REVISION TO BURUNDI EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT: REPORT FROM THE COUNTRY GRANTS AND PERFORMANCE COMMITTEE

For Decision

1. STRATEGIC PURPOSE AND BACKGROUND

1.1 The purpose of this paper is to request the Board of Directors to approve a proposed material revision to the Burundi Education Sector Program Implementation Grant (ESPIG). While the CGPC has the delegated authority from the Board to approve material revisions to ESPIGs, the revision includes a change in Grant Agent and is accompanied by a request from the new Grant Agent for an agency fee. At the same time, uncommitted allocations to the old Grant Agent need to be cancelled. Only the Board has the authority to approve new allocations and cancel existing allocations unless it has specifically delegated this authority.[1]

1.2 The CGPC, during its April 26-28, 2016 meeting discussed and endorsed the proposed revisions for approval by the Board. However, the Committee requested additional information on the link between the proposed program and the previous one, on the increased amount of agency fees, on transfer of funds under the new program, on mechanisms set up by the new Grant Agent to monitor and manage the program, and on the closing process of the previous program. This information was submitted in a revised proposal on May 16, 2016.

2. EXECUTIVE SUMMARY

2.1 The Board is asked to approve the revisions to the Burundi ESPIG program that are the result of the ongoing crisis in the country. The revised program is supported by a new Grant Agent, UNICEF, which requires a new allocation in agency fees of US$1,608,000. The grant amount itself of US$20.1 million, corresponds with the remaining uncommitted funds allocated to the previous Grant Agent, Belgium Technical Cooperation, and therefore only the US$1.608m in agency fees are incremental. The financial implications of this recommendation has been factored into the financial forecast.

[1] Per Section 3 (i) (c) (ii) of the GPE Fund Governance Document, the Board has the responsibility for approving new Allocations and cancelling uncommitted Allocations and informing the Secretariat and Trustee thereof.

2.2 The revised program, entitled "Basic Education Consolidation Support Program" (PACEF in French), seeks to reinforce the achievements of the previous program implemented through a pooled funding modality (the Pooled Funds for Education – Special Allocation Budget (PFE-SAB), and to ensure complementarity with other interventions conducted since 2012. Priority actions have been selected with a view to supporting the ongoing reforms and because they constitute the most appropriate responses to the political crisis in the country. They also reflect consideration of the current challenges in terms of responses to natural disasters.

2.3 The program puts a strong emphasis on primary education and aims to address the gaps not filled under the pooled funding arrangement, such as those related to construction of classroom and school. Interventions initiated under the PFE-SAB, which is supported by development partners and the GPE grant, will aim to increase the number of schools and their capacity, and improve learning conditions by decreasing the pupil/teacher ratio. Teacher training will also continue so as to improve the quality of teaching. Similarly, distribution of educational materials to students and teachers will also continue to be strengthened in order to meet needs identified in the 4th cycle specifically. The revised program will also support the development of materials for lower grades of the elementary level, namely grades 1, 2 and 3, which had not been planned under the previous program.

2.4 A major innovation of the revised program is to provide teaching materials and students textbooks that will benefit all students of all grades at the elementary level, nationwide. This exceptional effort aims to ease the burden of the households affected by an unprecedented economic crisis that threatens Burundian children's right to education. The revised program will also continue to support data collection and analysis so as to ensure proper monitoring of program implementation and governance of the education system.

3. RECOMMENDED DECISION

3.1 The CGPC recommends the Board approve the following decision:

BOD/2016/XX-XX—<u>Proposed Revision to Burundi Education Sector Program Implementation Grant</u>: The Board of Directors:

1. Refers to its approval of an allocation for an Education Sector Program Implementation Grant for Burundi in the amount of US$52,900,000 with Belgium Technical Cooperation as Grant Agent (Supervising Entity) in decision **BOD/2012/11-06**.
2. Approves the proposed revisions to the Burundi ESPIG as recommended by the Country Grants and Performance Committee and requested in the Program Revision Notification in Annex 1 of BOD/2016/06 DOC 07, including a change in Grant Agent from Belgium Technical Cooperation to UNICEF.

3. Reduces the allocation to Belgium Technical Cooperation by US$20,100,000 representing the remaining uncommitted funds on the initial allocation, and approves a corresponding amount of US$20,100,000 with UNICEF as Grant Agent, plus an additional US$1,608,000 in Agency Fees.

4. Requests the Secretariat to include in its notification to Burundi, the grant agent, and coordinating agency, for distribution to the local education group (LEG), the approval of the revision and the observations on the revision as recommended by the CGPC as set out in BOD/2016/06 DOC 07, Table 1.

Table 1 - CGPC Observations
Due attention should be given to the political economy throughout implementation, ensuring that the activities are carried out in a way that is transparent and pays attention to equity issues. The Grant Agent and partners should ensure that the training and school materials provided have an impact on classroom practices and that there is follow-up to ensure proper use of textbooks and guides. The Grant Agent and partners should also ensure that targeting for construction and site selection criteria addresses equity issues, and that the timing of construction is sensitive to the political context and potential consequences of conflict. The Local Education Group should ensure that this is a transitional approach and that a return to the previous aligned support will be facilitated as soon as possible and in particular for the next grant.

4. OVERVIEW

4.1 A summary and a brief analysis of financing as well as proposed revisions may be seen below.

Project or program	Implementation of the Sector Plan for the Development of Education and Training in Burundi (PSDEF)
Total funding	US$52,900,000
Date of initial approval by the Council	November 20, 201
Modality	Pooled Funds
Actual start-up of program implementation	June 18, 2013
GPE disbursements to Belgium Technical Cooperation, up to the present	US$32,800,000
Actual expenditure as at January 31, 2016	US$32,800,000
Grant Agent	UNICEF (replacing the Belgium Technical Cooperation)
Coordinating agency	UNICEF
Proposed revisions	Restructuring of the project, 24-month extension of the closure date
Month/year of presentation	April/2016

5. CONTEXT AND JUSTIFICATION

5.1 Up to the beginning of the 1990s, Burundi had made progress in improving the living conditions of its population. However, beginning in 1993, there was a civil war in the country, bringing disastrous consequences to Burundian society and the country's economy. Following the Arusha Agreements in August 2000 and the setting up in 2005 of democratically chosen institutions, the country began to emerge from the crisis, experience renewed growth and mobilize the donor community.

5.2 The country registered progress between 2005 and 2010. Commune-level, presidential and legislative elections were held in 2010. On the economic and social front, the country achieved the "Heavily Indebted Poor Countries" (HIPC) Completion Point. GDP grew at an average of 4 percent between 2006 and 2009.

5.3 With a Gross Enrollment Rat (GER) of 134 percent, significant strides had been made in the education sector. Following elections in 2010, the Government announced its intention to introduce a basic education program, to make primary education more complete, with a program of basic education for all, consisting of nine years of primary school. The second Poverty Reduction and Growth Strategy Paper (PRSP II), adopted in 2012, made the reform process a number one priority

on the national development agenda, an indication of the importance given to this issue by strong political leadership.

5.4 During the same period, the sector had acquired a renewed financial instrument, the Pooled Funds for Education – Special Allocation Budget (PFE-SAB), which was intended to garner external resources allocated by the Government in accordance with national procedures. It was against this favorable background that in 2012 the Government unveiled to civil society and the Technical and Financial Partners (TFPs) its Sector Plan for the Development of Education and Training (PSDEF) 2012 -2020, its triennial action plan and the preparatory measures to facilitate its implementation.

5.5 The country joined the GPE on 7th August 2012 and received a preliminary grant of $52.9 million for the first phase (2013-2015) of implementation of PSDEF 2012-2020. In accordance with the provisions stipulated in the application dossier submitted in September 2012, the technical and financial components of the GPE grant were implemented between 2013 and 2015, through the PFE-SAB, under the supervision of the Belgium Technical Cooperation agency and together with contributions from other PFE donors (AFD, UNICEF, Norway, Belgium).

5.6 The political and security crisis that began in 2015 and that still persists has weakened all sectors of society. The suspension of direct aid by several donors has resulted in the depletion of available resources and, in turn, reduced access to basic services. In the education sector, Belgium's decision to end its mandate as GPE Grant Agent in May 2016 (before the initial mandate had come to an end) led the Local Education Group to consider adjusting the operational modalities for disbursing the remaining GPE funds ($20.1 million). The planned modifications focus mainly on modalities for expending funds when transitioning from targeted budgetary aid for the education sector (PFE-SAB) to a cooperation program, with UNICEF being designated as the new Grant Agent with direct responsibility for the execution of programmed activities. These changes will also affect the results framework as well as the initial completion date for the expenditure cycle. The deadline for completion will also have to be extended, due to the delay in the expenditure of funds from the first tranche and the additional time required to restructure the program.

5.7 Unfortunately, the political crisis besetting Burundi is gradually turning into a socio-economic crisis. This exacerbates the hardships faced by the overwhelming majority of the population living below the poverty line. While there is little available information on the real impact of the crisis on school enrollment, there is clear evidence pointing to a deterioration in the school environment:

- Disruption of the school calendar affecting the end of the 2015 and beginning of the 2016 school years: closure of schools during the election campaign from April to June 2015

(especially in the provinces of Bururi, Rumonge, rural Bujumbura and Bujumbura Mairie), leading to delays in the roll-out of the school calendar and the holding of end-of-year exams. Approximately 10,000 pupils were unable to sit their 6th grade examination (24 percent of the cohort);

- Mass displacement of population, especially toward neighboring countries: the crisis has forced 253,000 people, 50 percent of whom are under 17 years of age, to leave their homes and seek refuge within and outside of the country. According to the United Nations High Commissioner for Refugees (UNHCR), in January 2016, more than 126,000 Burundians were in Tanzania, 73,000 in Rwanda, 21,000 in the DRC, 20,000 in Uganda and 1,000 in Zambia. There was a total of 25,100 internally displaced persons: 12,000 were in the province of Makamba, 13,000 in Rutana province and 100 in the Province of Kirundo;
- Occupation of schools by the military and police forces, threats to security and grenade attacks within school premises;
- Politicization of the school environment through the practice of mobilizing school children to take part in political demonstrations and the absence of objectivity in the messages transmitted by some teachers.

6. SUMMARY OF PROPOSED MODIFICATIONS

6.1 UNICEF, as the Coordinating Agency and new Grant Agent, has held consultations with the Government and the TFPs on proposals to revise the program funded by the GPE. Desirous of preserving the gains under the PFE-SAB, in terms of the coordination and pooling of support, the TFPs focused on a participatory process for the revision of the program, by achieving consensus on the components and the allocation of resources. A joint TFP-Ministry of Education project was carried out to identify the short and medium-term actions needed to limit the impact of the crisis on the educational sector while preserving the gains of the reforms undertaken by the country.

6.2 While the need to adapt the modalities for the expenditure of funds justifies the revision of the project, its objectives and content remain nevertheless perfectly aligned with the sectoral policy on which the initial GPE funding application is based. The Government and the TFPs were keen to ensure that the content and modus operandi of the project were firmly anchored in the PSDEF, in order to capitalize on and consolidate to the extent possible the gains made in the sector. In fact, the program follows on from the previous one implemented under the PFE-SAB and the 2013-2015 PSDEF Plan of Action.

