BURKINA FASO EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT ALLOCATION: REPORT FROM THE GRANTS AND PERFORMANCE COMMITTEE

For Decision

Please note: Board papers are deliberative in nature and, in accordance with the GPE Transparency Policy, are not public documents until the Board has considered them. It is understood that constituencies will circulate Board documents among their members prior to the Board meeting for consultation purposes.

1. STRATEGIC PURPOSE

1.1. The purpose of this paper is to request the Board to approve an allocation for an education sector program implementation grant (ESPIG) to Burkina Faso, as recommended by the Grants and Performance Committee (GPC) following its discussion of the grant application during its October 23-25, 2017 meeting.

2. RECOMMENDED DECISION

2.1. The Grants and Performance Committee recommends the Board approve the following decision:

BOD/2017/12-XX–Approval of Allocation for an Education Sector Program Implementation Grant to Burkina Faso: The Board of Directors with respect to the application submitted in the third round of 2017:

1. Notes compliance with the requirements for accessing the fixed part of the maximum country allocation, as described in the application and summarized and assessed in Annex 2 to BOD/2017/12 DOC 13 Rev. 1.

2. Notes compliance with the incentives for accessing the variable part of the maximum country allocation and approves the indicators on Equity, Efficiency, and Learning and their means of verification, as described in the application and assessed in Annex 2 to BOD/2017/12 DOC 13 Rev. 1.

3. Approves an allocation from GPE trust funds for an Education Sector Program Implementation Grant (ESPIG), as described in the application submitted and summarized in Table 1 in BOD/2017/12-XX 3 (c), subject to:
a. Availability of funds.

b. Board decision BOD/2012/11-04 on commitment of trust funds for ESPIGs in annual installments.

c. GPC recommendations for funding include (all amounts in US$):

**Table 1 Application Summary and GPC Allocation Recommendations for an ESPIG in US$:**

<table>
<thead>
<tr>
<th>Country</th>
<th>Burkina Faso</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Maximum Country Allocation</td>
<td>33,800,000</td>
</tr>
<tr>
<td>b. Allocation Requested (100%)</td>
<td>33,800,000</td>
</tr>
<tr>
<td>c. Fixed Part</td>
<td>23,660,000</td>
</tr>
<tr>
<td>d. Variable Part</td>
<td>10,140,000</td>
</tr>
<tr>
<td>e. Allocation Recommended by GPC</td>
<td>33,800,000</td>
</tr>
<tr>
<td>f. Grant Agent</td>
<td>French Development Agency (AFD)</td>
</tr>
<tr>
<td>g. Agency Fee % - Amount</td>
<td>3.74% – 1,263,690</td>
</tr>
<tr>
<td>h. Period</td>
<td>4 years</td>
</tr>
<tr>
<td>i. Expected Start Date</td>
<td>March 31, 2018</td>
</tr>
<tr>
<td>j. Variable Part Disbursement Modality</td>
<td>Ex-Post</td>
</tr>
<tr>
<td>k. Funding Source</td>
<td>GPE Fund</td>
</tr>
</tbody>
</table>

4. Requests the Secretariat to:

   a. Include in its notification to Burkina Faso, the relevant grant agent and coordinating agency, for distribution to the local education group (LEG) of the approval of the allocation and the expected timeframe for signing of the Grant Agreement and grant effectiveness, as applicable, the conditions, requests for report-back, and observations on the program as recommended by the GPC and adjusted by the Board and set out in Annex 1 to BOD/2017/12 DOC 13 Rev. 1.

   b. Include an update on the issues listed as “conditions” and “report back” in the annual Portfolio Review in accordance with the specified timeline.

3. BACKGROUND

3.1 The Committee met to assess the grant application from Burkina Faso and discuss whether it met the funding model requirements to access the fixed and variable part of the maximum country allocation.

3.2 Prompted by the Chair, no conflicts of interest were declared.

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1 Includes US$560,000 for the cost of the grant agent to perform its roles and responsibilities (formerly supervision fees). Per decision BOD/2015/10-02 supervision fees are funded from the maximum country allocation effective from the second funding round of 2016.
3.3 The GPC had a rich discussion regarding the application and found that Burkina Faso met the requirements.

3.4 The key discussion points are summarized in Annex 1. The evidence for meeting the requirements and quality standards is set out in Annex 2.

