiary surveys will be developed to mitigate the risk and the operational manual will include mechanisms for addressing grievance complaints and disputes.</p>					
	<p>Resp: Both</p>	<p>Status: Not Yet Due</p>	<p>Stage: Implementation</p>	<p>Recurrent: <input checked="" type="checkbox"/></p>	<p>Due Date:</p>	<p>Frequency: Yearly</p>
	<p>Risk Management: Project document will specify eligible activities clearly and establish an adequate non-objection process. Project staff will be trained in the use of project funds in accordance to IDA regulations. Financial and technical audits will be required, with clear terms of reference.</p>					
	<p>Resp: Both</p>	<p>Status: Not Yet Due</p>	<p>Stage: Implementation</p>	<p>Recurrent: <input checked="" type="checkbox"/></p>	<p>Due Date:</p>	<p>Frequency: CONTINUOUS</p>

Project Risks						
Design		Rating	Moderate			
<p>Risk Description:</p> <p>The Project has different activities related to teachers' performance monitoring, such as the timely completion of syllabus, generalization of standardized testing, close monitoring of school performance desegregated per subject and large publication of results to parents and students; these activities could trigger conflict with those who are not in favor of the monitoring results.</p> <p>The project spans two ministries, various departments and local level agencies. There is a risk that this could cause coordination problems during implementation.</p>		<p>Risk Management:</p> <p>Continued implementation of communication strategy, increased enrollment, and improved quality of education particularly in favor of rural and poor areas, will help concerned groups to better understand the ultimate goal of the measure.</p> <p>Many of the components are discrete and can be implemented by the individual ministries. For example ECD and the COGES function within well-defined structures which reduce coordination problems. There is also an established inter-ministerial sector group with technical committees responsible for designing policies and programs. The curriculum technical group will ensure smooth development and implementation of the reforms in this area.</p>				
		Resp:	Status:	Stage:	Recurrent:	Due Date:
		Client	Not Yet Due	Implementation	<input type="checkbox"/>	
Social and Environmental		Rating	Low			
<p>Risk Description:</p> <p>The project could have potential adverse environmental and social impacts associated with the construction program. Classroom construction is generally less adverse small-scale and site specific; thus, manageable to an accepted level. The project could potentially trigger two safeguard policies: OP/BP 4.01 on Environmental Assessment and OP/BP 4.12 on Involuntary Resettlement. The component that could trigger the Bank safeguards policies is the construction program which will contribute to increased economic growth and employment opportunities in rural poor areas.</p>		<p>Risk Management:</p> <ul style="list-style-type: none"> An ESSAF has been developed to ensure compliance of project activities with the World Bank's safeguard policies during the implementation of the project. An Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF) have been prepared, reviewed, approved and disclosed in-country and at the Infoshop. 				
		Resp:	Status:	Stage:	Recurrent:	Due Date:
		Client	Not Yet Due	Implementation	<input type="checkbox"/>	

Program and Donor	Rating	Moderate					
<p>Risk Description:</p> <p>The project design takes into account the contribution of the other partners supporting the sector program. Any unexpected suspension/withdrawal of financing from partners or poor coordination among partners could threaten achievement of project objectives.</p>	<p>Risk Management:</p> <p>Project financing comes from donors with a long track record of financing the sector and who are familiar with and committed to using the mechanisms of donor coordination as well as the importance of predictable financing for the success of the project. In the context of joint donor coordination with the government, there is an understanding that the government and all members in the partnership should be informed well in advance of any planned changes in financing so that needed adjustments can be made to the program design. No partner has signaled any changes in financing for the project period. On the other hand public financing of the sector is planned to increase. Furthermore, since the project identification stage, the project preparation team established direct consultation with donor partners and regularly informed them and reflected consensual view in the project design.</p> <p>In addition, the partnership among donors and between partners and the government was established in the early 2000. This partnership has a solid foundation and a regular consultative process, including at the highest levels, which ensures synergy and complementarity in measures to support the sector program. The highest sector coordination committee is chaired by the Prime Minister.</p>						
		Resp: Both	Status: In Progress	Stage: Both	Recurrent: <input checked="" type="checkbox"/>	Due Date:	Frequency: CONTINUOUS
Delivery Monitoring and Sustainability	Rating	Moderate					
<p>Risk Description:</p> <p>There is a risk of weak monitoring and evaluation due to low capacity, particularly at decentralized level.</p>	<p>Risk Management:</p> <ul style="list-style-type: none"> A comprehensive management information system will be developed and improved by the PCU and central Directorate for M&E purposes. A reliable system for data collection and reporting will be set up, including at decentralized and local level, based on lessons learned from previous project and other Bank financed projects. In addition, the Project will provide technical assistance to local stakeholders to ensure quality service delivery and the quality of M&E 						
		Resp: Client	Status: Not Yet Due	Stage: Both	Recurrent: <input type="checkbox"/>	Due Date:	Frequency:

Overall Risk		
Overall Implementation Risk:	Rating	Moderate
<p>Risk Description:</p> <p>There are areas of weaknesses on institutional capacity, but there is consensus on the diagnostics among stakeholders, including government at central and local level. There is also substantial commitment to strengthen the ministries capacity. In addition, the proposed institutional arrangements of this operation will build on lessons learnt from the previous operations and bring in the management unit external competencies needed to better perform.</p>		

Annex 5: Implementation Support Plan

Burkina Faso: Education Access & Quality Improvement Project -EAQIP- (P148062)

Strategy and Approach for Implementation Support

Implementation Support Plan

- **FM Implementation Support Plan**

Based on the outcome of the FM risk assessment, the following implementation support plan is proposed. The objective of the implementation support plan is to ensure the project maintains a satisfactory financial management system throughout the project's life.