6.3 While maintaining the same priorities as in the initial program, changes are proposed and are organized under three components, as follows:

Component 1 – Improve access to and equity in basic education, through the construction and rehabilitation of schools, supply of school equipment and materials and conduct of awareness-raising campaigns ($10 870 711)

The aim of this component is to increase pupils' access to and retention in the basic education system until the end of the fourth grade. It seeks to promote a better learning environment, through the construction and rehabilitation of infrastructure and the supply of learning materials for pupils and teaching materials for teachers, as well as conducting campaigns to stimulate demand for education within a fragile context. It also aims to promote the neutrality of schools. There are three sub-components to this component, as follows:

Sub-component 1.1: Construction, rehabilitation, and equipping of schools ($6 633 711)

Sub-component 1.2: Supplying school materials ($4 022 000)

Sub-component 1.3: Stimulation of the demand for education within a fragile context and promotion of a better understanding of basic education reform ($215 000)

Component 2 – Improve the quality of education by supporting the roll-out of basic education curricular reform ($7 009 255)

The aim of this component is to help bring about basic education reform by enhancing the requirements for quality education through the training of teachers in the new programs and the purchase of pedagogical material.

Sub-component 2.1: Capacity building of teaching staff ($2 339 108)

Sub-component 2.2: Purchase and distribution of teaching materials ($4 670 147)

Component 3 – Improve coordination and monitoring of the educational system by building the capacity to produce and effectively use critical data ($740 000)

Sub-component 3.1: Consolidation of the EMIS reform ($500 000)

Sub-component 3.2: Monitoring of the program ($240 000)

ESTIMATED BUDGET OF THE SUPPORT PROGRAM FOR THE CONSOLIDATION OF BASIC EDUCATION (amounts in US$)				
Description	**Total cost**	**Annual cost**		**%**
		2016-2017	**2017-2018**	
Component 1 - Improve access to and equity in basic education, through the construction and rehabilitation of schools, supply of school equipment and materials and conduct of awareness-raising campaigns	**10,870,711**	**8,285,227**	**2,585,484**	**54%**
Sub-component 1.1: Construction, rehabilitation, and equipping of schools	6,633,711	4,048,227	2,585,484	
Sub-component 1.2: Supply of school materials	4,022,000	4,022,000		
Sub-component 1.3: Stimulation of the demand for education within a fragile context and promoting of the neutrality of schools	215,000	215,000	-	
Component 2 – Improve the quality of education by supporting the roll-out of basic education curricular reform	**7,009,255**	**5,146,764**	**1,862,492**	**35%**
Sub-component 2.1: Capacity building of teaching staff	2,339,108	1,392,304	946,804	
Sub-component 2.2: Purchase and distribution of teaching materials	4,670,147	3,754,460	915,688	
Component 3 – Improve coordination and monitoring of the educational system by building the capacity to produce and effectively use critical data ($740 000)	**740,000**	**320,000**	**420,000**	**4%**
Sub-component 3.1: Consolidation of the EMIS reform	500,000	200,000	300,000	
Sub-component 3.2: Monitoring	240,000	120,000	120,000	
Management, Monitoring and Evaluation	828,300	414,150	414,150	4%
Operating costs	452,710	226,355	226,355	2%
Miscellaneous and unforeseen expenses	199,024	99,512	99,512	1%
Total	**20,100,000**	**14,492,007**	**5,607,993**	
Expenses of UNICEF headquarters agency (not included in allocation)	**1,608,000**			**8%**
Grand Total	**21,708,000**			

7. CHANGES MADE TO PROGRAM ACTIVITES AND OBJECTIVES

7.1 The modifications are reflected in the new program name and structure, as well as the fact that the program focuses on fewer PSDEF priority targets, to be funded with the remaining balance of $20,100,000. The three components; (Access, Quality and Coordination) essentially pertain to the construction of classrooms, the purchase and distribution of school supplies to children and efforts to stimulate the demand for education in a fragile context (under the Access component). Strengthening the capacity of teachers and school principals, as well as the distribution of teaching materials fall under the Quality Component; consolidation of the EMIS reform and monitoring of the program are included under the Coordination component. The estimated time period for implementing these activities is 24 months.

7.2 The construction of classrooms to increase carrying capacity, together with the purchase and distribution of school supplies to more than 2 million children will take up 50 percent of the budget. These choices are justified by the prevailing crisis as well as the Grant Agent's commitment not only to meet the needs of the children, but also to support the policies of the Government. The basic education reform process was hastily put together with little prior consultation, leaving communities uncertain and confused about the new objectives and the issues at stake.

7.3 Second in line is the Quality component, with 35 percent of the budget being allocated to building the capacity of teachers and administrative staff and for the purchase and distribution of teaching materials.

7.4 It should be noted that current costs for building classrooms are far higher than the figures for 2012. However, these estimates have been endorsed by the Development partners (DPs) and the government. Furthermore, the Grant Agent has noted that real costs under the Belgium Technical Cooperation (BTC) had turned out to be higher than anticipated (exceeding the initial estimated cost by $5,000 to $7,000, or a unit cost of $20,000 to $22,000 instead of $15,000). In the revised estimate, the unit cost has been increased to $39.000 According to the proposal submitted, classrooms will be equipped (desks, benches and administrative furniture) and other necessary infrastructure and equipment will be supplied (in accordance with identified needs), notably:

- One administrative building (with electricity);
- A rainwater collection system;
- Running water and sanitation facilities;
- Site layout (covered walkways, landscaping, green areas, etc.).

Results Matrix:

Component 1 – Improve access to and equity in basic education, through the construction and rehabilitation of schools, supply of school equipment and materials conduct of awareness-raising campaigns				
Expected outcomes	**Strategies**	**Sub-components**	**Indicators**	**Data sources**
Improved and expanded access by children, particularly the most vulnerable, to a quality school	(i) Increase and improve carrying capacity for Years 1 to 4 (ii) Improve equity by providing basic school materials (iii) Stimulate the demand for education by mobilizing communities	Sub-component 1.1: Construction, rehabilitation, and equipping of schools - Construction of classrooms - Construction of a center for inclusive education - Assessment of school infrastructure	157 classrooms constructed/ rehabilitated and equipped 1 center for inclusive education constructed and equipped Assessment of school infra-structure conducted	Reports from the MOD (delegated project manager) Project progress reports Assessment document
		Sub-component 1.2: Supply of school materials	2 296 400 beneficiary children	Receipt slips
		Sub-component 1.3: Stimulation of demand for education within a fragile context and promotion of a better understanding of basic education reform	17 awareness-raising campaigns conducted	Progress reports on the project

Component 2 – Improve the quality of education by supporting the roll-out of basic education curricular reform				
Expected outcomes	**Strategies**	**Sub-components**	**Indicators**	**Data sources**
Strengthened implementation of the reform of Year 4	Ensure the efficient implementation of the new fourth grade school programs by providing adequate teaching materials in basic schools and building the capacity of teachers and pedagogical supervisory personnel	Sub-component 2.1: Capacity building of teaching staff	130 trainers 5000 teachers 3000 principals trained 136 supervisory staff	Training reports and attendance lists Progress reports on the project
		Sub-component 2.2: Purchase and distribution of teaching materials	1 223 726 textbooks distributed in Years 7 and 8 211 895 textbooks distributed for the first cycle of basic education 136 296 teacher guides distributed in Years 7, 8, and 9 240 000 posters covering 6 subjects distributed 8 000 user guides distributed	Receipt slips

Component 3 – Improve coordination and monitoring of the educational system by building the capacity to produce and effectively use critical data				
Expected outcomes	**Strategies**	**Sub-components**	**Indicators**	**Data sources**
The information system provides reliable data within a reasonable timeframe for coordination and planning of the educational system Increased monitoring of construction work	(i) Capacity building through the collection and processing of information required for planning and coordination (ii) Strengthen BISEM's capacity to monitor and prepare the infrastructure investment plan	Sub-component 3.1: Consolidation of EMIS reform	2014-2015 data are disseminated 2016-2017 data are available and are disseminated 5 senior staff trained	Yearbooks available at the national level and in the regions Certificate
		Sub-component 3.2: Monitoring of the school construction program	18 monitoring missions conducted by BISEM	Field mission reports

8. PLEASE CONTACT Aminata H. Maiga amaiga@globalpartnership.org for more detailed information.

9. ANNEXES AND FURTHER INFORMATION

9.1 This document includes the following annexes:

Annex 1: Document on the Restructuring of the Program

Annex 2: Grant Closing Process with Belgium Technical Cooperation (Previous Grant Agent) and Funds Availability to UNICEF (New Grant Agent)

9.2 The following documents may be found on the Committee eTeam site (CGPC/2016/04 DOC 09):

- Submission form for the program revised by UNICEF (Coordinating Agency and Grant Agent)
- Letter of transmittal of the action plan by the Minister of Education
- Original program document (with previous results matrix)

ANNEX 1 – DOCUMENT ON THE RESTRUCTURING OF THE PROGRAM

PROJECT DOCUMENT ON THE ALLOCATION OF A GRANT IN THE AMOUNT OF

$20.1 MILLION UNITED STATES DOLLARS

TO THE GOVERNMENT OF THE REPUBLIC OF BURUNDI

FOR THE

SUPPORT PROGRAM FOR THE CONSOLIDATION OF BASIC EDUCATION (PACEF)

RESTRUCTURING OF THE 2013-2015 GPE PROGRAM

May 16, 2016

ABBREVIATIONS AND ACRONYMS

AFD	*Agence Française de Développement* (French Development Agency)
BEPEB	*Bureau des Enseignements Pédagogiques pour l'Education de Base* (Office for the Training of Teachers in Basic Education)
BIF	Burundi Franc
BISEM	*Bureau des Infrastructures Scolaires, des Equipements et de la Maintenance* (Office for School Infrastructure, Facilities and Maintenance)
BMD	Baccalauréat Masters Doctorate (equivalent of LMD : Bachelor's Masters Doctorate)
CFE	Common Fund for Education
CTB	Belgian Technical Cooperation
DCE	*Direction Communale de l'Enseignement* (Commune-level Education Directorate)
DPE	*Direction Provinciale de l'Enseignement* (Provincial Education Directorate)
DPM	Delegated Project Manager
EMIS	Education Management Information System
ESG	Education Sector Group
GPE	Global Partnership for Education
ICE	*Inspection Communale de l'Enseignement* (Commune-level Education Inspectorate)
LEG	Local Education Group
MEESRS	Ministry of Education, Higher Learning and Scientific Research
OPES	Office of Planning and Education Statistics
PBEA	Peace Building, Education and Advocacy Programme
PSDEF	Sector Development Plan for Education and Training
PSGSE	*Politiques Sectorielles de Gestion des Systèmes Educatifs* (Sectoral Policies for the Management of Education Systems)
SPB	Special Purpose Budget
TBG	Topic-based Group
TFP	Technical and Financial Partner
UNICEF	United Nations Children's Fund

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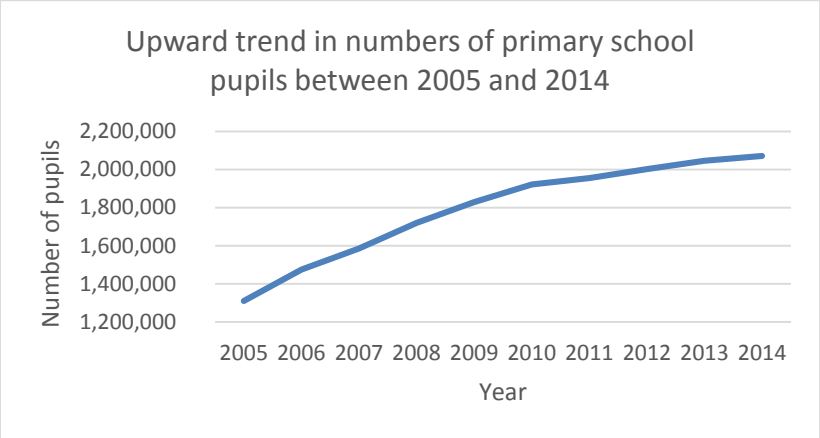
1 OVERVIEW

1.1 Challenges of the educational system and sector strategy

Brief overview of the educational system of Burundi

Over the period 2005-2014, there was a rapid and spectacular increase in the number of children enrolled at almost all levels of the educational system in Burundi. This increase was also accompanied by an improvement in school coverage for all levels and was largely attributable to the introduction of free primary education. Enrollment figures at the primary level grew from 1,309,387 in 2005 to 2,072,408 in 2014, an increase of 63.18 percent. The graph below shows the difference in school enrollment figures before the reform and the period shortly after its implementation.

