

**PROJECT INFORMATION DOCUMENT (PID)  
APPRAISAL STAGE**

Report No.: PIDA14762

<b>Project Name</b>	Education Access and Quality Improvement Project (EAQIP) (P148062)
<b>Region</b>	AFRICA
<b>Country</b>	Burkina Faso
<b>Sector(s)</b>	Secondary education (60%), Tertiary education (20%), Primary education (15%), Pre-primary education (5%)
<b>Theme(s)</b>	Education for the knowledge economy (80%), Education for all (20%)
<b>Lending Instrument</b>	Investment Project Financing
<b>Project ID</b>	P148062
<b>Borrower(s)</b>	Burkina Faso
<b>Implementing Agency</b>	Ministere des Enseignements Secondaire et Superieur, Ministere de l'Education Nationale et de l'Alphabetisation
<b>Environmental Category</b>	B-Partial Assessment
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<b>Decision</b>	

**I. Project Context**

**Country Context**

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 has enabled stable economic growth through the course of the past decade. From 2000 to 2010, real 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 the inequitable distribution of income and 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 pressures on public resources and food security.

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 on the part of the poor.

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 the improving the quality of education remain persistent challenges, especially with high infant, maternal mortality, and fertility rates. Data moreover demonstrates a gender gap of 32 percent in employment and 15 percent in education.

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.

A national youth literacy rate at 29 percent is low (2010), while youth illiteracy rate 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.

Accelerating job creation, and improving the inclusivity of economic growth, has 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.

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.

### **Sectoral and institutional Context**

The education system consists of pre-school education which is mostly limited to: a few private kindergartens generally located in major cities; primary school which leads to the primary school leaving certificate (CEP); secondary school comprising a lower secondary cycle of 4 years, leading to the BEPC (Brevet d'Etudes du Premier Cycle); and an upper secondary cycle of 3 years, leading to Baccalaureate (Bac) and tertiary education. TVET is also provided at the secondary and higher education levels.

#### **Limited Provision of Quality Early Childhood Education**

Currently, access to early childhood education is extremely limited in the country with a net enrollment rate for pre-primary education of just 3.5% (2011-2012). An estimated 800 early childhood development (ECD) centers currently enroll about 67,000 children throughout the country, primarily in the non-state sector (both for-profit and non-profit) with only 15% of ECD centers being operated by the Government. Public expenditure data from 2007 show just 0.6% of the public education budget was spent on pre-primary education. There is evidence of a rapidly increasing demand from parents for ECD programs, combined with a willingness to pay for these services. In the past 5 years, enrollment in pre-primary education has increased by over 60%, although this is starting from a very low base and access is very limited for the poor. There are some key constraints in expanding ECD programs in Burkina. One of the challenges is that child rearing practices are not always consistent with good child development and readiness for ECD

programs. A parenting program is therefore being put in place to ensure that children and parents improve their child rearing practices to better prepare them for participation in ECD programs, especially those with innovative approaches. Another challenge in the provision of ECD on a national scale in Burkina Faso, is the large size of the country with diverse geographic conditions and a widely dispersed population, some of whom live nomadic lives. A large proportion of children therefore live in hard-to-reach remote rural areas.

In addition, the quality of ECD programs also needs to be improved. The proportion of trained staff in the higher quality registered pre-primary schools is 21.7% and the ratio of students to trained staff is 107:1 (compared to international best practice of 15:1). Effective quality monitoring and compliance checks also need to be improved for both state and non-state sectors as required by regulations. The output of certified teachers and supervisors therefore needs to be increased rapidly to meet the emerging needs and to promote quality at all levels. In this context, a number of options for program delivery and teacher/supervisory training, including low-cost interactive audio instruction, need to be explored.

#### Low quality of Primary Education

The country made significant progress in primary school enrolment and completion over the past decade. The primary gross enrollment rate (GER) reached 81% in 2013 (increasing from 72% in 2008), and 93% of the age group enters the first primary grade on time. The primary completion rate improved significantly, but remains relatively low at 59%. Further progress in expanding access to primary education is constrained by supply and demand factors. On the supply side, inadequate school places, long distances to school, and an inappropriate school calendar adversely affect access. This is particularly true for girls in rural areas, who are considered to be at greater risk when they have to travel long distances on isolated roads.