FM Activity	Frequency
Desk reviews	
Interim financial reports review	Semi-annually
Audit report review of the project	Annually
Review of other relevant information such as interim internal control systems reports.	Continuous as they become available
On site visits	
Review of overall operation of the FM system	Annually
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit and other reports	As needed

Annex 6: Economic and Financial Analysis

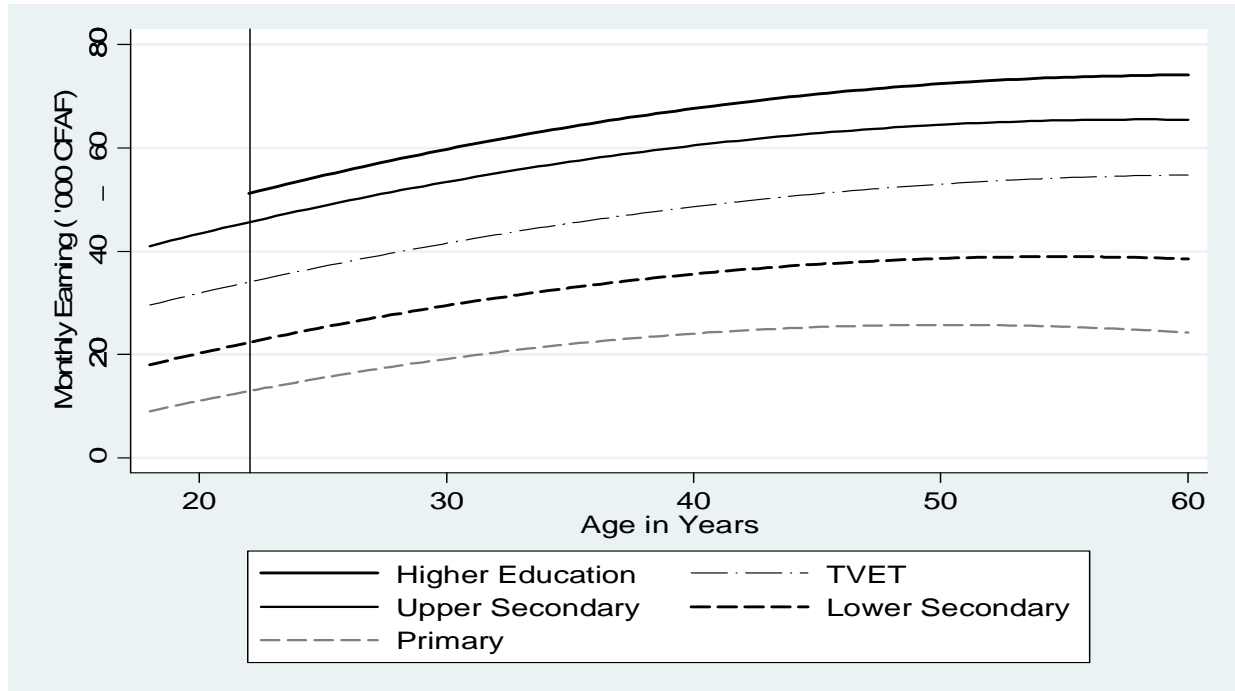
Education Access and Quality Improvement Project – EAQIP - (P148062)

1. The economic and financial analysis of this project consists of two sections. The first sections provides the justification for investment in education, particularly secondary education, and the benefits that can be expected to result from such an investment. Specifically, this section will explore whether there are signals for education in the Burkina Faso’s labor market by estimating the rate of return to education. Further, it also investigates the relationship between secondary education, poverty and the labor market – demonstrating how focusing on secondary education could be important in meeting the demand for skilled labor force. The second section of this annex covers the cost-benefit analysis of proposed project interventions followed by a sensitivity and sustainability analysis.

Economic context

2. Education qualifications are a strong predictor of poverty reduction, formal employment, and economic growth. For more than a decade, Burkina Faso has been growing at an annual rate of about 5 percent. However, more than 46 percent of the population still lives below the extreme poverty line (US\$1.25 a day). A large share of the workforce has little or no formal education, 75 percent of the labor force has no education and more than 50 percent of these individuals live below the poverty line. However, as shown in Figure 1, higher education results in a higher lifetime earning horizon. This provides the rationale for investing in the education sector in Burkina Faso.

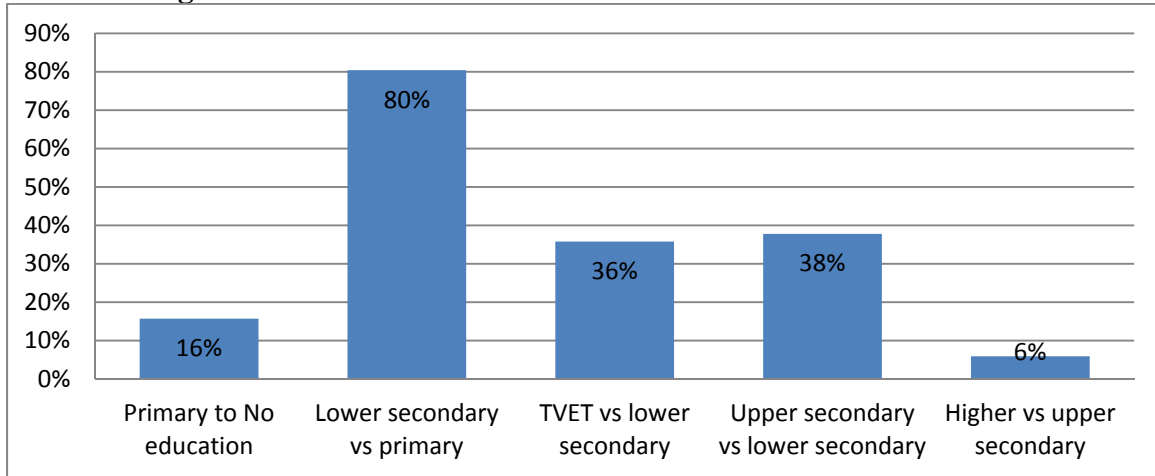
Figure 1: Monthly Earning by Education Levels ('000 CFAF)