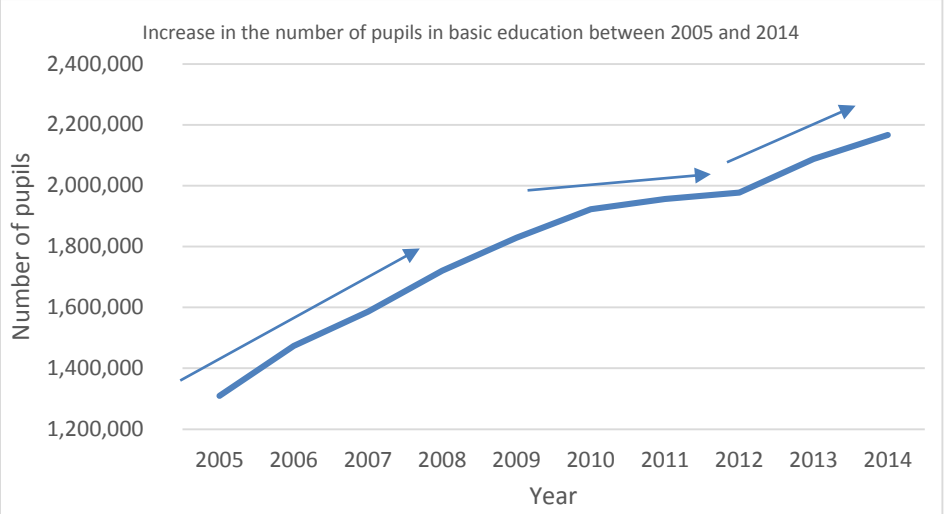
Graph showing increase in primary school enrollment



An equal number of girls and boys enroll in and complete basic education.

The situation for lower secondary school is similar, where the school population more than tripled between 2000 (80,656) and 2012 (373,249). In spite of an average rate of increase of 14 percent, the Gross Enrollment Rate (GER) remains low (31.9 percent in 2011/2012). The introduction of basic education reform has changed the way in which data are analyzed. From the 2012-2013 school year, the number of pupils increased from 380,442 (145,423 for the seventh year of basic education, while the remaining figures represent the number of pupils in the old system) to 498,711 in 2015 (this includes 83,451 pupils in the 10th grade under the former reform system).

The fall-off observed in enrollment numbers for primary school pupils between 2010 and 2012 gave way to an increase in enrollment from the beginning of the 2012-2013 school year, following the implementation of the reform.



While there has been an improvement in the overall access to education, there are still inherent disparities in the educational system that must be acknowledged and appropriately addressed.

Internal efficiency indicators remain low, with an average repetition rate of 20 percent for the first three grades (formerly the primary school grades), an access rate in the seventh grade of 64.1 percent in 2015, representing the transition from the former primary school grades to the first year of secondary school. One may recall that in 2011/2012, the transition rate between primary school and the first year of secondary school was 40.6 percent. The success rate in the national assessment test was 82 percent in 2015.

As part of its commitment to provide quality education for all children in Burundi, the Government recently introduced a reform to increase the duration of basic education from 6 to 9 years. This reform is partly intended to provide a more seamless transition to higher levels of education, as well as to provide instruction in a more modern curriculum, in keeping with the evolving requirements for entering the labor market and for self-employment.

This reform, to be implemented beginning in the 2013-2014 school year, is intended to provide a coherent response to these problems. Substantial improvements are expected in terms of pupils' skills as well as enrollment in and completion of higher grades.

The reform involves (i) a major effort to build new classrooms, (ii) a policy aimed at reducing repetition levels and overcrowding in schools and providing a more fluid transition from one grade to the next, (iii) a threefold reduction of the number of classes working on double shifts, (iv) improving the weekly timetables of classes remaining on double shifts, and (v) improving the quality of instruction.

All of these proactive measures are an innovation within the 2012-2020 sector strategy.

Education sector strategy

From the beginning of the post-conflict period and despite the fragile context within the country, Burundi set about making education a budgetary and policy priority. Education is seen not only as one of the most important dividends of peace, but also a means of providing children with equal opportunities, an environment free of discrimination and a means of consolidating peace.

In this regard, the objective of free and universal access to primary school set by Burundi in 2005 has been achieved. The country has set itself a new challenge for 2020: to help each Burundian child about to enter the

workforce to acquire the tools needed for a harmonious entry into society, while improving the quality of instruction and enhancing the efficiency of the educational system.

To achieve this, the Government of Burundi in 2012 set about revising the Sector Development Plan for Education and Training (PSDEF). The aims of this revision are to (i) adhere to the guidelines of the second Poverty Reduction Strategy Paper (PRSP); (ii) reflect the new guidelines for the development of education and training; (iii) take account of changes brought about in the management of education in 2009-2010; and (iv) respond to the need to ensure quality and clarity of the document with a view to GPE membership.

The 2012-2020 PSDEF covers the entire education sector, from pre-school to higher education and formalizes the reform aimed at extending the primary school cycle to a period of nine years in all. The reform is intended to achieve the aim of universal primary education by providing education for the majority of young people until they are of the age to become productive members of society. It also aims to ensure the balanced, harmonious and sustainable development of the educational system as a whole.

The Government of Burundi, together with its Technical and Financial Partners (TFPs), has adopted a joint approach around the major objectives of the PSDEF, aimed at consolidating the gains made in terms of enrollment, ensuring that more pupils have access to post-primary education and improving learning outcomes by 2020, through the implementation of the following strategic pillars:

(i) Decongestion of schools and increased fluidity between education levels through the construction of classrooms, implementation of a policy of reduction of repetition rates as well as the reduction of double shifts, in order to increase actual learning time;

(ii) Combining the years of primary school and lower secondary to make a single 9-year basic education cycle, doing away with the tenth year, easing restrictions on entry into the seventh grade, reshaping the programs and objectives of education, as well as the modalities of organization and evaluation and reviewing teacher profiles;

(iii) Improving the management of the system through: a) accelerated decentralization through the enhancement of the role of deconcentrated structures in the implementation and monitoring of educational reforms, as well as the adoption of commune-level project management for the construction of school buildings; b) more effective use of the resources of the teaching body; c) consolidation of the main roles of management and guidance; and d) strengthening of the information system and the management of education, in order to allow the Ministry of Education to improve its performance, to produce PSDEF monitoring and follow-up indicators, strengthen its management capacity, notably for the coordination of various sectoral activities and the modernization of its management tools;

(iv) Promoting greater equity by providing support to special needs children;

(v) Orienting technical vocational training toward the learning of specific trades, in accordance with the vision of the nine-year basic education cycle. The main pillars of the PSDEF are as follows: a) an increase in the number of beneficiaries of vocational training, b) stable number of pupils benefitting from technical and vocational training, c) greater correlation between skills training programs and the requirements of the economy, d) promotion of partnerships with the private sector, and e) search for fresh funding modalities;

(vi) A moderate quantitative development of the secondary cycle, with greater efforts devoted to doing away with pedagogical instruction in high schools and restricting such instruction to teacher training colleges, thus improving the quality of teaching. The curriculum for teacher training colleges should be reviewed and training programs developed, scientific and technological courses should be favored and the number of internships decreased;

(vii) Implementation and consolidation of the Baccalaureate Master Doctorate (BMD) reform for higher education, the strengthening of monitoring and quality assurance structures and entities, regional and sub-regional cooperation on training, diversification of training opportunities and the

professionalization of higher education, to adapt training opportunities to the real needs of the economy.

Following an external evaluation, the 2012-2020 PSDEF was endorsed by the Technical and Financial Partners in July 2012. It is the sole frame of reference for actions undertaken to support the education sector. The sector strategy takes the form of a triennial program (2013-2015) as a basis for annual sector planning. It brings together the different sources of funding (State Budget, Common Fund for Education and extra-budgetary projects) and is intended to achieve the objectives defined in the PSDEF outcomes framework.

1.2 Financing of the sector

Burundi's education sector receives funding from three main sources:

- The general budget (including, up to 2015, general budgetary contributions);
- The CFE Common Fund for Education, as part of a Special Purpose Budget (SPB);
- Extra-budgetary projects (multilateral, bilateral and NGO projects), each managed in accordance with specific modalities.

State budget

State allocations for education over the last decade show that education has been given national priority status.

Years	Public expenditure for education (in billions of Burundi francs)	Public expenditure for education as a percentage of Total Public Expenditure
2003	31.54	14.03
2004	37.09	12.74
2005	44.13	13.95
2006	66.58	18.39
2007	69.39	17.01
2008	112.54	22.99
2009	123.64	24.32
2010	178.81	21.43
2011	166.56	23.3
2012	202.80	26.6
2013	216.29	29.1
2014	226.63	28.1
2015	230.15	29.3
2016	232.84	26.8

For the year 2016, despite the persistent crisis, one may observe a slight increase in the budget allocated to education, which increases from 230,15 to 232,84. This is indicative of the Government's commitment to make education a priority. However, in relative terms, a slight decrease in the share of education in the overall budget is observed.

Despite the priority given by the Government to education over the past decade, there is still little room for maneuver to support structural reforms in the sector, especially with regard to reforms aimed at improving quality, as teachers' salaries account for an average of 83 percent of the budget for education.

Common fund for education (CFE)

The CFE was created in 2007 to pool the contributions of various donors and later transformed into a special purpose budget (SPB) in 2010. It has been retained as a privileged means of channeling GPE funding. Use of this financial instrument for the execution of funds from GPE as well as from other donors (Belgium, AFD, Norway, UNICEF) is an indication of the practical commitment to achieving outcomes in education. Indeed, the CFE represents a breakthrough, in that it doubles as an aid mechanism and a financial instrument. Quite apart from its funding of the PSDEF activities and strategic priorities, the CFE has helped to strengthen the sectoral and program-based approach to education. The management of supplementary resources by the CFE helps facilitate a more policy and outcome-oriented technical and policy dialogue. It has made it possible to establish, together with the national authorities, a capacity-building plan for the national administration (at the central and deconcentrated levels) and has promoted coordination and coherence among the donors.

Owing to the increased financial flows through the CFE, the SPB has become one of the main sources of financing for the sector.

*In millions EUR**	**2013**		**2014**		**2015**	
	Amounts	**Rate**	**Amounts**	**Rate**	**Amounts**	**Rate**
SPB	19.6		34		44.9	
Committed	16.5	83%	28.4	83%	19	43%
Disbursed	8.3	42%	15	44%	13.4	30%

*exchange rate BIF / euros = 1.939

2 JUSTIFICATION FOR THE REVISION OF THE PROGRAM

When Burundi joined the GPE in 2012, it received a preliminary grant of US$52.9 million for the implementation of phase one (2013-2015) of the 2012-2020 PSDEF. According to the provisions of the loan application submitted in September 2012, the technical and financial elements of the GPE grant were effected between 2013 and 2015 through the special purpose budget and under the supervision of the Belgian Cooperation agency, with contributions from other CFE donors (AFD, UNICEF, Norway and Belgium).