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. Schools, therefore, continue to impose unregulated fees on students. This, combined with costs of textbooks and other teaching materials as well as the high opportunity costs of education, makes primary education unaffordable to many of the poor.

The quality and internal efficiency of primary education also needs to be further improved to meet the MDGs. The quality of teaching and learning is low, largely due to scarcity of educational materials and poor teaching and learning environment. Pedagogical and administrative management of primary education is also weak.

#### Limited Access to Secondary Education

Despite recent developments in secondary education, progress in the expansion of primary education over the last ten years is increasing the already significant pressure to further develop the secondary level of education, particularly in rural areas. In 2013, although 259,000 students completed primary education, only 66 % of these were able to continue in lower secondary. That means that 88,000 students, many of them qualified and mainly from rural areas missed the opportunity to enter secondary education. The secondary GER increased slowly since the early 2000s reaching 28% percent in 2013 (37% in lower secondary and 14% in upper secondary) and there is inequitable access between rural/urban, income groups and genders. Several factors explain

this limited and unequal access. Inadequate supply of accessible school places is one of the key factors. Many of the secondary institutions, especially in the rural areas, are 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 because of a variety of reasons including security, especially for girls who may have to walk long distances or live away from home in uncertain conditions.

The demand for secondary education is also weak. The direct and indirect cost burden on parents increases in both cycles of secondary education compared to the costs at the primary level. This makes secondary education unaffordable to many parents especially the large majority of whom are poor. Tuition and textbooks costs are prohibitively high and this is compounded by the opportunity costs as children grow older. In a recent survey, students cited high costs and parental reluctance as reasons for staying out of the system. The preference of parents to keep girls at home while they send boys to school is even 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 get them enrolled in productive activities to help alleviate household poverty. Girls are also withdrawn from school because of early marriages and early/unwanted pregnancies. Some parents prefer early marriages as an insurance against unwanted pregnancies. The specific constraints on access to education vary significantly among regions. Interventions will therefore need to be designed to target the specific constraints in a given area.

Given the size of the population, enrollment in higher education is fairly low, at 61,000, or 388 students per 100,000 inhabitants in 2010/11. However, a substantial enrollment growth (82%) compared with four years earlier led to over-crowding of facilities and high ratios of students to academic staff (on average 116 in public institutions). Higher education is also affected by high repetition rates (15% on average), particularly among those in the 2nd and 3rd years, 21% and 23%, respectively. A national 10-year action plan for higher education was prepared in 2013 (Plan National Action de Développement de l'Enseignement Supérieur - PNADES), laying out the weaknesses of the tertiary education sub-sector and proposing a plan for investments in the sector aimed at expanding access and quality, supporting university research and improving system governance. The government has included resources in the higher education budget to start implementation of the plan. These resources have been used to start construction of amphitheatres at the University of Ouagadougou and Institut de Développement des Sciences - IDS as well as to increase student bursaries.

### Low Quality of Education

#### Inappropriate Curriculum

Inappropriate curricula partly explain 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 adequately focus on developing the social and psycho-motor skills nor establish the literacy and numeracy foundations which are essential to prepare children for learning or access to primary education. The programs, therefore, need to be improved and supported by materials and training, to ensure improved readiness for school and for higher achievement in the education system. There is also a sharp discontinuity between the curricula for primary and lower secondary education. Students who enter grade 7 find that they have to start learning new concepts for which they lack the required preparation. As a consequence, they do not perform well at the end-of-year

examinations and either repeat or drop-out; the latter being the choice for those for whom the opportunity costs are already high. This high drop-out rate limits output of secondary school students.

Implementation of the basic education curriculum reform, which would be a key part of the project objective, was launched in March 2014 and is expected to be completed by the 2020-2021 academic year. The curriculum has two objectives. The first is to ensure a smooth transition between primary and first cycle secondary education to reduce failure rates in the first grade of secondary education. The second objective is to provide pre-TVET to students to better prepare them for further skills training and the labor market. To date, the following activities have been completed, financed by the national budget and other development partners: (a) the curriculum reform framework document which describes inter alia (i) the curriculum and education goals, targets and objectives for the different levels of education by subjects areas and (ii) the new pedagogical approach and the expected new graduate profile; (b) the description and organization of basic education contents; (c) the organization of the curriculum contents by sub-cycle and subject area and (d) the arrangements for piloting the drafts. The project would, therefore focus on key remaining activities including development and approval of teaching programs and materials for the pilot phase, training of teachers and teacher supervisors and revision/development of textbooks and other materials for teaching the new curriculum.