Source: Author's estimate using EICVM 2009/2010

3. A Mincerian wage regression was estimated, in which the coefficients showed that, similarly to results from many other developing countries, an additional year of education yields about 10.6 percent higher earnings after controlling for sector of employment and place of residence. In addition, the regression estimates for Burkina Faso show increasing returns to education as the level of education increases, even after controlling for other determinants. In particular, people with higher levels of education prefer to work in wage/salaried jobs, and the breakdown of education by level gives further insights into the rates of return to education investment. In general, those who attain a higher level of education receive greater returns from their investments in education. For example, the estimation by level of education shows that a workforce with primary education earns 16 percent more than a workforce with no education controlling for all other factors. Similarly, those with lower secondary education earn 80 percent more than those with primary education; those with upper secondary earn 36 percent more than those with lower secondary education, those with TVET earn 38 percent more than those with upper secondary education and finally, those with higher education earn 6 percent more than those with TVET (Figure 2). Particularly relevant to the project's focus, is the finding that secondary education offers much higher returns than primary education. In general, the difference in earnings by level of education may arise from two sources: (i), a shortage of educated manpower to make the labor market competitive, and (ii) the competencies and skills content by levels of education. However, in Burkina Faso, the vast majority of the workforce is not educated and the high return to post primary is mainly due to limited access to post-primary education.

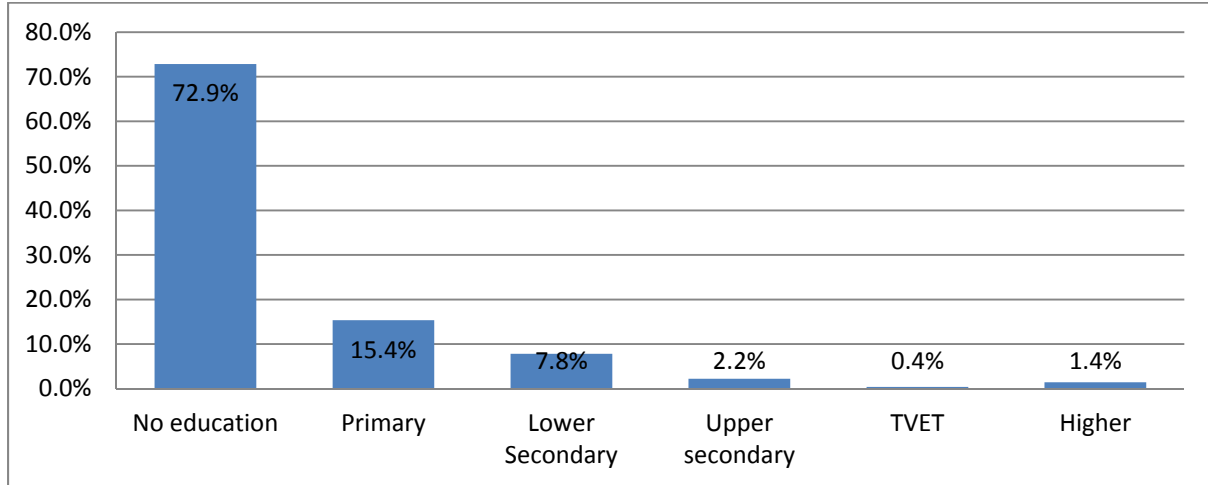
Figure 2 Variation of return to education across education levels



Source: Author's estimate using EICVM 2009/2010

4. Investing in secondary education is particularly important in the context of Burkina Faso. Indeed, a large proportion of the labor force in Burkina Faso is unskilled. Figure 3 shows that 72.9 percent of Burkina Faso's total workforce has no education and only 27.2 percent is educated. Among the educated workforce, 56.5 percent have completed primary education, 28.8 percent have completed lower secondary education, 8.1 percent have completed upper secondary education, 1.3 percent has completed TVET and 5.2 percent have completed higher education. The recent administrative data from UNESCO Institute of Statistics (UIS) shows tremendous improvement in access to lower secondary level while access to upper secondary remains extremely low. The increase in access at the level of lower secondary is mainly due to demand arising from the expansion of primary education supported by several local and international interventions in line with the Universal Primary Education goals. If the current trend continues, it is highly likely that the demand for secondary education will overwhelm capacity at the secondary level. The Government will, therefore, need to be prepared to accommodate the demand.

Figure 3 Proportion of the workforce by level of education (age 15-64)