All sectors of society have been adversely affected by the political and security crisis that began in April 2015 and that still persists today. The suspension of direct aid by a number of donors has resulted in a decrease of available resources, thus limiting access to basic services. In the education sector, Belgium's decision to end its mandate as GPE Grant Agent in May 2016 (before the original cut-off date) has led the Local Education Group to consider making changes to the operational modalities for disbursing the remaining GPE funds (US$ 20.1 million dollars). The envisaged changes pertain first and foremost to operational modalities, with the transfer of a targeted, sectoral assimilated funding (SPB/CFE) to a cooperation program, with UNICEF being designated as the new Grant Agent, with direct responsibility for programmed activities. The changes also affect the outcomes framework, as well as the original closing date for execution of funding. This will also have to be postponed, owing to delays in the execution of funds for the initial allocation and the delays involved in restructuring the program.

The political crisis besetting Burundi is gradually turning into a socio-economic crisis, further exacerbating the difficulties faced by a large majority of the population living below the poverty line. While there is little information about the real impact of the crisis on school enrollment, several visible signs point to a deterioration in the school environment:

- Disruption in the school calendar, affecting the end of the 2015 and the beginning of the 2016 school years: closure of schools during the election campaign from April to June 2015 (especially in the

provinces of Bururi, Rumonge, Bujumbura Rural and Bujumbura Mairie). This has set back the school calendar and delayed end of year exams. Approximately 10,000 pupils (or 24 percent of the cohort) were unable to take their 6th grade examination;

- Mass displacement of the population, especially to neighboring countries. Owing to the crisis, 253,000 persons, more than 50 percent of whom are under 17 years of age, have been forced to leave their homes to find refuge within and outside of Burundi. According to the UN High Commissioner for Refugees (UNHCR), in January 2016, more than 126,000 Burundians were in Tanzania, 73,000 in Rwanda, 21,000 in the DRC, 20,000 in Uganda and 1,000 in Zambia. There was a total of 25,100 internally displaced persons: 12,000 were in the province of Makamba, 13,000 in Rutana province and 100 in the Province of Kirundo;
- Occupation of schools by the military and police forces, threats to security and grenade attacks within school premises;
- Politicization of the school environment through the practice of mobilizing school children to take part in political demonstrations and the absence of objectivity in the messages transmitted by some teachers.

In a bid to preserve the progress made by the CFE in terms of pooling and consolidating support, the TFPs have favored a participatory process for the revision of the program. They have reached a consensus on the components of resources and the way in which such resources should be disbursed. The TFPs and the Ministry of Education have therefore carried out a joint exercise to identify the short- and medium-term actions to be undertaken to cushion the impact of the crisis on the educational system and preserve the progress brought by the reforms introduced in Burundi.

This revised program carried out by UNICEF in accordance with a modality of direct disbursement in accordance with its own procedures is seen as a transitional phase, mainly intended to consolidate the achievements made. In view of the limited time available, actions to be undertaken are part of a continuum and are based on experience and lessons learned so as to ensure that implementation is rapid and consistent with past practice.

The TFPs are mobilized to monitor the situation closely in the hope that national procedures for public expenditure will gradually be aligned and that consequently, financing through the SPB/CFE will resume as soon as the political situation allows.

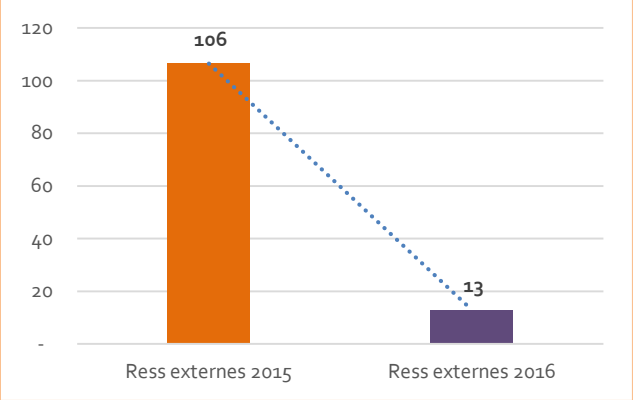
3 SUPPORT PROGRAM FOR THE CONSOLIDATION OF BASIC EDUCATION (PACEF)

3.1 Guidelines and strategies

While the need to adapt the modalities for the execution of financing justifies the revision of the project, its objectives and content nevertheless remain aligned with the sectoral policy on which the initial funding application addressed to the GPE is based. The Government and the TFPs have been particularly careful to ensure that the project content and implementation procedures are firmly anchored in the PSDEF, so as to capitalize on and consolidate the outcomes achieved within the sector.

In fact, the program builds on the previous one implemented through the CFE, as well as the 2013-2015 PSDEF Action Plan. As a result of changes in the modalities of execution, and owing to the context of crisis and the drop in domestic and external funding for the sector, the Government of Burundi and its partners have chosen to give priority to the project actions and strategies to be financed.

The figure[1] below shows the decrease in external funding for the education sector between 20115 and 2016.



The CFE accounted for 82 percent of external funding in 2015.

Since the crisis began, the majority of development partners have stopped giving direct aid to the Government, while some have re-allocated their budgets to channel resources into activities of direct benefit to the population. Today, cooperation programs and projects have been modified to focus on actions adapted to the new situation, with increased aid being allocated to beneficiary populations, involving new implementation partners.

Following the suspension of funding from certain donors to the CFE in 2015 (Norway, Belgium, France) and the postponement in the issuing of instructions for a new financing phase (AFD, Belgium), there has been no new funding allocated under SPB/CFE 2016. The SPB/CFE is registered in the 2016 Finance Law, and consists mainly of carryover loans.

It is within this context that the GPE program is being revised.

The program, which is being carried out in a volatile context exacerbated by the present political crisis, **aims to limit the impact of the crisis on the management of the education sector and the schooling of children in Burundi**. The objective of the program is to help preserve the right of children to nine years of basic education by:

(i) Consolidating the reforms undertaken since the PSDEF was adopted in 2012, with the most significant reforms being made to basic education, and implementing the related measures to achieve this;
(ii) Ensuring continuity in education and preserving the organizational, institutional and pedagogical advances made in the sector;
(iii) Protecting the school environment from security risks.

This program aims to build on the achievements of the previous one (implemented under the CFE) and complement and strengthen activities undertaken since 2012. Program activities were selected in accordance with their contribution to the reforms undertaken and/or whether they constituted a response adapted to the political crisis. They also take into account the current issues and include a component for responding to natural disasters.

Therefore, the main part of the work will be concentrated on the basic education and will target insufficiencies not covered by the FCE. For example, these would include the shortfall in classroom construction and schools. Interventions initiated by the FCE and funded by the PTFs and the first advance of the GPE will be continued

[1] Source: UNICEF - Burundi

to increase student enrollments, while improving pedagogic support for children by lowering the student/teacher ratio. Teacher training will also be pursued to improve the quality of teaching. Along the same lines, providing students and teachers with educational materials which began during the program now ending will be continued and strengthened in order to meet the 4th cycle requirements. The revised program will go farther than the current one by supporting the development of teaching material for the lower cycles of basic schooling, namely cycles 1, 2 and 3.

A major innovation of the revised program is to provide all basic education students across the country with school supplies and for all basic education school classrooms in the country to have educational materials. This exceptional effort aims at lightening the burden of exhausted households severely affected by the security problem which is leaving in its wake an unprecedented economic crisis, and which threatens the right to education of all Burundi children. The revised program, following upon the one that is now ending, will continue to support the collection and analysis of data to ensure that implementation of the PSDEF is properly monitored, but also that the educational system is governed in an enlightened manner

To effectively carry out this mission of preserving and consolidating the gains of the basic education reform while producing the maximum impact, certain activities supported in the ending program will be temporarily frozen. This refers mainly to interventions in the area of literacy, early childhood education, professional training, and higher education. A return to these activities could be envisaged in the next request to be submitted to the GPE. In the meantime, other actors continue to support these activities – for example UNICEF and certain NGOs with regard to early childhood education.

The program complements other activities that have received funding in the sector, notably UNICEF projects to promote a peaceful and secure school environment by promoting schools as zones of peace and fostering resilience. The success of the program is contingent on the Government's commitment to the sector, especially with regard to ensuring protection for and neutrality of schools and the commitment to recruiting teachers in sufficient numbers for the new classrooms that are being constructed.

The program consists of three components:

Component 1 – Improve access to and equity in basic education, through the construction and rehabilitation of schools, the provision of school equipment and materials and the conducting of awareness-raising campaigns;

Component 2 – Improve the quality of education by supporting the roll-out of basic education curricular reform;

Component 3 – Improve coordination and monitoring of the educational system by building the capacity to produce and effectively use critical data.

3.2 Description of the components of the program

Component 1 - Improve access to and equity in basic education, through the construction and rehabilitation of schools, the provision of school equipment and materials and the conducting of awareness-raising campaigns (US$ 10,870,711)

The aim of this component is to increase pupils' access to basic education and to keep them in school until the end of the fourth cycle. It is also intended to improve the learning environment in schools through the construction and rehabilitation of infrastructure, the provision of teaching materials for pupils and educational

materials for teachers, campaigns to support the demand for education in a volatile context and strengthen the neutrality of schools.

Sub-component 1.1: Construction, rehabilitation, and equipping of schools (US$ 6,633,711):

Despite progress made by the Government over the last few years in terms of access to education, with a Gross Access Rate of 153 percent in 2015, reinforced by the infrastructure program funded by the CFE, the enrollment capacity of the system remains a major problem. This is due to the significant disparities among regions and an average number of 71 pupils per class. The program therefore aims to continue efforts already begun in this area through the construction and rehabilitation of school buildings.

This sub-component will make it possible to target the construction/rehabilitation of approximately 157 classrooms and the construction of a center to promote inclusive education. It includes:

- The construction of classrooms on existing sites, to complement the number of schools providing basic education and to provide them with classrooms capable of accommodating pupils in cycle 4. This will help to reduce dropout rates at the end of cycle 3, - especially among the most vulnerable children – and contribute to achieving universal primary education up to nine years;
- The construction of new classrooms, as additions to existing primary schools or the building of new basic schools in areas where opportunities for schooling continue to be limited. This will facilitate access to education for children who have been deprived of schooling and will also reduce double shifts;
- The construction/rehabilitation of approximately 37 classrooms/schools, especially those heavily damaged by the exceptional climatic events in some provinces (torrential rains and strong winds, causing damage, flooding and landslides) especially in the provinces of Bujumbura Mairie, Rural Bujumbura, Rumonge and Ruyigi.

The classrooms will be equipped with desks and benches as well as administrative furnishings and other necessary facilities and infrastructure (in accordance with identified needs), specifically:

- An administrative building (with electricity);
- A rainwater collection system;
- Running water and sanitation system;
- Site layout (covered walkways, landscaping, green areas, etc.).

With a view to ensuring greater equity, an inclusive education reference center intended for children with disabilities will also be built under the program. It will be constructed following an exhaustive analysis of the intended outcome and after ensuring that the facility will be properly configured for the equipment and most importantly, that properly trained staff will be available to ensure the smooth running of the center. There will also be an assessment of the school infrastructure.

The sub-component will be implemented in accordance with two modalities to be described later in greater detail, and which will consist of: a delegated project management for the construction and direct management and supervision by UNICEF for rehabilitation (or construction, where necessary) of sites damaged by weather events. The capacity of Ministry officials will be strengthened by their involvement in activities to identify sites and in monitoring missions.