#### Low internal efficiency and poor quality

The internal efficiency of secondary education also remains low. Annual lower-secondary dropout and repetition rates were on average 13-15% and 25-29%, respectively, over the 2006-2012 period. The annual grade 10 repetition rate was much higher at 40-49%. Similar patterns can be observed for the upper-secondary level, with annual dropout and repetition rates of 5%-15% and 14%-21%, respectively, for grades 11 and 12. The annual repetition rate for the final Baccalaureate (BAC) examination year (grade 13) is much higher about 35% to 40%. The low levels of internal efficiency lead to unnecessarily high unit costs per graduate and make expansion of the system more expensive and unsustainable. This limits the returns to investments at this level. The low internal efficiency and limited access impacts the various socio-economic groups inequitably. Relatively more students from the poorest families fail to complete these education cycles in contrast to those in the highest quintiles; limiting the impact of education on poverty.

The high repetition rates in grades 10 and 13 are partly because the BEPC and Baccalaureate examinations are high stakes examinations which can have life changing implications for students, as they determine access to upper-secondary and higher education. Many students who do not pass the first time therefore repeat to get a second chance at succeeding. Increased opportunities for training and employment, especially after grade 10 would help reduce the importance of the BEPC and BAC to ease the cost to the government and parents who now have to finance students who repeat, fail again and may have to exit the system at this point. It would also help produced graduates for training in middle level skills needed by the economy.

#### Low level of learning achievement

The challenges of developing the education sector, particularly secondary education, are not limited to access and low internal efficiency; perhaps even more important is the low level of learning achievement. A recent study found that 65 percent of students in grade 7 had not acquired the basic

competencies specified in the curriculum. Also, the student learning assessment carried out in 2013 by OCECOS found that the majority of students in secondary education did not attain the minimum required levels in French, Math, Life and Earth Sciences, History and Geography and that the achievement levels have been declining since 2007. Although these are useful measures, the quality of the test design and administration needs to be further improved. Increased efforts need to be made to design better quality tests that would allow reliable monitoring of achievement levels over time and identification of learning weaknesses. Both of these would help in the design of appropriate interventions to improve learning outcomes. To achieve this, the capacity of OCECOS and the department responsible for the BAC would need to be strengthened and better coordinated.

Low learning achievement levels are attributable to inadequate and poorly qualified teachers, a poor learning environment and weak school level management.

#### Limited availability of qualified teachers

Inadequate supply of math and science teachers contributes to poor learning. Data show that some schools operate without a single teacher for math and science for an entire year. When teachers are available, they are often unqualified and use inappropriate teaching methods. The inadequate supply of qualified teachers is partly attributable to the limited training capacity, low numbers and inadequate qualifications of trainers. Similarly, poor teaching results from inappropriate teaching methodologies transmitted to student-teachers in higher education teacher training institutions. The two institutions responsible for secondary teacher training suffer from these deficiencies and have a combined annual output of only 1,400; significantly below the projected needs of 2000. Addressing these issues at the secondary and higher education levels would therefore require a multi-pronged approach that would address short, medium and long-term issues.

#### Poor educational environment

Limited physical facilities and inadequate organizational arrangements also explain the low levels of student learning. These factors include inadequate and delayed availability of quality educational materials, over centralization of management in the sub-sector and inadequate utilization of the results of student learning assessments to improve quality. Although much has been done to improve and increase the availability of textbooks, there is still a need to strengthen the national capacity to author and publish textbooks to reduce the reliance on external publishing houses.

#### Inadequate development of local level management of schools

Unlike in primary education, the administrative arrangements and management capacity of secondary schools that would help increase student learning outcomes are not well developed. This is especially the case with School Based Management Committees (SBMCs) - (Comités de Gestion Scolaire – COGES). Recent evidence shows that the school based management approach can be an effective strategy to increase parental participation in school decisions that would help reduce dropout, repetition and failure rates and, under certain conditions, increase learning outcomes. However, there is no authorizing instrument such as the Presidential Decree of 2010 authorizing the establishment of COGES (SBMCs) in all primary schools nationwide by 2015. There is therefore a need to build similar institutions for the secondary level that would include establishment of the SBMCs, preparation of School Improvement Plans (SIPs), provision of and management of resources at the school/community levels, and introduction of incentive systems to promote quality.