4. **PLEASE CONTACT** Margarita Focs Licht ([mlicht@globalpartnership.org](mailto:mlicht@globalpartnership.org)) for further information.

5. **ANNEXES**

5.1 This paper includes the following annexes:

- Annex 1 – GPC Observations, Report-Backs, and Conditions
- Annex 2 – Secretariat Quality Assurance Review Phase III

5.2 The following is available on the [Committee eTeam site](#):

- Burkina Faso ESPIG Application Package (GPC/2017/10 DOC 02)
### Observations

The Committee appreciates Burkina Faso’s growing capacity in the areas of planning, reporting, monitoring and evaluation, which is facilitated by the aligned pooled fund being utilized in line with national procedures.

The Committee also appreciates efforts from the government and development partners to develop a new funding protocol and manual for the pooled fund to address shortcomings and which are expected to enhance the implementation of the pooled fund, including the GPE contribution.

The Committee acknowledges the extensive dialogue of the local education group to select strategies in the three domains of equity, efficiency and learning outcomes that are specifically relevant in the still fragile country context.

Furthermore, the Board emphasized the need for critical attention to gender issues, in particular girls’ enrolment in secondary schools, the importance of links between education sector development and humanitarian education assistance in the country, as well as the importance of including teacher unions in education sector dialogue.

### Report-Backs

Taking into consideration the important progress that still needs to be made to achieve universal primary education, the Committee is concerned about the downward trend on the share of primary in education spending. While still above 45 percent and thus in line with the funding model requirement, the Committee requests an annual report back on the evolution of the share of primary in the education spending.

Given the security situation, most notable in the provinces of Soum and Oudalan, the Committee had a lengthy discussion on the equity strategy, particularly on the stretch, but agrees with the focus on disadvantaged municipalities in this Sahel region. The Committee, however, notes the risk related to this focus because reaching indicators can be influenced by security issues which are outside the control of the Ministry of Education. It invites the local education group to consider this risk, and, when necessary, to propose mitigation measures, if needed with a change to the indicators. In addition, given the narrow focus of the strategy, the Committee requests a follow-up report after two years of implementation on how the learning from the strategy, both in terms of integration of Franco-Arabic schools and also in enrolling children who are currently completely excluded from any form of school or primary education program in the eight target communes, is helping to address greater enrolment in all of the 43 priority communes.

Considering its integration in a broad number of actions to strengthen the learning outcomes, including reform of teacher training, better teacher allocation and actions to increase instructional hours, the Committee is willing to accept this indicator on the distribution of the textbooks linked to the roll-out of the new curriculum. Nevertheless, given the interlinkages between the different strategies to reinforce learning outcomes, and the importance of the intent of the variable part indicator to deliver a significant change, the Committee requests a follow-up
report by year-end 2019 on the implementation of the different strategies to reinforce learning outcomes presented in the program document.

Considering the importance of close support by local services of the Ministry of Education to reinforce capacities of the local authorities to efficiently implement their new responsibilities on education, the Committee supports the importance of the strategy to substantially increase their funding. Since it requires an important reform of administrative processes which have, for many years, hampered more efficient management and closer monitoring of schools, the Committee understands the limitation of the indicator on budget allocation. Nevertheless, the Committee requests an annual report back on the actual use of these resources.

| Condition | N/A |
ANNEX 2 – SECRETARIAT QUALITY ASSURANCE REVIEW PHASE III

Quality Assurance Review – Phase 3

Proposed Grant Amount
Fixed Part: US$ 23.66 million (including US$ 0.56 grant agent costs);
Variable Part: US$ 10.14 million
Implementation period: 4 years
Projected implementation start date: 31 March 2018
Grant Agent: Agence Française de Développement

1. BACKGROUND AND EDUCATION SECTOR OVERVIEW

1.1. COUNTRY BACKGROUND

Burkina Faso is a low-income, landlocked, Sahelian country with per capita income of US$ 640.1 Its population was estimated at 18.65 million inhabitants in 2016. It has an annual population growth of nearly 3% which strongly impacts human development initiatives, especially in the education and health sectors.