Expected outcomes:

- Carrying capacity based on an estimate of 120 classrooms is increased through delegated project management;
- An inclusive education reference center is constructed and is up and running;
- Detailed data on the state of school infrastructure, including water and sanitation facilities, are available;

- The capacity of the Ministry is strengthened in the area of planning and management of an infrastructure program, in particular preparation and response to emergency situations, as a result of the involvement of officials from the Ministry throughout the process of site identification, classroom construction/rehabilitation, all with the support of international experts from UNICEF.

Sub-component 1.2: Provision of school materials (US$4,022,000):

Free education was introduced in 2005 and has proved its effectiveness in ensuring that many children have access to and remain in school. Under this arrangement, schools received grants from CFE funding to complement allocations from the national budget and to ensure their continued operation, especially their ability to provide basic school supplies for children. Since it is not possible to make transfers of funding in the present context, as a compensatory measure, all schools will be provided with school supplies (notebooks, chalk, pens….).

-Expected outcomes:
- 2,296,500 pupils receive school supplies, thus stimulating demand for education, while easing the financial burden on families.

Sub-component 1.3: Supporting the demand for education in a volatile context and promoting a better understanding of basic education reform (US$215 000 $):

One cannot, on the basis of currently available information, assess the full impact of the crisis on levels of enrollment (except in the case of refugee children, where the data are more reliable). However, the increased numbers of actors on the ground are indicative of significant developments, such as the politicization of some schools, the occupation by armed forces of a number of sites, occasional dangerous threats to security (e.g., grenade attacks). In conjunction with UNICEF activities to promote schools as zones of peace, the program will finance sensitization campaigns within communities. The aim is to prevent local players (parents, pupils) from becoming disengaged from the school and to strengthen demand for education in a crisis context. This volatile environment compounds the already insufficient understanding by communities of basic education reform. The reform was speedily put in place and in some cases, with insufficient information being conveyed to the communities. As a result, there was uncertainty and confusion about the issues and the new objectives. The campaigns planned as part of the program will therefore aim to raise awareness of the need to respect the fundamental rights of children, as well as to ensure that communities take ownership of the reform process. The campaigns are carried out by engaging in dialogue with communities, using traditional and non-traditional methods, etc.

Expected outcomes:
- Communities are engaged in the process of making schools neutral zones, free of danger and conducive to learning;
- Basic education reform is better understood and accepted by community members, who enroll their children in school.

Component 2 – Improve the quality of education by supporting the roll-out of basic education curricular reform (US$ 7,009,255)

The aim of this component is to support the full establishment of basic education reform by providing training for teachers in the new programs and acquiring teaching and learning materials, thus reinforcing the requirements for quality education.

Sub-component 2.1: Building the capacity of teaching staff (2,339,108):

Burundi recently embarked upon a process to reform its educational system by increasing the duration of free, universal education from 6 to 9 years. This is to allow for higher retention rates in the system and to impart new knowledge and skills to pupils to ease their transition into vocational employment at the end of the ninth year.

These objectives have led to a systemic transformation, bearing on (i) the contents of the subjects taught and their outcomes; (ii) teaching methods, means and modalities for assessing pupils' skills; (iii) teacher training reform (initial and continuous training); (iv) pedagogical support; (v) linkage between basic and post-basic education; (vi) impact of the development of higher education; and (vii) stewardship of the reform process and its regulatory framework.

A new basic education curriculum has been fully developed and adapted to the new objectives, while the corresponding manuals and textbooks are currently being developed.

The aim of this sub-component is to improve the teaching environment by promoting training for teachers to improve their teaching skills and to help them to learn more about the cycle 4 programs. The 2015/2016 school year marks the culmination of the basic education reform process, with pupils that have completed the new seventh and eighth grades entering into the ninth year. While seventh and eighth grade teachers have over the past two years received training in the new program, with CFE funding, ninth grade teachers have received no training. The program will provide funding for training approximately 5,000 teachers, 3,000 school principals and 300 supervisory staff members (PED, CED, education advisors and inspectors) on the new ninth grade curriculum. Expert guidance will be provided to the BEPEB for the development of in-service training courses for all of cycle 4 (training modules and support guides), as well as for organizing training courses and the preparation of a basic education curriculum.

The BEPEB will be responsible for the monitoring and control of training programs. However, large-scale implementation of training courses for seventh and eighth grade teachers by the Ministry has shown some improvement in terms of administrative and financial management. The project plans to mobilize NGOs and other groups that will be responsible for ensuring the smooth running of the activity through a more efficient use of funding.

Expected outcomes:

- BEPEP has the tools needed to conduct in-service training courses as the need arises, in accordance with the roll-out of basic education reform.
- At the end of the training course, inspectors, school principals and teachers have the skills needed to implement the new program.
- Quality of teaching is improved.

Sub-component 2.2: Purchase and distribution of teaching and learning materials (US$ 4,670,147):

The reform of basic education has also meant that the curriculum, with the corresponding teaching aids, have had to be revised and brought in line with the new pedagogical targets. The CFE has made available funding for some of the material to be provided but there is still a significant number of identified needs. With its emphasis on the purchase and distribution of teachers' manuals and textbooks for cycle 4, component 2.2 seeks to ensure continuity. The aim is to achieve an overall ratio of 1 textbook for every two pupils in all schools.

The seventh grade textbooks were written in Burundi and printed with funding from the national budget, but there are insufficient copies to be distributed to all pupils. The project will bear the cost of a contract for publishing the textbooks (this cost was not included in the initial tender financed from the national budget) and the printing and distribution of 946,030 textbooks covering the eight areas of instruction.

A contract for eighth grade textbooks, with funding from CFE is currently being approved. An additional 400,400 textbooks are needed if the target ratio is to be achieved.

The contract for ninth grade textbooks, to be bought with CFE funding, is currently underway and the numbers will be sufficient to cover all the needs. There are therefore no plans to acquire additional ninth grade textbooks under the program.

However, the project will provide teachers' guides for all teachers of seventh, eighth and ninth grade, or a total number of 152,000 teachers' guides.

Textbooks for the lower grades will also be provided, based on the availability of the revised template and in keeping with identified needs. In accordance with a preliminary estimate, a further 211,896 copies are needed.

As a precautionary measure, all stocks of teaching supplies will be increased by 10 percent (buffer stock), in order to deal with unforeseen circumstances.

Finally, the program will also target additional educational materials to be used in the classroom, especially educational displays covering a wide range of cross-cutting subjects (e.g., sciences and geography), but also education for peace, etc.).

Expected outcomes:

- All children in basic education (from grades 1 to 9) will receive school kits, thus stimulating demand while limiting the costs to be borne by families for their children's' schooling;
- The ratio of available textbooks to pupils will change to one textbook for two pupils, thus improving the quality of education;
- Teachers have additional teaching materials to complement the textbooks, thereby increasing the number of teaching aids.

Component 3 – Improve coordination and monitoring of the educational system by building the capacity to produce and effectively use critical data (US$40,000)

Sub-component 3.1: Consolidation of the EMIS reform (US$ 500,000)

For the system to be managed effectively, quality data are needed. These must fulfill the criteria of reliability and durability. The PSDEF greatly emphasizes the need to have an effective information system. A reform of the information system was launched a few years ago to ensure the availability of regular statistical data indispensable for proper management. Special care must be taken to disseminate the data produced, especially to the communities, as this remains one of the weak areas of the present system.

Through this sub-component, it will therefore be possible to help consolidate efforts begun in 2010 to improve the information system, so that it may continue to produce reliable data in a timely manner, for the management and planning of the education system. Capacity building of the actors involved, data collection and distribution, as well as basic logistic support for the printing of pedagogical tools and reports will help consolidate the collection and distribution chain to ensure wide dissemination of data.

The program will be rooted in a strategy aimed at strengthening the Ministry's capacity in the collection and processing of information necessary for planning and will involve the following activities:

- The production, sharing and dissemination of 2014/2015 statistical data;
- The production, sharing and dissemination of the 2015/2016 statistical yearbook;

- The entire 2016/2017 data and information campaign;
- The hiring of a technical assistant to provide support to the OPES for the duration of the project;
- The training of a team from the Ministry in sector policy and the management of educational systems (PSGSE/SPMES), organized jointly by the Pôle de Dakar and the Faculty of Science and Education Technology and Training (FASTEF – Université Cheikh Anta Diop of Dakar). This will allow for active and valuable participation in the development of the next triennial plan.

Expected outcomes:

- The 2015-2016 and 2016-2017 statistical yearbooks are produced and widely disseminated.
- Decision-making tools are developed and distributed in a timely manner, in accordance with needs.
- 5 officials from the Ministry has built capacity in sector planning and analysis.
- The quality of data is improved as a result of support from technical experts and the concomitant transfer of skills.

Sub-component 3.2: Monitoring of the Program (US$240,000)

Monitoring and evaluation will be effected through (i) a system of half-yearly reports, an end-of-project report and (ii) close supervision by entities participating in the sector dialogue.

The technical and financial monitoring reports will be produced on a six-monthly basis, in accordance with the matrix for monitoring outcomes by components and sub-components and following a provisional timetable for implementation, to be distributed as part of the sectoral dialogue.

In order to deepen the dialogue around the program and to strengthen the joint sector management with the Ministry and the Local Technical and Financial Group, it is proposed that the project be closely monitored through the existing sector dialogue framework. This discussion framework is well-established and has been up and running for several years. Clear modalities for coordination among all the stakeholders were redefined as part of the Partnership Framework for the education sector (signed in May 2014). The aim was to promote the flow of information, facilitate the work of the entities involved in sectoral consultations and enable implementation of the PSDEF monitoring and evaluation system, as well as the financing of the sector.

The **Education Sector Group (ESG)** is dynamic and central to this arrangement. Its regular meetings allow for an ongoing dialogue between the TFPs, NGOs and national authorities as well as close monitoring of the implementation of the strategic education plan. The Group is chaired by the Minister of the MEESRS and co-chaired by the leader of the TFPs.

UNICEF, as Grant Agent in charge of GPE funding, will present the progress report on the program during meetings of the Education Sector Group. This is designed to promote coherence among the various actions undertaken in support of the sector. The presentation will be prepared jointly with the Topic-based Group or the main ministry departments involved in the roll-out of the project.

The **Topic-based Groups** were set up to encourage the exchange of views on strategic issues and to expand the discussion to include a range of more diverse participants, such as civil society and the private sector. Topic-based groups are chaired by a government official. The groups consist of representatives from the technical departments of the relevant ministries, NGOs, members of the private sector, together with bilateral and multilateral stakeholders active in the sector. These are advisory bodies that provide reports of their discussions and proposals to the ESG.

Monitoring of the various components will be carried out for (i) component 1: “Improve access to and equity in basic education through the construction and rehabilitation of schools, the provision of school equipment and materials and the conducting of awareness-raising campaigns” by the Topic-based Group on Access; (ii)

component 2: “improve the quality of education by supporting the roll-out of basic education curricular reform” by the Topic-based Group on Quality; (iii) component 3: “improve coordination and monitoring of the educational system by building the capacity to produce and effectively use critical data” by the Topic-based Group on Management.

Program monitoring will also be conducted through the **joint sectoral reviews** on Education, organized under the aegis of the MEESRS. The sector partners work together to evaluate performances while the school year is in progress and also when it ends, in order to discuss the sector plan for the following year. Recommendations contained in the aide-memoire arising from these reviews constitute a roadmap for sector dialogue. Following a joint field mission, presentations and discussions will be prepared.

Regular Monitoring Missions will be organized by UNICEF and the technical directorates to ensure ownership of the process and the effective follow-up of implementation.

In view of the present context, it may perhaps be difficult for the TFPs to participate in the various discussion forums as well as in the sectoral reviews. However, UNICEF will endeavor as far as possible to maintain the dynamism of these structures while awaiting a return to normalcy and the renewed collaboration between donors and the Government.