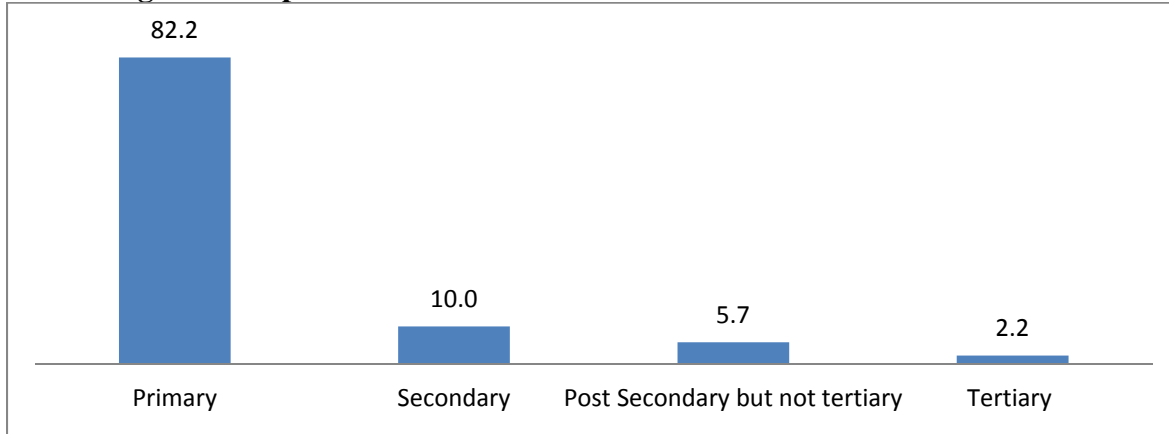


Source: Author's estimate using EICVM 2009/2010

5. When exploring enrollment at different levels of education we notice that a huge proportion of students are enrolled in primary education (82.2 percent) while only 10 percent of current students are enrolled in secondary education. This implies that although there are high returns associated with secondary education, a relatively small proportion of students are enrolled in this level of education and the proportion of the workforce with a secondary education appears to also be small. This is an indication of a shortage in the supply of secondary education in the country. In line with the description above, this observed trend can be explained by the fact that primary education has received special attention during the last decade in contrast to secondary education. In particular, following the MDG goal 2 – to ensure universal primary education – Burkina Faso, with the support of its partners, invested considerable resources into developing primary education. For example, data from the local institute of statistics (INSD³⁰) show that the GER in primary education has increased from 44.7 in 1999/2000 to 74.8 in 2009/2010 while the GER in secondary education has increased from 14.8 percent to 26.4 percent during the same period. In other words, the GER in primary education increased by 30.1 percent of percentage while in secondary education it only increased by 11.6 percentage points during the same period. This disproportionate development of primary and secondary education could lead in the near future to a transition problem between primary and secondary education. In addition, the number of students per classroom increased from 52.1 students per classroom in 2000/2001 to 54.2 students in 2009/2010 in primary education but the increase in the number of students per classroom in secondary education is greater. Between 2000/2001 and 2009/2010 the number of students increased from 64 to 71 students per classroom. Given this obvious pressure on secondary education, it becomes clear that there is a need for infrastructure and other equipment in secondary education.

³⁰ Education Statistical Tables, Institut National de la Statistique et de la Demographie.

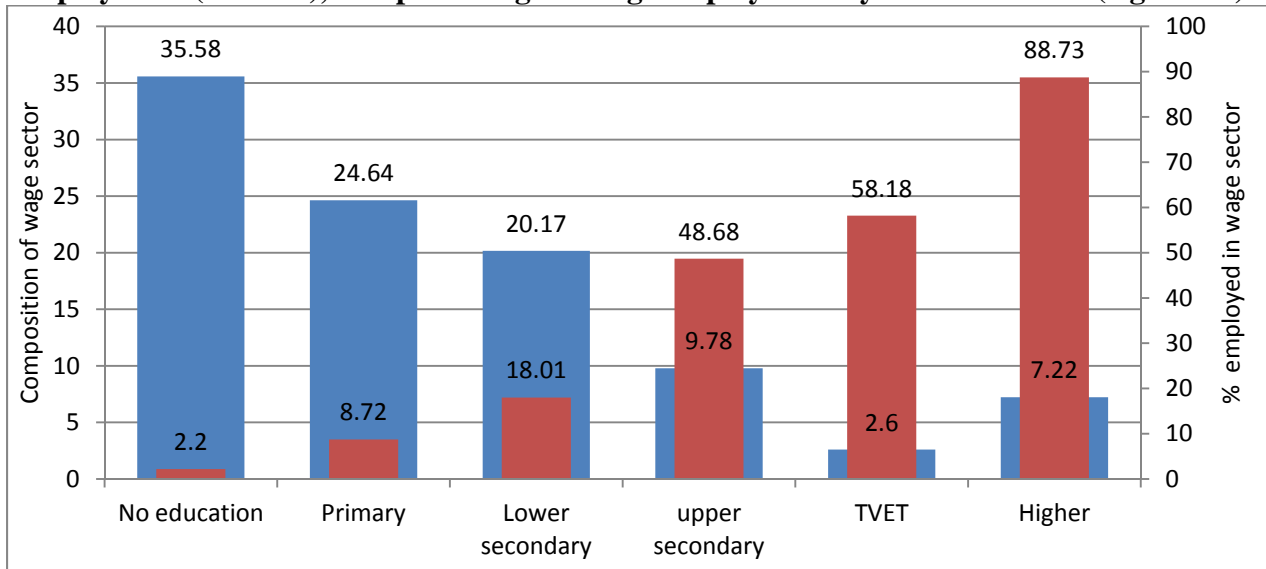
Figure 4 Proportion of students enrolled at different levels of education



Source: Author's estimate using EICVM 2009/2010.

6. On the other hand, wage employment requires a certain level of education. As already mentioned, educated individuals are more likely to be employed in the formal sector in order to obtain higher returns to education. For example, the returns to secondary education being relatively high, implies that secondary education graduates are more likely to be involved in wage employment, compared to primary education graduates for instance. An estimate from EICVM 2009/2010 shows that 49 percent of the population with some upper secondary education secured wage employment, and the corresponding figures for TVET, some lower secondary, some primary and no education were respectively 58 percent, 18 percent, 9 percent and 2 percent, respectively (Figure 5). Because of the shortage of educated manpower, the vast majority of wage workers still have no formal schooling—only about 40 percent of the wage employed population has a post-primary education. In addition, decomposition by income quintile shows that the proportion of individuals that belong to the higher income quintile increases with the level of education while the proportion of the population in the lower wealth quintile decreases with the level of education. Furthermore, poverty incidence is relatively low among workers involved in wage employment only 4.9 percent and 8.02 percent of the population working, respectively, in public and private non-agricultural wage employment being poor. These rates are much lower than those found at the national level. This implies that investing in education, in general, and particularly in secondary education can be important for wage employment and poverty reduction. Investing in secondary education can be a way of developing wage employment and thus contributing to reducing the incidence of poverty.

Figure 5: Educational profile of wage employment-education composition of wage employment (left axis), and percentage of wage employment by education level (right axis)



Source: Author's estimate using EICVM 2009/2010.