### Weak planning and data management systems

Despite progress made under the previous projects (Post-Primary Education Project 1 & 2 -PEP1& 2) in developing the EMIS management capacity remains weak at the decentralized levels for collecting and analyzing data. This affects the quality of data in the sector and limits the use of data in local planning. The capacity at these levels also needs to be strengthened to support the introduction and use of new tools such as school report cards which would be used to monitor school operations.

### EAQIP's Link to the GoBF's Strategy for Accelerated Growth and Sustainable Development and Education Sector Policy

The project is aligned with the objectives of the Strategy for Accelerated Growth and Sustainable Development (Stratégie pour la Croissance Accélérée et le Développement Durable (SCADD), especially regarding the human development resources required 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 comprise all skill levels ranging from the basic skills acquired in basic education, middle level skills produced in secondary general education and technical and vocational training through to high level professional skills acquired in tertiary education. The various sub-sectorial strategies (including the PDSEB -Programme de Développement Stratégique de l'Education de Base-, the secondary and tertiary education development strategies, the National Strategy for TVET, and the PNADES – Plan National d'Action de Développement de l'Enseignement Supérieur) are being integrated into a sector development program to facilitate the development of these skills. The following two paragraphs describe the policy areas specific to the objectives and components of the project.

ECD is one of the government's highest priorities to ensure quality education and training at the higher levels of education. In line with this, the GoBF's has established a national multi-sectoral policy and strategic framework for early childhood development including a national curriculum and quality assurance standards for the sub-sector. The IAI program to be developed in this project will be aligned with the national ECD strategy and content will be based on existing national curriculum standards.

The GoBF developed and launched the implementation of a ten-year education program (PDSEB 2012-21) for basic and secondary education in 2012, which was complemented by the PNADES (national tertiary education development strategy) in July 2013. The GoBF's priority in basic education is 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 the "transition management" from primary to lower secondary education; (c) reduce overcrowding; and (d) strengthen school management. The overall aim of the reform is to create greater coherence in the curriculum within and between cycles to improve quality and increase internal efficiency as well as to reform education and training to enhance the employability of youths. This project would continue implementation of the reform by building on the results of PPEP 1 and 2, to further expand access to secondary education and improve the quality of education, to expand output of quality lower and upper secondary education graduates.

Partnership and complementarity with other donor partners' interventions



The proposed project is designed using a sector wide approach and will complement the efforts of the government and other partners in the areas of ECD and primary, secondary and tertiary education. Consistent with this, the Project aims to fill the following critical gaps not currently being addressed by the Government, the Bank or other DPs: (a) further development of ECD; and (b) increasing access and quality of general secondary education. Table 1 below summarizes the contributions of the main stakeholders.

As can be seen from the table, none of the other DPs support ECD. This places the burden on the Government, working with private providers and communities, to provide these services. Given this limited support and the resource and technical demands for the provision of good quality ECD, the performance of the ECD centers is very mixed. At the same time, provision of good ECD is critical to ensure a smooth transition to primary schools and for improved learning outcomes at the primary and higher levels of the education system. The Government has, therefore, decided to prioritize ECD in the sector plan.

The project intervention at the primary education level is limited to activities aimed at improving the quality of education through curriculum reform. Various factors explain this option. This sub-sector has been the key priority for the Government and donors and continues to receive the largest share of government and DP funding (see table below for main donor partners interventions). More than 60% of the sector's resources were allocated to primary education since 2000. This has resulted in significant progress in increasing access and completion rates over the past decade. Nevertheless, the quality of primary education remains below expectations, especially in terms of students' learning outcomes. A key factor in this respect is the inappropriate curriculum, despite changes that have been made over the years. This weakness is a concern that affects the performance of students throughout their education career. Students are especially disadvantaged in the first cycle secondary level and in their preparedness for further training and employment. This adversely impacts poverty alleviation and the rate of economic development.