Reporting
The Grant Agent will present progress reports on the revised program by means of half-yearly reports on the physical implementation of the program as well as on financial aspects. These reports will be presented at sectoral review meetings. As indicated above, the meeting of the ESG will also afford an opportunity to present a progress report on the revised program.

Expected outcomes:
- The ESG and the Topic-based Groups are up and running
- Sectoral reviews are organized
- Monitoring missions are carried out

4. ESTIMATED BUDGET OF THE BASIC EDUCATION SUPPORT PROGRAM				
Description	**Total cost**	**Annual cost**		**%**
		2016-2017	**2017-2018**	
Component 1 – Improve access to and equity in basic education, through the construction and rehabilitation of schools, the provision of school equipment and materials and conducting of awareness-raising campaigns	**10,870,711**	**8,285,227**	**2,585,484**	**54%**
Sub-component 1.1: Construction, rehabilitation and equipping of schools	6,633,711	4,048,227	2,585,484	
- Construction of 120 classrooms (Delegated Project Manager)	4,759,030	2,855,418	1,903,612	
- Construction of inclusive education reference center	423,681	254,208.60	169,472.40	
- Construction of 37 classrooms (direct execution)	1,281,000	768,600	512,400	
- Diagnosis of infrastructures (direct execution)	170,000	170,000		
Sub-component 1.2: Supplying school materials	4,022,000	4,022,000		
- School kits (notebooks, pen, pencil, ruler, eraser, …)	4,022,000	4,022,000		
Sub-component 1.3: Supporting the demand for education within a fragile context and promoting the neutrality of schools	215,000	215,000	-	
- Awareness-raising campaigns	215,000	107,500	107,500	
Component 2 – Improve the quality of education by supporting the roll-out of basic education curricular reform	**7,009,255**	**5,146,764**	**1,862,492**	**35%**
Sub-component 2.1: Capacity building of teaching staff	2,339,108	1,392,304	946,804	
- Training of 130 trainers	45,500	45,500	-	
- Training of 5000 teachers	780,000	390,000	390,000	
- Training of 136 education advisors and school inspectors	10,608	5,304	5,304	
- Training of 3000 school principals	1,053,000	526,500	526,500	
- International expertise to assist in training	400,000	400,000	-	
- NGO providing monitoring services	50,000	25,000	25,000	
Sub-component 2.2: Purchase and distribution of teaching materials	4,670,147	3,754,460	915,688	
- Unit cost of seventh grade textbooks: US$2	1,806,056	1,806,056		
- Unit cost of eighth grade textbooks: US$3	1,128,400	1,128,400		
- Teachers' guides for seventh, eighth and ninth grades: US$2	271,696	271,696		

- Unit cost of publishing and printing textbooks for the first and second cycles of basic education: US$3	635,688		635,688	
- Pedagogical material (education displays + teachers' guides and others)	560,000	280,000	280,000	
- Cost of distribution	188,308	188,308		
- Technical expertise to support procurement of textbooks	80,000	80,000		
Component 3 – Improve coordination and monitoring of the educational system by building the capacity to produce and use critical data	**740,000**	**320,000**	**420,000**	**4%**
Sub-component 3.1: Consolidation of the EMIS reform process	500,000	200,000	300,000	
- Production of data + PSGSE training + technical expertise	300,000	100,000	200,000	
- Technical expertise	200,000	100,000	100,000	
Sub-component 3.2: Monitoring	240,000	120,000	120,000	
- Monitoring missions	120,000	60,000	60,000	
- Sectoral reviews	120,000	60,000	60,000	
Management and monitoring-evaluation of the project	**828,300**	**414,150**	**414,150**	**4%**
- NOB monitoring (100%)	100,000	50,000	50,000	
- NOB finances/supply (100%)	100,000	50,000	50,000	
- NOB construction (50%)	51,000	25,500	25,500	
- P3 construction (50%)	217,300	108,650	108,650	
- P3 monitoring of the program (80%)	347,000	173,500	173,500	
- Drivers (30%)	13,000	6,500	6,500	
Operating costs	**452,710**	**226,355**	**226,355**	**2%**
- Contribution to office rental, electricity, water and communication (44%)	200,586	100,293	100,293	
- Logistics and transport (22%)	100,940	50,470	50,470	
- Security of premises and staff members (18%)	80,404	40,202	40,202	
- Financial transaction costs, risk mitigation, etc. (16%)	70,780	35,390	35,390	
Miscellaneous and Contingencies	**199,024**	**99,512**	**99,512**	**1%**
Total	**20,100,000**	**14,492,007**	**5,607,993**	
UNICEF HQ Recovery cost (not included in the allocation)	**1,608,000**			**8%**
Grand Total	**21,708,000**			

Explanation of 8% administrative costs withheld by the UNICEF office.

The general policy on UNICEF funds administration stipulates that all financial contributions must have 8% withheld at the source, commonly termed a recovery cost; the amount is actually withheld by the head office. This withholding generates a steady income stream which is used to fund organizational operations at its head office as well as in its decentralized facilities. With regard to the program now ending, Belgium, the supervising entity which does not directly carry out the program, but rather works through the Ministry of Education and the BAS mechanism, withheld funds for administrative costs amounting to 3% of the total amount received from the GPE. In addition, administrative costs are further covered by an amount drawn on the Cooperation budget. Within the context of the revised program, the plan radically changes; UNICEF as grant agent will now be completely in charge of implementing the program. Also, in order to ensure that the amount initially allocated to Burundi, $20.1 million US dollars, actually reaches its final destination, i.e. the children, GPE is requested to add 8% to this amount, an additional $1,608,000 US dollars. This supplement will allow for the proper and diligent implementation of programmed activities.

5 MODALITIES OF IMPLEMENTATION

In order to ensure an optimum level of continuity in learning outcomes, in terms of alignment with and ownership of the implementation process, the program aims to focus on working in partnership with the technical directorates of the Ministry, as well as carrying out capacity-building activities. To do so, it will have recourse to national or international experts, as the need arises.

UNICEF, like three other UN agencies, employs the HACT (Harmonized Approach to Cash Transfer to Implementing Partners) approach, which is directly in keeping with the 2005 Paris Declaration on the effectiveness of public development aid. The HACT approach places emphasis on an anticipatory system of risk management, rather than one that reacts after the fact. It also seeks to encourage national authorities to take ownership of those programs that are aligned with the national priorities that they themselves have defined, to ensure effective and streamlined procedures as well as the use of national systems that will have previously been strengthened, where necessary.

The roll-out period has been set for June 2016 to December 2017. The period prior to that will be used for winding up financial activities under the CFE and preparing the revised program.

To reduce risks while ensuring that the program is efficiently and expeditiously implemented, two implementation methods will be combined, in accordance with the specificity of the activity and UNICEF's comparative advantage:

Contracts and payments administered directly by UNICEF - about 17 million US dollars (85%) of the $20.1 million in the program, will be administered directly by UNICEF. Construction contracts, orders for textbooks and other educational material as well as the recruitment of experts will be under the complete responsibility of UNICEF which will work in close collaboration with the Ministry of Education and partners in this sector. The various suppliers and consultants will be paid by UNICEF from GPE funds once they have met the criteria set by the established quality control and risk mitigation system, and delivered a quality product.

Advances to the Government (Ministry) and to civil society– The remainder of the amount, about 3.1 million US dollars (15%) will be transferred, by tranche, to the government and/or to the NGOs to fund certain activities such as teacher training, monitoring activities and building projects, program evaluation, etc. Because of the current volatile situation, payments will be evaluated with the Ministry on a case-by-case basis, to explore the best alternative in terms of security and efficiency prior to each disbursement. At the time of actual implementation, the method of disbursement will be discussed with the Ministry and partners. If it appears the there are some fiduciary risks, alternative mechanisms such as the transfer of funds to a NGO to support the Ministry will be considered.

Combining these two approaches, under different components, will ensure that UNICEF Burundi will be able to fully meet its commitments related to the careful and conscientious implementation of the program, while mitigating the risks. Special attention will be paid to the political situation throughout the execution of the program, in order to ensure that implementation is transparent and mindful of the requirement to respect principles of equity

To facilitate ease of execution, the implementation modalities for the main activities are described below.

5.1 Modalities for the construction of schools

This is an important part of the program and will enjoy the highest possible level of guarantees. Indeed, in addition to a competitive bid selection process which will be reviewed by the special unit for construction of the Division of Contracts and Procurement based in Copenhagen (which verifies the quality of the business selection process prior to any authorization), UNICEF will recruit consulting, oversight and supervisory firms specialized in buildings; they will ensure, on a daily basis, oversight of the work and quality/security control of the construction. A second level of control will be the responsibility of the UNICEF engineering team and the Bureau of School Infrastructure, Equipment and Maintenance (BISEM) of the MEESRS in Burundi. The general role of the BISEM is as follows: 1) ensure that construction conforms to current building regulations and standards for school construction in Burundi; 2) validate technical studies; 3) participate (with UNICEF) in jointly supervising building projects; 4) ensure the continued maintenance of buildings and equipment once work is completed. UNICEF and BISEM, either together or separately, will supervise the consulting firms and companies responsible for the projects. Completion schedules and the payment of tranches are set forth in the contract. Partial payments will be made following verification of the progress made on the project. Final payment will be executed once the companies have met the technical certification requirements delivered by the BISEM with the consent of the UNICEF engineers. 5% of the contract total will be held on deposit as a guarantee against defects and deficiencies in construction.

In view of the significant share of the funding allocated to infrastructure development and equipment, the project will employ two implementation modalities:

- The disbursement of US$5,182,711, to be spent for contracting the services of a delegated project manager with responsibility for identifying and hiring the relevant companies, recruiting of consultancy companies for conducting studies, monitoring and overseeing work sites and disbursing payment for the various contracts… The delegated project manager (DPM) will be responsible for the construction of classrooms and the inclusive education reference center. The Ministry's infrastructure department (BISEM) will be actively involved in the entire process, thus guaranteeing continuity in efforts to build the capacity of Ministry staff, ensuring quality control and national ownership of the infrastructure program.
- Direct disbursement by UNICEF of the amount of US$1,281,000 with a focus on carrying out the timely rehabilitation and construction of infrastructure where needed, following damage caused by natural disasters. This tranche was disbursed in close collaboration with BISEM and the Ministry's emergency unit, in order to build the Ministry's capacity in natural disaster preparation and response.
- As a complement to the planned infrastructure development, the program will be responsible for the monitoring and supervision of construction currently underway with CFE funding and which has not yet been officially handed over.

As was the case under the initial program, site identification is the responsibility of the Ministry (OPES, BISEM, decentralized structures), in accordance with previously established criteria and with the distribution of schools according to geographical area. In order to conform to UNICEF's global mandate for fairness and the equitable distribution of resources, UNICEF and its partners will ensure that the criteria for selecting building sites and the targeting of schools will be sensitive to issues of equity, while taking the political context and consequences of the crisis into account.

Each construction and rehabilitation project comes with a minimum stock of facilities and equipment, including school furniture, latrines, an administrative building, running water and sanitation facilities, as well as site layout and other features (electricity in the administrative building, green areas, covered walkways, landscaping, etc.

In the interest of equity, inclusiveness and the need to harmonize the various construction programs in the sector, the program will follow the BISEM plans for construction and rehabilitation work.

UNICEF will monitor the entire infrastructure program with the help of highly qualified in-house experts, to ensure better supervision and quality with regard to the process as well as products. The experts will also be charged with maintaining links with BISEM, OPES and the emergency unit. There will be regular field missions to monitor the various work sites and monthly progress reports will be produced by the companies employed to execute the contracts under the rehabilitation program.