7. Education can reduce inequality and create opportunities for the poor and disadvantaged population. It can also compensate for market failures in education by, for example, providing access for households too poor to afford their day-to-day livelihoods, which undermines the generational opportunities for their offspring. In particular, the focus of the project on gender and area specific interventions is crucial for the challenges that Burkina Faso is currently facing. For example, Table 1 shows that female earnings are significantly lower than those among males regardless of their educational attainment. We employed the Oaxaca decomposition model to evaluate whether the earning gap between male and female is explained by observed characteristics (education, experience and skills). However, the results show that these factors do not explain the gap. However, the good news is that the gap is narrowing at higher education levels although the female workforce accounts for only 23.2 percent of wage employment among those with a higher level of education. Therefore, the project's focus on gender specific goals and economically disadvantaged regions has additional social benefits, which provide further justification for the types of interventions that are supported by the Project.

Table 1: Average Monthly Earnings by Level of Education and Percentage of Employment by Categories

		No Education	Primary	Lower Secondary	TVET	Upper Secondary	Higher Education	Total
Monthly average earning in Francs CFA	Total	14,817	21,607	24,904	43,502	61,031	120,634	18,716
	Male	25,866	27,918	28,698	66,512	65,960	122,272	29,453
	Female	8,804	11,766	18,971	29,444	46,211	117,029	10,617
	Urban	18,635	21,916	27,851	37,789	58,469	122,274	25,066
	Rural	13,532	21,131	16,776	133,140	73,123	56,805	14,909
	Agaric	12,975	16,130	14,446	68,081	43,016	84,792	13,615
	Industry	20,580	39,745	30,811	30,039	44,453	36,522	28,333
Services	19,669	19,180	29,236	46,661	72,555	136,364	25,740	
percent of employment	percent of female	61.6	42.4	40.8	46.5	22.1	23.2	53.5
	percent of Rural	64.3	30.7	18.6	9.3	16.6	3.7	49.8
	Agaric	59.4	30.2	21.3	7.0	14.9	3.7	46.8
	Industry	8.8	14.7	17.3	14.0	12.7	8.5	11.0
	Services	28.2	52.0	61.2	79.3	76.6	89.9	39.5

Source: Author's estimate using EICVM 2009/2010.

8. In addition to having an influence on earnings as well as on poverty and inequality reduction, there are positive externalities associated with acquiring skills. For example, the presence of skilled labor in sufficient numbers is more likely to attract greater domestic and FDI making the social return to investment in skills greater than private returns. Skills attainment can spur technological adoption, which has beneficial effects on competitiveness and economic growth. Other social and economic benefits are also associated with more educated population including increased participation in public life, potential reductions in risky behavior and disease propagation, inter-generational effects within families and cohorts, and peer and neighborhood effects in learning outcomes. These benefits are even stronger when the intervention occurs during early childhood. In particular, engagement at the ECD level is in line with the three tenets of education investments: invest early, invest smartly, and invest for all (World Bank, 2011).

Cost benefit Analysis

9. The benefits of the project are partially quantifiable; the cost-benefit analysis focuses on the quantifiable benefits and provides the economic rationale for the non-tangible benefit portions using findings from global assessments. Semi-tangible benefits are benefits that are mostly associated with the quality component of the project and estimated using standard benefit findings from similar interventions. For the quantifiable portion, the cost-benefit analysis captures the economic benefit stream of the project beneficiaries realized in terms of lifetime earnings as the result of better learning, as well as the intermediate benefits of the interventions. Although there is some quality aspect to Component 1, the component is mostly associated with improving access while Components 2 and 3 are specifically oriented to quality enhancements except for a sub-component of Component 2 which provides scholarship for the poorest children, mostly girls. For example, provisions of ECD are expected to increase on time school participation which in turn reduces repetition and dropout rates and increases promotion and

completion rates. In addition, it can also foster quality of learning in line with the three tents of investments in education stated above and such benefits can be captured through indirect benefits of estimations. Hence, the cost benefit analysis uses two different approaches of benefit stream estimates to align to the project's design, intervention targets and beneficiaries. Note the cost-benefit analysis only captures the economic benefits while education has profound benefits—with multidimensional positive externalities including better health, political stability, and competitiveness in the global economy.

10. The first approach of the cost benefit analysis focuses on the quantity and access intervention aspects of the project. This section captures the benefits interventions which include the construction of classrooms in public and private institutions at the secondary level (lower and upper secondary schools) and upgrading lower secondary to upper secondary and extensions of classrooms in existing secondary schools. In addition, since the target number of beneficiaries of ECD activities, including numbers of facilitators are articulated, the quantity aspect of piloting of an interactive audio instruction (IAI) program and short-track certification is captured under this approach. As stated above, it is worthwhile to highlight again that some of the investments affect both the quality and quantity aspects of the beneficiaries' outcomes, and should not be assumed as double counting the benefit. For example, the benefit of ECD under the quality aspect refers to the benefit of school readiness at the start of primary schooling and survival throughout the system, while the quantity aspect refers to the number of students served by the program during the program duration. Similar, quality aspects of providing scholarship for girls can be partially captured as equity enhancement and better learning while the quantity aspect is the actual enrollment of scholarship recipients.

11. The second approach focuses on the impact of interventions on the quality improvement. In particular, this examines both the direct and indirect impact of interventions. The impact of direct interventions looks at student learning improvement through textbooks development and distribution, school based quality initiatives, expansion of the use of assessments and strengthening of assessment and examinations systems, while the indirect channels of student learning improvement include curriculum reform; secondary teacher training; capacity for data management and planning, better management at school and project implementation units and ECD development. The analysis of this approach builds on various studies showing the relationship between education interventions and student learning outcomes (mainly test scores)³¹ and impact of learning outcomes (particularly cognitive skills) on labor market outcomes (mainly earnings)³².