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 suffers from a dearth of investments as can be seen from Table 1 below. In contrast, there are substantial investments in primary education and TVET (receiving support from the World Bank and by five other donors including Luxembourg, the AFD, the Austrian Development Cooperation, Switzerland and Taiwan). These projects substantially cover the sub-sector needs. In addition, improving access and completion in primary education increasingly exerts strong pressure for expansion of post-primary education which remains an "orphan" area of DPs apart from the Bank. The Bank financed PPEP2 which closed in December 2013 has been the main support of the efforts of the Government since 2006 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 address persistent poverty and exclusion issues in post -primary education and improving quality. It would support medium to long-term post -primary education initiatives to make the Bank's previous education interventions more sustainable and to take successful programs to scale.

EAQIP's support to higher education will be limited to strengthening the training of secondary teachers, a critical factor in improving quality at this level. The wider issues in higher education are too complex to address in the context of this project and cannot be adequately addressed with the limited resources available for this Project.

## II. Proposed Development Objectives

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 as stated earlier.

## III. Project Description

### Component Name

Component 1: Expanding equitable access to pre-school education in the two poorest regions and secondary education in the five poorest regions

### Comments (optional)

The component will focus on increasing access to pre-school and secondary education in the five poorest regions. The objective of the ECD sub-component is to provide pre-schooling opportunity to children aged 3-4 years living in the East and Central East regions as well as those in the main urban center of Ouagadougou. The second subcomponent on secondary education aims to contribute to increased and equitable access to secondary education by: (i) increasing public secondary education places in the five poorest regions; (ii) introducing incentives to promote enrollment, especially of girls and low income students, in lower and upper secondary education and (iii) expanding private secondary schools in urban areas that would also help the poor.

### Component Name

Component 2: Improving the quality of teaching and learning process

### Comments (optional)

The objective of this component is to contribute to improved quality of teaching and learning focusing on (i) curriculum reform; (ii) secondary teacher training; (iii) textbooks development and distribution; (iv) school based quality initiatives and (v) expanding the use and management of assessment and examinations systems. This part of the project would address critical gaps that constrain quality improvement that are not currently being addressed.

### Component Name

Component 3: Contributing to strengthening education institutional capacity at central and decentralized entities

### Comments (optional)

This component will focus on strengthening the EMIS at the local levels and would enhance the capacity of the ministry to better identify the specific needs of the diverse communities as a basis for targeted planning. Analytical studies will also be financed to support further development of policies and strategies to find solutions to current and emerging needs.

## IV. Financing (in USD Million)

Total Project Cost:	50.00	Total Bank Financing:	50.00
Financing Gap:	0.00		
<b>For Loans/Credits/Others</b>			<b>Amount</b>
BORROWER/RECIPIENT			0.00
IDA Grant			50.00
Total			50.00

## V. Implementation

### A. Institutional and Implementation Arrangements

The Project scope spans two ministries': the MENA in charge of basic education (ECD, Primary education and junior secondary) and the MESS covering upper secondary, including TVET, and tertiary education. The institutional and implementation arrangements are designed to accommodate this double supervision.

Project coordination: The Project will be under the auspices of MESS based on its experience in managing previous projects and agreement between the two line ministries. The Secretary-General (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, with other GoBF agencies/units. SG/MENA will be co-responsible for planning and coordinating project activities within the MENA with the view to facilitating the overall coordination activities by SG/MESS. Under the SG/MESS guidance, MESS and MENA line units will be responsible for day-to-day coordination and implementation of activities for which they have prime responsibilities.

During the project preparation period, the team conducted a full assessment of the MESS which indicated some weak capacity within the Ministry. Therefore, while taking into account the span of the project covering two ministries, the team and the Government agreed to build on the institutional scheme put in place during PPEP2 implementation. A PCU that will be responsible for day-to-day project implementation will be established under the authority of the MESS. The MESS will assign a project coordinator who will be in charge of the day to day coordination of the project within the PCU on behalf of the Ministry's Secretary General. The PCU will include the following core staff: procurement specialist; FM specialist; accountant; M&E specialist and any additional administrative support as necessary. An internal auditor will be assigned to the project by the Ministry of Economy and Finances.

Detailed procedures for implementation of the project activities will be described in the implementation and financial management manuals.