The Delegated Project Manager will ensure that the operations are closely monitored by submitting a report and holding tripartite meetings on a monthly basis.

5.2 Training Modalities

The in-service training program has been devised on the basis of the basic education reform. By means of face to face training sessions, it aims to strengthen the capacity of inspectors, school principals and teachers to carry out the reform.

In view of the fact that the fourth cycle of basic education is a new concept, which translates into the revision of the seventh, eighth and ninth grade curriculums, training courses are organized each year to help teachers improve their knowledge of the new material to be imparted as a result of the re-organization of the curriculum.

As the seventh and eighth grade teachers have already received training, with funding from the CFE, the program will focus on teachers of the ninth grade. However, all supervisory staff will be trained to respond to the need for administrative and pedagogical adjustments resulting from this reform.

The BEPEB is the Ministry Directorate responsible for the roll-out of the program. It is already a privileged partner of UNICEF for the capacity building of stakeholders in the system. The BEPEB will receive support from international technical experts in the preparation of quality training modules. The modules will be produced to cover all of cycle 4. While the training modules for the ninth grade teachers will be imparted face-to-face, the modules should be conceived and adapted for various modes of delivery (face-to-face, combination, self-training) at all levels.

In addition, a local partner will be recruited to provide financial oversight of the organized training course.

The program is expected to provide training for approximately:

- 130 trainers
- 300 supervisory staff (IPE, DPE, ICE, DCE)
- 3,000 school principals
- 5000 teachers

It is expected that the training course for trainers, education advisors and school principals will last one week, while the course for teachers will run for two weeks.

5.3 Modalities for the provision of textbooks and teaching materials

Relying on the experience and elements of similar activities financed under the CFE, UNICEF will deploy its procurement procedures by issuing a call to tender at the national, regional and international levels, in accordance with expected demand. UNICEF will be responsible for the entire process up to the delivery of the

material. The distribution plan will be developed in association with the Ministry of Education, together with UNICEF experts.

There will be two types of contracts for textbooks and educational materials

The first type of procurement contract will relate to orders for school supplies for all basic education students, or approximately 2.6 million individuals, and teaching materials for about 32,000 classrooms. This order will be made through UNICEF's Division of Contracts and Procurement which has considerable experience in the field of major contracts and will ensure quality control. Once the orders have been signed, the Division will send a team of experts to the supplier to verify and confirm that the articles conform to specifications in the purchase order. The Division will also supervise the production of articles and their shipment to Burundi in line with the time schedule set forth in the contract.

School supplies will comprise a kit with notebooks, pens, pencils, etc., and will be provided free of charge to each pupil. Teachers will receive supplies such as set squares, rulers and compasses for use on blackboards, as well as world maps, chalk, etc.

The second type of procurement contract is for textbooks. It will be administered by the UNICEF Procurement Bureau in Burundi, in close collaboration with the Ministry of Education and the technical and financial partners. The orders will fill any shortfalls, based on a ratio of one textbook for two pupils in grades 7 and 8. The supply of textbooks for the ninth grade will not be an issue, as sufficient numbers have been received this year, under the CFE.

Replenishment of teachers' guides for the three levels of cycle 4 will have to be addressed, as very few copies are available. A detailed analysis will be conducted before going to tender, in order to be better placed to respond to actual needs.

Because orders for school supplies and teaching materials will be made through the procurement division in Copenhagen, unit prices will be quite low and will produce major economies of scale when negotiated with different suppliers. This will have a positive impact on freight and shipping costs to Bujumbura, and these savings will be incorporated into the contracts. With regard to the textbooks, the current program will integrate the lessons learned from the administration of GPE funds by the CTB which was able to negotiate with the last textbook supplier for delivery to township levels of the educational system. In terms of school supplies UNICEF agreed with the government to have the orders delivered to Bujumbura, which has responsibility for distributing them to all the schools in the country. UNICEF will work with the government to ensure the efficient and effective distribution, storage and future use of these materials under secure conditions.

The program will cover the cost for printing textbooks for the first cycle of basic education, in accordance with identified needs and subject to the availability of the revised templates.

An international expert will be contracted to oversee the procurement processes for all textbooks.

A set of educational displays for classrooms will be distributed in all basic education institutions, in addition to the first set already available at each school. Each display comes with a user guide to make its set-up easy for teachers.

The outcomes being pursued under the revised program are the same as those of the former program. The only new development is that the revised program is more focused on basic education, particularly on cycle 4.

6 MATRIX OF OUTCOMES

Component 1 – Improve access to and equity in basic education, through the construction and rehabilitation of schools, the provision of school equipment and materials and the conducting of awareness-raising campaigns				
Expected outcomes	**Strategies**	**Sub-components**	**Indicators**	**Source of data**
Access of children, especially the most vulnerable, to quality education is consolidated and expanded	(i) Increase and improve carrying capacity for cycles 1 to 4 (ii) Increase equity by providing basic school materials (iii) Support the demand for education by mobilizing communities	Sub-component 1.1: Construction, rehabilitation and equipping of schools - Construction of classrooms - Construction of an Inclusive Education Center - Evaluation of school infrastructure	157 classrooms build/rehabilitated and equipped 1 Inclusive Education Center built and equipped Evaluation of infrastructure carried out	Reports of the Delegated Project Manager Project progress reports Evaluation document
		Sub-component 1.2: Provision of school materials	2,296,400 beneficiaries	Receipt slips
		Sub-component 1.3: Supporting the demand for education within a fragile context and promoting the neutrality of schools	17 awareness-raising campaigns carried out	Project progress reports
Component 2 – Improve the quality of education by supporting the roll-out of basic education curricular reform				
Expected outcomes	**Strategies**	**Activities**		

Implementation of the reform of cycle 4 is effected	Ensure effective implementation of new cycle 4 curricula through the provision of sufficient teaching materials in basic schools and through capacity building of teachers and pedagogical supervisors.	Sub-component 2.1: Capacity building of teaching staff	130 Trainers 5000 teachers 3000 school principals trained 136 supervisory staff	Reports on training courses and attendance lists Project progress reports
		Sub-component 2.2: Purchase and distribution of teaching materials	1,223,726 textbooks distributed to the seventh and eighth grades 211,895 textbooks distributed to the first cycle of basic education 136,296 teachers' manuals distributed in the seventh, eighth and ninth grades 240,000 educational displays in 6 subject areas distributed 8,000 user manuals distributed	Receipt slips
Component 3 – Improve coordination and monitoring of the educational system by building the capacity to produce and effectively use critical data				
Expected outcomes	**Strategies**	**Activities**	**Indicators**	**Source of data**

The information system provides reliable data in a timely manner for the coordination and planning of the education sector	Capacity building for the collection and processing of information necessary for planning and coordination	Sub-component 3.1: Consolidation of the EMIS reform	2014 to 2015 data disseminated 2016-2017 data available and disseminated 5 officials trained	Yearbooks available at the regional and national level Certificate
Strengthened monitoring of construction	Capacity building of the BISEM for supervision and planning of the infrastructure investment plan	Sub-component 3.2: Monitoring of the school building program	18 monitoring missions carried out by BISEM	Field mission reports

Implications of the Revision of the Program

The major changes to the initial version of the program are as follows:

1. focus on basic education and particularly on cycle 4.
2. cessation of transfers to decentralized bodies to cover operating expenses.
3. use of the UNICEF implementing modality without going through national budget procedures.

It is estimated that the implementation of the activities will take 24 months as from June 2016.

Although the concept of continuity within the context of the CFE has been an important aspect of the revision process, the revised program focuses on specific objectives to support the implementation of basic education reform and on flagship consolidation measures to respond to the priority needs of the sector. Therefore, monitoring will be carried out based on the matrix of outcomes, and not on the macro-indicators for the sector as defined in the PSDEF. Nevertheless, these indicators will be tracked through the sectoral reviews and will take account of outcomes achieved under the project.

Since the revised program concentrates solely on basic education, the other levels which were supported by the CFE (e.g. literacy, pre-school, technical education and vocational training, trade schools and higher education) will not be directly affected.

Building projects:

Despite support from the CFE, the needs are still very great as far as accommodation capacity and quality are concerned. Indeed, while the PSDEF called for 6000 classrooms to be built over the last 4 years, only 1000 were actually built with CFE funding, the only source of funds for investment projects. The project will therefore continue to support the building of classrooms to meet the demand.

Textbooks and teaching guides:

The table below shows the needs identified as regards textbooks, account being taken of the previous program.

Textbooks and teaching guides	7th	8th	9th
Textbooks: needs	860 027	683 699	519 979
Teaching guides: needs	68 802	54 696	41 598
Available textbooks	-	320 000	960 000
Available teaching guides	-	-	28 800
Textbooks: shortfall	860 027	363 699	-
Teaching guides: shortfall	68 802	54 696	12 798

The textbooks available for the 8th and 9th year pupils as well as the teaching guides were paid for through the CFE, but the funding did not cover the total needs. In order to improve the quality of basic education, the project provides for the shortfall to be remedied and for an additional 10 percent to be purchased as a reserve. This reserve will be used *inter alia* to replace books damaged by heavy rainfall, and also to take account of those schoolchildren who are living as refugees in Tanzania and who are continuing to receive their education according to the Burundi national curriculum at the behest of the host authorities.

Training:

It has been determined that, in the area of basic education (covering all three levels), there is a need for 150,000 teachers. In addition, 130 trainers, 136 education advisors and 2,500 principals are required. Although the teachers have received training paid for by the common fund, the duration of the training courses was not the same for everyone. Owing to financial constraints, the project will give priority to those teachers who have either not received any training at all, or only 3 days of training, up to a maximum of 5,000 teachers. However, all administrative staff, including school principals, will receive one week of training.

7. PROGRAM ADMINISTRATION

UNICEF is currently the lead agency among the technical and financial partners in education. In this role, its administrators are involved at the highest level in political discussions regarding education issues. The Ministry of Education co-chairs ESG meetings with the UNICEF representative during which PDSEF implementation is monitored. This mechanism, established by the technical and financial partners, will be maintained.

In the interest of becoming more expeditious and efficient, UNICEF will recruit an additional staff member whose time will be dedicated to managing the program funded by the GPE. An international education staff specialist will devote 80% of his/her time exclusively to program management. The specialist will coordinate planning and implementation oversight operations, and will organize technical reviews and evaluation. He/she will be involved in the general administration of the program by ensuring that requests are presented on time and payments are executed. The specialist will ensure that a good framework for intersectoral work is established internally in order to monitor orders with the procurement section, and payments with the finance section. The education specialist will be supported by a national staff member, level NOB, who will devote all of his/her time to the on-site monitoring of program execution, particularly implementation of capacity-building activities for teachers and the distribution of school inputs, etc. He/she will support the implementation partners, both governmental and those in civil society, in preparing funding requests and reporting on advances received and duly executed.

UNICEF Burundi already has a strong team of national engineers headed by a six-person international staff. The chief engineer and one of his/her national assistants will each devote 50% of their time to the program funded by the GPE. They will be responsible for preparing tender documents for construction, working in conjunction with the UNICEF Burundi procurement/contracts unit. They will maintain communication by interfacing with the procurement division based in Copenhagen and will respond to technical and quality control issues raised by that division. Maintaining liaison with the BISEM, they will ensure on-site monitoring of construction projects. The chief engineer will support the BISEM in establishing building regulations and standards, while his NOB assistant, together with BISEM engineers, will monitor and ensure oversight of construction projects on a daily basis.