12. The benefits for the quality interventions are based on various findings on the relationship of educational interventions and learning outcomes, as well as learning outcomes

³¹ The first relationship (impact of intervention on leaning outcomes) is based on finding from international expert interview on 40 education intervention. Ernesto Schiefelbein, Laurence Wolff, Paulina Schiefelbein,(1998): “ Cost-Effectiveness of Education Policies in Latin America: A Survey of Expert Opinion”. The authors have also extended this methodology to the English speaking Africa countries, but it only captured six countries experience and this analysis better benefit from the broader coverage of the Latina American experience as the base scenario while the African experience is considered as part of the sensitivity analysis.

³² There is body of literature on the impact of cognitive ability (as measured by test scores) on earnings (Patrinos and Sakellariou 2007; Green and Riddell 2001; Moll 1998; Glewwe 1996; Murnane 1995, Jolliffe (1998), Vijverberg (1999), Boissiere, Knight and Sabot (1985); Knight and Sabot (1990), and on average, incremental earning ranges from low 13 percent to 20 percent per one standard deviation of test score.

and labor market outcomes. In particular, as stated above, it uses research by Schiefelbein et al. (1998) on the impact of education interventions and research findings on learning outcomes and labor market relationships from developing countries. However, although average measures are used for the baseline estimate, the estimated values can be affected by country specific context, implementation efficiency and school management system which require several alternative scenarios to be considered as robust. For example, the Schiefelbein et al. (1998) study shows that of the 40 interventions assessed, a divergence of one standard deviation from the mean had an impact on average of 10.3 percent on the learning outcome (test score). They further estimated the probability of adequate implementation of the intervention to be at 62.8 percent - leading to an overall actual impact of 6.5 percent (10.3×62.8 percent). Similarly, findings from the labor market show that one standard deviation from the mean in cognitive skills (learning outcome or test score) results in 0.17 to 0.22 proportional increases in wages³³. Therefore, the ideal intervention with these profiles increases earnings by 1.1 percent ($6.5 \text{ percent} \times 0.17$) to 1.4 percent ($6.5 \text{ percent} \times 0.22$).

13. To derive the cost-benefit analysis, the model makes several assumptions about the project and the associated costs (opportunity and running costs) and benefits. As most of the assumptions are common for the two estimation approaches stated above, below are the summary of assumptions employed for the benefits estimations:

- As already mentioned, the analysis will take into account only economic benefits. As a result, the computed internal rate of return (IRR) is a lower bound for the impact of the project.
- A 10 percent discount rate is used, based on the prime lending rate, to derive future returns and for the sensitivity analysis a higher discount rate (15 percent) is considered under different scenarios.
- Annual inflation rate is assumed to be 5 percent.
- Earnings by age and by education level (no education category, primary, lower secondary, upper secondary TVET and higher education) were estimated using EICVM 2009/2010 (as shown on figure 1 above) to determine the incremental wage at each educational level attainment after leaving school. An incremental earning benefit is the earning difference between the earning associated with lower level of education and the earnings associated with the education level at the time of school leaving.
- Average earnings by age grow by 5 percent (annual inflation rate) between the data year (2009/2010) and the project end year and thereafter continue to grow by 5 percent for incremental benefit determination.
- Lower secondary school starting age is 12 and ECD starting age is 3 years old.
- We assume the promotion rate for base scenario is 72.2 based on project target of 69 percent for grade 7, 72 percent for grade 8 and 84 percent for grade 9. Although the promotion rate can be improved over the project life, leading to improvements in completion rate, we assumed the current rate of 12.3 percent to continue to take the lower bound of the IRR.

³³ Based on the meta-study “Returns to Education in Developing Countries” by Patrinos and Psacharopoulos (2010) the average estimated return to a one standard deviation increase in cognitive skills across different countries is between 0.17 and 0.22.

- The individual beneficiaries of the programs work for a period of 40 years following the completion of the training. Given that all beneficiaries would not be expected to complete secondary education and also that some may proceed to post-secondary, current probability of survival through the system has been applied based on survival rate from UIS and survey data. This is meant to assume the lower bound of the benefits spectrum as many may drop-out before finishing the desired level of education and start making income in their respective level of education. For example, as of 2010, 74 percent of total children were enrolled in primary school, 21 in secondary, 0.5 in TVET and 2.2 in higher education based on UIS data. Note the huge improvement within three years from the data presented in Figure 4 above in terms of distribution of enrollment (i.e. 2009/10 Survey data vs. 2012 UIS data). So we assumed this proportion to continue to take the lower bound although the expansion in post primary will change the proportions dramatically given the current trend.
- For ECD provisions, we also calculated the survival rate and relative chance of employment at different levels of education. Based on the 2010 survey, the probability of employment for those who left school at the primary level is 2 percent compared with 9 percent, 47 percent, 48 percent, and 62 percent for lower secondary, upper secondary, TVET and higher education, respectively.
- We assume that the beneficiaries of the programs will start working at age 18 at the minimum while some who stay longer in school could start at a later age.
- The earning rate per level of education and cognitive skills remains the same over the benefits timespan except for inflation adjustment.
- Unemployment rate by level of education for the beneficiaries are estimated from the survey and assumed to remain the same although quality improvement might increase the chance of employment. This assumption is in line with the preference for a lower bound estimation of benefits.
- We thus assume that early childhood interventions will help reduce students' dropout rate by 15 percent and allow target children to have higher attainment in terms of education which can translate into higher income later in their lifecycle.
- The project also aims to hire and train 600 facilitators that graduated primary education. We assume here that training received by these facilitators will enhance their education level by 3 months. Given that they have already completed their primary education the net contribution of the project is the net increase in their income along their lifecycle.
- Given that each secondary school has three grades, 50 schools translated to 150 classrooms.
- We assume that teachers who went through the training for the ECD program will benefit from about a four months equivalent of education and their benefit will be prorated by the duration of the training. Whereas benefits from other teacher training, for example training on reading guides, will be reflected only through children's learning outcome. For example, teachers who benefited from short term training (teachers and staff trained using the new guides) could improve their skills and may demand better pay but this aspect is assumed to be null to take the lower bound of the benefit stream for the project.
- We assume here that the classroom size is 50 students per classroom. According to INSD, the ratio of student-classroom lies between 61 and 71 in secondary general education and between 34 and 48 in technical secondary education. We thus consider a lower bound for the size of classrooms as majority of the enrollment is in secondary general.