Steering Committee (SC). Project oversight will be the responsibility of a SC that will be set up to cover MENA and MESS in order to ensure that project activities are relevant to the different sub-sectors' priorities and needs. The SC will be chaired by the SG/MESS and comprising relevant central units and regional directorates of MENA and MESS. The SC will meet on a biannually basis. Specifically, the SC will provide overall guidance to the PCU for project implementation and will review and approve the overall the annual budgeted action plan (ABAP) prepared by the PCU, ensuring agreed performance targets and timelines for proposed activities under the different components and smooth project implementation addressing any bottlenecks/issues.

### B. Results Monitoring and Evaluation

Monitoring and evaluation of outcomes /results

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 major aspects need to be strengthened. There is little communication and harmonization among the different parts of the system, which weakens the overall M&E function of

the ministry. Moreover, regional capacities to collect data, analyze and support local decision making is weak.

Under the guidance of the SG/MESS, project M&E will be the shared responsibility of MESS and MENA directorates. 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 Project Implementation Manual. M&E will be conducted through: (i) joint monthly meetings of the MESS/MENA committee of directorates involved in the project chaired by the SG/MESS or representative (ii) IDA implementation support missions; (iii) a mid-term review (MTR) of project implementation ; (iv) biannual meetings of the Steering Committee (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. Twice each year (by May 30 and November 30), 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 Report (ICR) will be prepared within six months after the project closing. MESS will contribute to the ICR based on its own evaluation of the project.

The monthly meetings of directorates involved in the project and the Steering Committee meetings would be open to IDA and other donors. The MTR is expected to be held no later than 18 months after effectiveness, to provide the opportunity for including the relevant conclusions of the ESW launched in FY14 in the project implementation framework. The PCU will organize the two annual meetings of the Steering Committee 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.

Donor coordination- The project M&E system related to basic education would be linked with the donor coordination and M&E systems put in place within the subsector of Basic Education. The joint annual review will ensure the overall coherence among subsectors and that the project activities are consistent with the Government sectoral program. For each joint donor/government annual review, the PCU will share with stakeholders' reports on: (i) the extent to which program objectives are being achieved and (ii) aspects of the program that are behind or ahead of schedule using qualitative and quantitative data. At this meeting recommendations will be made on adjusting the annual budgeted action plan (ABAP).

### C. Sustainability

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

Public educational spending has been primarily directed towards the primary sector. About 67% of recent educational spending has been directed toward primary education, with the remaining 33.47% directed toward secondary and above (based on 2014 figures). Spending is thus 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 in primary education. However, this trend is changing as the primary enrolment rate approaches 100% and with increased emphasis on linking education and training

with economic growth. Burkina Faso started this trend in the recently closed Post-Primary Education projects. EAQIP continues this trend, directing 90.51% of expenditures towards the secondary level.

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 10% of installation costs, this will constitute only USD 3.1 million. This is equivalent to 1.9% of state educational spending projected up until 2018.

Other semi-permanent costs must be considered in addition to those related to infrastructure. The Interactive Audio Instruction (IAI) program will rely upon the Ministry of Education and communes to pay the pre-school class facilitators starting in 2019. The cost is minor, roughly \$90 per year for each of the 600 participating villages. But IAI programs 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. Similarly, given the high demand for quality education by communities, villages will be motivated to continue 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 2015-2018 only and therefore impose no obligation to ongoing costs.

## VI. Safeguard Policies (including public consultation)

<b>Safeguard Policies Triggered by the Project</b>	<b>Yes</b>	<b>No</b>
Environmental Assessment OP/BP 4.01	<b>x</b>	
Natural Habitats OP/BP 4.04		<b>x</b>
Forests OP/BP 4.36		<b>x</b>
Pest Management OP 4.09		<b>x</b>
Physical Cultural Resources OP/BP 4.11	<b>x</b>	
Indigenous Peoples OP/BP 4.10		<b>x</b>
Involuntary Resettlement OP/BP 4.12	<b>x</b>	
Safety of Dams OP/BP 4.37		<b>x</b>
Projects on International Waterways OP/BP 7.50		<b>x</b>
Projects in Disputed Areas OP/BP 7.60		<b>x</b>

**Comments (optional)**

## VII. Contact point

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