After averaging a relatively modest 4 percent increase in GDP (1.1 percent per capita) over 2014-15, the rate of economic growth accelerated to 5.9 percent in 2016 and is predicted by IMF to raise to an average of 6.5 percent.2 The poverty rate has been decreasing from 81.6 percent in 2000 to 43.7 percent in 2016. Nevertheless, Burkina continues to have one of the lowest human development indices in the world, ranking 185 out of 188 countries on the list.3 This ranking is negatively influenced by the very low scores on the educational dimension of the human development index, including the average number of years of education received by people ages 25 and older where Burkina Faso scores lowest at 1.4.4

Burkina Faso experienced a period of political unrest in October 2014, which led to the ousting of the former President Blaise Compaoré. The transitional government, which was installed in November 2014, was temporarily ousted by a failed coup-d’état in September 2015. However, this didn’t stop the transition to a new government under President Kaboré who was elected in November 2015. While the political situation now seems to have stabilized, Ouagadougou has witnessed two major terrorist attacks in January 2016 and in August 2017. In addition, there continue to be incidents in the regions bordering Mali and Niger, including threats directed to schools and teachers. This has amongst others led to temporary closure of schools in March 2017 in the provinces of Soum and Oudalan which are for that reason prioritized by the equity strategy in the variable tranche.

The Burkinabe authorities have started to implement the ambitious five-year national economic and social development plan (PNDES) for 2016-2020, adopted in July 2016. The PNDES aims to sharply accelerate the economic growth and greatly reduce the poverty rate to below 35 percent by 2020. The plan is based on three strategic pillars: (i) economic governance; (ii) human capital development; and (iii) structural transformation of the economy and private sector development. It confirms education as a priority sector, with the goal

2 IMF Country Report No. 17/222
“to increase the supply and improve the quality of basic and secondary education, higher education and training, in line with the needs of the economy.” This commitment aligns with Sustainable Development Goal 4: “to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all” (UNESCO, 2015).

1.2. EDUCATION SECTOR OVERVIEW

1.2.1. Learning outcomes:

Despite the fact that Burkina Faso’s education system ranks among the most efficient in the PASEC 2014 survey, a significant proportion of pupils still have not acquired the knowledge and competencies required to pursue their education in good conditions. In Grade 2 at the primary school level, close to 65 percent and 41 percent of pupils do not achieve minimum competency in French and mathematics, respectively. In Grade 6, almost 43 percent and 41 percent of pupils lack basic proficiency in French and mathematics, respectively.\(^5\) The results of PASEC 2014 are comparable to national assessments, such as the national learning outcomes assessment.\(^6\)

1.2.2. Equity:

The pre-primary Gross Enrollment Rate (GER) remains very low at 3 percent. After holding steady at 4 percent in 2014 and 2015, the rate fell to 2.9 percent in 2016. At the primary school level, the GER grew from 83 percent in 2014 to 86.1 percent in 2016. However, this increase is smaller than in the past and the rate remains below the targets of 95.3 percent for 2016 and the average for the Commission of the Economic Community of West African States (ECOWAS), which stood at approximately 103 percent. In addition, the primary completion rates (PCR) achieved in 2016 (58.20), 2015 (58.40) and 2014 (57.60) are even slightly lower than the rate in 2013 (59.50).\(^7\) However, when looking at progress over the past 10 years, the PCR increased by 6.9 percent on average between 2005 and 2015 which is much higher than the average annual increase of the PCR in Sub-Saharan Africa (1.3 percent). The lower secondary completion rate increased from 9.89 percent to 26.99 percent over the same period. The overall post-primary gross enrollment rate is nevertheless still relatively low (39.7 percent in 2014 compared to 60 percent on average for the ECOWAS region).\(^8\)

GER gender parity was observed in pre-primary and primary education, as well as for primary completion. However, beginning at the post-primary level, the rates are lower for girls than for boys (parity index of 0.9 for post-primary education and 0.6 for secondary education).\(^9\)

As part of the effort to address geographical disparities, priority communes had been identified based on their low GER relative to the national rate. Mirroring the national GER, the average GERs in the priority communes improved each year, increasing from 52.2 percent in 2014 to 54.9 percent in 2016. However, this improvement failed to narrow the gap with the national GER. The Country Education Status Report (CSR) includes other disparities linked to place of residence (85 percent probability of access to schools in urban areas compared to just 57 percent in rural areas) and the region (which emerge at the time of enrollment in primary school.