- We assume a maintenance cost that is equivalent to 5 percent of the corresponding component total cost per year. Some costs associated with the running and maintenance of the project during and after project intervention cycles remain the same subject to inflation adjustment so the system holds up until the assumed end of the benefit stream.
- The schools provide services for 40 years for the base scenario although this assumption is reduced to shorter periods for the sensitivity analysis.
- A lifespan of 10 years is assumed for the material provide to upgrade lower secondary schools to upper secondary schools
- The official exchange rate is set at 450 FCFA per US\$1 for this analysis based on survey year average office exchange rate (2009/2010), and
- The EICVM 2009/2010 and UNESCO Institute of Statistics (UIS) data are used to estimate the number of beneficiaries. The number of direct beneficiaries has been defined for the access component (15,000 for ECD, 54,000 for secondary school children and 1000 girls for scholarship) while the quality aspect targets the system as a whole and the number of beneficiaries for the quality aspect is determined by the total users of the system. In particular, enrollment at secondary level and total enrolled for the EMIS related capacity building is estimated using the survey and data from UIS. As of 2012, the data from UIS shows the system enrolled about 3.16 million in the proposition stated above. This implies that about 3.1 million children will benefit from the intervention in capacity building such as EMIS, about 676,337 secondary school level children will benefit for quality aspect interventions at secondary school level and about 59,533 children from EDC level quality related interventions. Although enrollment in each level of school could increase, it is assumed to be at the current status so as to be on the lower bound of the benefit estimation.

14. Given the above hypotheses, the total benefits as well as costs have been calculated for the access and quality aspects separately and combined figures reported to reflect the overall project's prospect. Note that access expenditure account for about 60 percent of the total project cost. For the overall project performance, the two components are linearly combined with weight of 60 percent for access and 40 percent for quality. The result is first reported given the above assumptions as base scenario and some assumption will be relaxed to take the extreme cases under the sensitivity analysis.

15. Results from the base scenario are reported in Table 2 below. Both the internal rates of return and net present value of costs and benefits for each component as well as for the overall project show that the latter is economically viable. The present discounted value of benefits for the total project under baseline scenario assumptions nears US\$174 million while the discounted value of costs is estimated at US\$64.1 million. The corresponding net present value (NPV) of the program is US\$109.6 million. The internal rate of return associated with this NPV is 19.6 percent (9.6 percent above the prime lending rate, i.e. the discount rate as defined earlier). The benefit/cost ratio also indicates that for every US\$1 invested the return is US\$2.70. However, the quality component has some social benefits that are difficult to quantify. For instance, producing new textbooks and incorporating the local culture into the teaching materials will certainly participate in producing better citizens that are respectful for the environment. It is difficult to assess such benefit which implies that the cost-benefit analysis is a lower bound estimate.

Overall, the results support investment in the project, both for each individual component as well as for the total project.

Table 2: Net Present Value (NPV) and Internal Rate of Return (IRR)

	Access	Quality	Total project
IRR	20.3%	18.5%	19.6%
Discounted cost (present value of costs)	\$37.3 million	\$26.9 million	\$64.1 million
<i>O/w project cost</i>	<i>\$22.5 million</i>	<i>\$15.0 million</i>	<i>\$37.5 million</i>
<i>Forgone earning</i>	<i>\$14.8 million</i>	<i>\$11.8 million</i>	<i>\$26.6 million</i>
Present value of incremental benefits	<i>\$105.9 million</i>	<i>\$67.8 million</i>	\$173.8 million
NPV	\$68.6 million	\$41.0 million	\$109.6 million
Benefit/cost ratio	2.8	2.5	2.7

Source: Author's estimate using EICVM 2009/2010 and project costs and estimated benefits.

Sensitivity Analysis

16. The project's success depends to a large extent on the project's ability to increase access to schooling and therefore increasing the chances of employability. To ensure the robustness of the project cost-benefit assessment, a sensitivity analysis was conducted by changing key parameters underlying the base scenario. To do so, two alternative sets of assumptions are defined; one that sets the conditions leading to the higher bound of the cost-benefit analysis and one that would set the lower bound conditions. The assumptions under the base and sensitivity analysis scenarios are summarized in Table 3 below. Of particular importance in the sensitivity analysis, are the assumptions on class size, survival rate, completion rates and employability.

Table 3: Summary of assumptions changed for the sensitivity analysis

Assumptions changed	Base case	Low case	High case
Class size	40	30	50
Survival rate (%)	72	68	85
Completion rate (%)	11	11	15
Employment rate (%)			
Primary level	84	77	90
Lower secondary	77	72	90
Upper secondary	76	72	90
Higher	72	70	90
Enrollment distribution (%)			
Primary level	74	74	60
Secondary	21	21	30
Higher	2.2	2.2	4.8
Incremental earning (points)	0.20	0.17	0.22
Life span of building (years)	40	30	40
Life span of library and equipment (years)	20	10	30
Rate of returns to additional year of schooling (%)	10.6	7	10.6
Discount rate (%)	10	15	8
Maintenance cost	5	10	5

17. **Low scenario:** Under this scenario, which reflects the most pessimistic case, some key parameters are altered from the base scenario assumptions. As indicated in Table 3 above, the class size and survival rate decreased, as well as the likelihood of employability across all levels of education. Incremental earnings dropped from 0.20 to 0.17 and we assume a lower rate of returns of 7 percent. In addition, the lifespan of the building and equipment were reduced and the associated maintenance cost was increased to 10 percent. The discount rate was also assumed to be 5 percent higher than in the baseline at 15 percent. The results for the low scenario are presented in Table 4.