Given the number of orders: textbooks, teaching charts, construction, school kits, etc., the UNICEF Burundi procurement/contracts unit be strengthened with the recruitment of a national staff member, level NOB, whose time will be totally dedicated to the program funded by GPE. Within the procurement unit, he will deal exclusively with educational orders covered by GPE funds. He will

support the unit chief in preparing tender documents, publishing them, reviewing the bids, sorting the submissions, and preparing the contract review committee.

UNICEF and its partners will ensure that educational inputs are distributed to the students (textbooks, notebooks, school supplies, etc.) and to teachers (teaching manuals, record books, crayons, geometry tools, etc.); in addition, they will ensure that training has an impact in the learning environment and that regular oversight is established to ensure that inputs are used appropriately

Finally, two drivers will be partially covered (up to 30% of their time) by GPE funds. They will be responsible for driving staff to on-site visits.

8 IMPLEMENTATION TIMETABLE

	2016									2017												2018					
	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06
Component 1																											
Construction																											
Identification of sites																											
Trade-offs and budget allocations																											
Hiring of consulting companies to carry out studies																											
Execution of studies																											
Hiring of construction companies																											
Performance of works contracts																											
Monitoring/evaluation																											
Provision of Education Materials and Supplies																											
Preparation of invitation to tender																											
Selection of companies																											
Performance of contracts (with or without Long- Term Agreements)																											
Preparations for delivery																											
Distribution of teaching materials to teachers																											
Distribution of materials and supplies to students																											
Monitoring/evaluation																											
Awareness-raising campaigns																											
Selection of implementing partner																											
Preparation of materials																											
Printing																											

Launching of campaigns	
Training courses	
Hiring of a service provider	
Preparation of modules and training plan	
Training sessions	
Purchase of textbooks and teaching guides	
Invitation to tender	
Performance of contracts	
Purchase of other materials	
Invitation to tender	
Performance of contracts	
Component 3	
Printing of 2015-2016 yearbook	
Invitation to tender	
Performance of contracts	
Distribution	
Production of 2016-2017 yearbook	
Printing of questionnaires	
Collection of data	
Processing of data and production of yearbook	
Printing and dissemination	
Capacity building for the management of the Office for the Teaching and Study of Basic Education (BEPES)	
PSGSE training	
BISEM monitoring mission	
Support staff	
Hiring	
Monitoring and implementation	

9 RISKS AND MITIGATION MEASURES

9.1 Strategic risk

Worsening of the political crisis: the latest negotiations between the Government of Burundi, the UN and the African Union did not achieve an outcome favorable to the implementation of a consensus-based procedure which all parties to the current conflict could endorse. At this stage, there is a risk—which is difficult to evaluate precisely—of a surge in rebel activity that could lead to a climate of insecurity either affecting the entire country or certain regions in particular. Should such a situation arise, UNICEF would be unable to pursue the implementation of the project as is, thus requiring a further adjustment. Therefore, if an acute humanitarian crisis were to develop, UNICEF—together with other Technical and Financial Partners (TFPs) working in this sector—would have to be prepared to make changes to the strategic thrust of the project in order to respond to the humanitarian needs.

Risk mitigation measures: as a UN agency, UNICEF regularly produces political and security analyses as part of its evaluation of children's needs. UNICEF will report regularly to the GPE on developments in the political situation in Burundi and on any possible impact on the implementation of the program.

Deterioration of the macro-economic framework: the political crisis in Burundi has directly affected the country's economy. Public development aid, especially on the bilateral level (which accounts for 50 percent of the country's Budget) has fallen drastically. Moreover, conditions in the domestic economy are no longer conducive to the growth of investment or to an increase in domestic demand. As a result, tax revenues have fallen, placing additional pressure on the State's ability to maintain its policies, and has squeezed the foreign exchange market, adversely affecting the ability of investors to import—often essential—foreign goods and services. In this unfavorable economic climate, there is an increased fiduciary risk, given the pressure on external resources which are the only available source of funds for investment, and given the expected price instability on currency markets as well as on the markets for goods and services.

Risk mitigation measures: the decision to appoint a Grant Agent to administer funds directly rather than entrusting this task to a national contracting authority is a direct response to the TFPs' demand for proactive management of the fiduciary risk. UNICEF management procedures are universally recognized as being appropriate not only for a normal development context but also for a context of security or economic instability, in that they strike a balance between the outcomes which directly affect children and the management of the fiduciary risk. UNICEF will therefore keep the GPE regularly informed about developments in the macro-economic situation in Burundi and about any possible impact of such developments on the implementation of the program.

Increased politicization of the educational environment and violation of children's rights: in the context of the political crisis, certain types of conduct are emerging which could have a negative impact on the learning environment for children. While these developments are not yet widespread, there have been worrying instances of children being brought into the conflict: a failure to be neutral in discussing the conflict with children at school, use of children in demonstrations, occupation of schools by the military or the police (with the attendant risks of sexual abuse, enrollment of children in the conflict, distribution of weapons, etc.). These kinds of incidents have the potential to do serious damage on a strategic level both to the ability of the program to achieve its aims and to the reputation of the donors that support it.

Risk mitigation measures: in addition to implementing the program supported by the GPE, UNICEF has been carrying out other activities to promote peace within the school environment, e.g. PBEA activities

(Peace Building, Education and Advocacy Program). In this context, UNICEF will give priority to types of activity promoting awareness-raising within communities on occasions such as the building of classrooms or the distribution of educational materials. Finally, UNICEF will give priority to policy dialogue at the highest level so as to ensure that the commitments on children's rights in the Memorandum of Understanding launched under the leadership of the Ombudsman are complied with.

Failure to distribute resources equitably in the context of political crisis: the program provides for significant investment in school buildings and educational materials (textbooks and teaching kits). The political and financial crisis could lead to situations where public funds are not distributed in an equitable manner.

Risk mitigation measures: UNICEF will ensure that the allocation and distribution of the resources provided under the program are monitored closely, by validating the allocation criteria and the distribution plans, and by carrying out sample checks on actual distribution.

9.2 Programming risk

Absorption of considerable funds over a short period: the program was revised to respond to an emergency situation and aims both to consolidate the achievements of the basic education reform and to deal with the consequences of the political crisis on children's learning environment. UNICEF therefore has a total of 24 months in which to implement an ambitious investment program within a difficult political and economic context and with very little lead time.

Risk mitigation measures: UNICEF will ensure that a competent, fully-staffed team able to begin work immediately under the special conditions obtaining in Burundi will be in place from the very outset. UNICEF's familiarity with the country and with the education reforms, as Lead Agency in this sector and as TFP for the CFE, means that it will be able to tailor its activities to take specific account of the needs of the children and of the local constraints affecting implementation. In order to make the best use of existing resources, UNICEF will delegate the management of certain sections of the project (construction of buildings, preparation of training courses, supervision of the fiduciary risk connected with the training courses) in order to increase its absorptive capacity.

Environmental and social standards: environmental risks (quality of materials, sustainability of energy supply etc.) and social risks (ensuring that the locations chosen for new schools does not force communities to move) must always be borne in mind.

Risk mitigation measures: UNICEF will ensure that the choice of sites for school buildings will be made in partnership with communities, that the standard plans meet environmental requirements and that provisions in the contracts require companies to comply with current laws and regulations in Burundi as well as with environmental and social standards recognized by the international community, such as the ILO Fundamental Conventions and international conventions on the protection of the environment.

9.3 Financial/fiduciary risk

Risk of mismanagement of funds owing to inadequate capacity on the part of local actors and strong pressure on resources: quality control, the wise management of funds "like a responsible head of household" , and care in the implementation of activities funded through the program budget, as opposed to directly carried out by UNICEF, such as strengthening teacher capacities, enhancing data collection and production system, and providing support for coordinating activities in the sector, are all the responsibility of the Burundi UNICEF office. Also, aware of the capacity of local actors, be they

public or private, and of fiduciary risks induced by the economic situation and public finances, funds advanced to the government and to civil society organizations which serve to implement these activities will be strictly in conformity with HACT procedures which provide a mechanism for rigorous financial control and risks mitigation.

Risk mitigation measures: implementation will be underpinned by rigorous screening procedures adapted to the local context. To this end, UNICEF can apply HACT procedures, which provide an effective framework for mitigation of fiduciary risk. In this context, UNICEF will institute 4 types of risk mitigation measures for implementing partners, viz:

1. The micro-evaluation, by an independent body, of the technical, financial and management capacities of partners (ministerial and civil society partners) who will be involved in the implementation of this program. Conform to the HACT procedures, this operation is mandatory for any partner receiving an amount equal to, or higher than US$100,000. The macro-evaluation will determine the modality of cash transfer to the partner, taking into account the level of risk identified by the micro-evaluation and the type of activities to be undertaken by the partner. Capacity-building to bridge gaps in capacity identified by means of the evaluation of the partner's management framework;
2. Disbursement of funds and reporting on the basis of the Funding Authorization and Certificate of Expenditures (FACE) form which is the response to any request for funds and provides justification for expenses incurred by the implementing partners;
3. Assurance measures which make it possible to monitor the partners throughout the process of management of the funds received, so as to ensure that results are achieved and that there is full reporting on the process of their achievement. These assurance measures comprise: programming missions, spot checks, audits.

    - Program visits to ensure that activities proceed smoothly;
    - Spot-checks, meaning periodic evaluations carried out by a UNICEF team which combines the Operations Department with the Program;
    - Two types of audits: a mandatory audit when the amount transferred is equal to, or greater than $500,000, and a special audit when irregularities are noticed in the way sums advanced have been managed;
    - Detailed quarterly narrative and financial reports are produced

Devaluation of the local currency (exchange rate): at the present time, there is a particularly significant difference between the official exchange rate and that which obtains on the informal market. The situation as regards foreign exchange reserves is problematic, and if too much money is held in the local currency, there could be losses as a result of devaluation.

Risk mitigation measures: for contracts where the local currency is specified, prudential measures will be taken, either to limit the number of such contracts or to make more frequent, smaller payments to the accounts of the implementing partners.

ANNEX 2 – GRANT CLOSING PROCESS WITH BELGIUM TECHNICAL COOPERATION (PREVIOUS GRANT AGENT) AND FUNDS AVAILABILITY TO UNICEF (NEW GRANT AGENT)

1. BACKGROUND

Total grant	US$52.9M
Original Board approval date	November 20, 2012
Modality	Pooled Fund arrangement
Effective start of program implementation	June 18, 2013
GPE transfers to GA, to date	US$32,800,000
Actual disbursement as of January 31st , 2016	US$32,800,000
Balance to be decommitted	US$20,100,000
Grant Agent:	Belgium Technical Cooperation
Coordinating Agency:	UNICEF

2. GRANT CLOSING PROCESS

The initial approved grant amount to Belgium Technical Cooperation (BTC) was US$52.9 million, of which US$32.8 million has been committed and transferred. The remaining US$20.1 million was decommitted based on the notification from BTC that they would be terminating their role as Grant Agent.

Subject to Board approval, the remaining US$20.1 million will therefore be made available to UNICEF as Grant Agent for the revised proposal. This decision will have the effect of reducing BTC's grant allocation to US$32.8 million, representing the amount already committed and transferred to them.

BTC will continue to finalize remaining activities to the end of May 2016 in order to wind down this allocation in an orderly fashion. Upon completion of all closing activities, including an independent audit of the pooled fund, payment of any outstanding liabilities, and completion of final reports, BTC will return any unused funds plus any remaining interest it holds to the Trustee. Any such funds will then be released to the GPE Fund in the same manner as a standard grant closure and become available for future allocation by the Board.

The timing of the closure of the US$32.8 million allocation with BTC in no way prevents UNICEF from commencing implementation with the US$20.1 million allocation if approved by the Board.