Table 4: Low Scenario:-Net Present Value (NPV) and Internal Rate of Return (IRR)

	Access	Quality	Total project
IRR	15.3%	16.2%	15.6%
Discounted cost (present value of costs)	\$39.6 million	\$21.0 million	\$60.6 million
<i>O/w project cost</i>	<i>\$19.8 million</i>	<i>\$13.2 million</i>	\$32.9 million
<i>Forgone earning</i>	<i>\$19.8 million</i>	<i>\$7.9 million</i>	\$27.7 million
Present value of incremental benefits	<i>\$40.6 million</i>	<i>\$23.9 million</i>	\$64.4 million
NPV	\$1.0 million	\$2.8 million	\$3.8 million
Benefit/cost ratio	1.0	1.1	1.1

Source: Author's estimate using EICVM 2009/2010.

18. Under the low scenario assumptions, the overall project yields an IRR of 15.6 percent which is marginally higher than the assumed discount rate of 15 percent. The IRR for the access and quality components are 15.3 and 16.2 percent, respectively, and therefore only slightly above the discount rate as well. Under the low scenario, the net present value for the whole project is US\$3.8 million and the benefit-cost ratio is close to the breakeven point where every US\$1 invested yields a return of US\$1.10.

19. **High scenario:** Under this scenario, which reflects the best possible conditions for the project, class size, survival rate and completion rate were assumed to be higher than under base scenario assumptions. In addition, the likelihood of employment and incremental earning both increased (see Table 3). The discount rate was also assumed to be slightly lower at 8 percent. The results of the high scenario are presented in Table 5.

Table 5: High scenario: Net Present Value (NPV) in millions of USD and Internal Rate of Return (IRR)

	Access	Quality	Total project
IRR	24.4%	21.3%	23.2%
Discounted cost (present value of costs)	\$41.8	\$26.86	\$68.7
<i>O/w project cost</i>	<i>\$23.8</i>	<i>\$15.01</i>	\$38.8
<i>Forgone earnings</i>	<i>\$18.1</i>	<i>\$11.8</i>	\$29.9
Present value of incremental benefits	<i>\$206.6</i>	<i>\$90.56</i>	\$297.2
NPV	\$164.8	\$63.7	\$228.5
Benefit/cost ratio	4.9	3.4	4.3

Source: Author's estimate using EICVM 2009/2010.

20. Under the high scenario, the IRR of the entire project is 23.2 percent, much higher than the assumed discount rate of 8 percent. The IRR for the subcomponents of access and quality are 24.4 and 21.3 percent respectively and are therefore also much higher than the discount rate.

Under these assumptions, every US\$1 invested is expected to yield a benefit of US\$4.30 dollars, rendering the project not only viable but extremely cost-effective.

Financial Sustainability of the Project

21. Total public spending on education in Burkina Faso will be 4.67 percent of GDP in 2014, and will account for 21.3 percent of all government expenditure³⁴. Currently US\$1,412 million has been earmarked for state educational expenditures between 2015 and 2018. Of this expenditure, 95.53 percent is expected to come from government expenditure, and 4.47 percent from this project's disbursements.

22. Public educational spending has been mostly directed towards the primary sector. Of recent educational spending, 66.52 percent has been directed toward primary education, with the remaining 33.47 percent directed toward secondary and above (based on 2014 figures). Spending is thus uncharacteristically high at the primary level and very low at the secondary level. EAQIP counteracts this trend, directing 90.51 percent of expenditures towards the secondary level. This is believed to be the right approach based on recent enrolment trends in Burkina Faso. Most importantly, enrolment in the last year of primary education has increased from 44 percent to 78 percent over the last decade. These gains have not been seen within secondary enrolment, resulting in a significant bottleneck in the educational system.

23. Beyond the life of the project, there exist effects on permanent (or semi-permanent) costs in the educational sector. Most importantly, additional infrastructure has an expected useful life considerably exceeding the 2014-2018 time horizon of the project. However, the marginal increase in permanent costs is relatively minor in comparison to total expenditures expected over the life of the project. If we assume that permanent costs relating to infrastructure are as high as 5 percent of installation costs, this will amount to only US\$14.8 million current value as stated in Table 2 above. This is equivalent to 4 percent of state educational spending per year based on projections up until 2018. The other aspect of the incremental costs is that associated with teachers that need to be hired to cover the expansion in secondary education. Assuming a pupil-teacher ratio of 40:1 and a class size of 40 student, the addition of 339 classrooms will add about 13,560 teachers to payroll. This is estimated be around 1.7 million per year. However, given the forecasted education budget between 2015 and 2018, this represents a share of only 0.5 percent per year.

24. Other semi-permanent costs must be considered in addition to those related to infrastructure. The IAI program will rely upon villages and communes to pay the audio instruction facilitators starting in 2018. The cost is minor, roughly US\$69 per year for each of the 2,000 participating villages. But IAI programs have faced challenges in maintaining state funding over time, therefore the hope is that village funding will prove sufficient³⁵. Alternative project elements are not expected to have large implications for ongoing costs. School related performance incentives are currently designed not to demand post-2018 investment. The same applies to the establishment of SBMCs, the subsidies given to girls and children from poor

³⁴ Politique Sectorielle De L'Education Du Burkina Faso, 2014 – 2023.

³⁵ According to Michael Trucano, Senior ICT and Education Policy Specialist, IAIs often fail following changes in government, or after being overlooked by funding bodies. We hope that communities become sufficiently engaged in IAI to find the cost worthwhile.

households, and the SIP implementation grants. These components have been projected for the period 2015-2018 only and therefore impose no obligation to ongoing costs³⁶.

³⁶ Of course, subject to ex-post impact evaluations, all of these elements can be beyond the life of the project. While this *would* have an effect on permanent spending, it is entirely discretionary and conditional on future decisions.