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\(^5\) PASEC 2014  
\(^6\) CSR, 2015.  
\(^7\) CSR 2015 and 2016 Annual Monitoring Report of the PDSEB  
\(^8\) CSR 2015 and 2016 Annual Monitoring Report of the PDSEB  
\(^9\) CSR 2015 and 2016 Annual Monitoring Report of the PDSEB
and widen owing to lower retention rates and weaker transition rates in disadvantaged regions), as well as considerable lags for the poorest from entry to primary school.10

1.2.3. Efficiency:

Repetition rates in primary school were halved between 2006-2007 and 2016-2017. This led to an improvement in the internal efficiency coefficient, which nonetheless stands at 75.1 percent owing to dropouts, and is 70 percent at the post-primary and secondary levels, where the repetition rate was above 20 percent. There is still room for improvement in the area of teacher deployment. The R2 value, capturing the correlation between teacher allocation and the number of students, is 0.71 in Burkina Faso, below the GPE Results Framework threshold of 0.8, even though the CSR notes that it is still higher than that of countries in the sub-region. The pupil/teacher ratio has improved slightly over time, falling from 50 pupils per teacher in 2006-2007 to 46 pupils per teacher in 2013-2014. Lastly, administrative barriers have hindered the implementation of such key initiatives for sector reform as financing the decentralization and deconcentration of services.

1.2.4. Monitoring of Sector Performance:

The partner framework serves as the framework for consultation and dialogue among the Ministry of National Education and Literacy (MENA), the Development Partner Group, including Swiss Cooperation (coordination agency), the Agence Française de Développement (grant agent), the Embassy of Canada, Luxembourg Cooperation, UNICEF, the World Bank, JICA, the European Union, WFP, nongovernmental organizations, civil society (National Coalition for Education for All, Consultation Framework of NGOs and associations working in the area of basic education in Burkina Faso), and unions. While this framework is currently only open to any partner wishing to work in the basic education subsector, it will be expanded to include the MENA’s new area of responsibility. The Ministry now has responsibility for education: from pre-primary to secondary school, technical vocational education and training, and non-formal education. In addition, there is an “education and training” sector dialogue framework (ET/SDF) that brings together all education and training sector stakeholders.

For some two decades, MENA has been conducting a joint annual review of basic education, including the one conducted in April 2017. Several documents are distributed before the joint review is conducted. These include (1) the Report on the implementation of the basic education strategic development program, which provides a quality assessment of the main outcomes and achievements and an analysis of the challenges encountered; and (2) the Annual Financial Monitoring Report on the basic education strategic development program, which provides information on financial implementation and public contracts, as well as on improvements in the management of the Special Treasury Account (CAST). While there is room for improvement, these reports are, on the whole, of good quality. Furthermore, they provide an update on follow-up to the recommendations made in the preceding joint review and are included in an aide-mémoire that is drafted within one to two weeks after the joint review has been conducted. The joint reviews have, to date, focused on basic education. However, an education sector review is held as part of the review of the 2016-2020 National Economic and Social Development Program (PNDES). While this review is narrower in depth, as it provides fewer details on the implementation of the operational plan, it can be considered a useful addition to the subsector review.

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10 CSR 2015 and 2016 Annual Monitoring Report of the PDSEB
2. FIXED PART REQUIREMENTS

2.1. Requirement 1: A credible, endorsed Education Sector Plan (ESP), or alternatively, a Transitional Education Plan (TEP).

In 2014, Burkina Faso deemed it necessary to prepare an Education Country Status Report (CSR) for 2016 to give account of the progress made with respect to the system’s operations, financing, and performance, and identify the remaining challenges. Accordingly, with a view to ensuring alignment with the guidelines set forth in the 2016-2020 PNDES, the Government of Burkina Faso opted to prepare a new Education and Vocational Training Sector Plan (ETSP) covering the period 2017-2030 and a multi-year action plan (PAP) that serves as its implementation framework for the period 2017-2020.

Apart from the development of a simulation model and support during the finalization phase, preparation of the ETSP and the PAP was completely managed by the education and vocational training ministries and stakeholders with no technical assistance. The members of the Partner Framework were consulted on the initial draft of the plan in November 2016 and validated a final version in April 2017 prior to its submission to the Council of Ministers for approval. The ETSP was adopted by the Council of Ministers on May 31, 2017 and endorsed by the Development Partner Group on June 5, 2017.

The plan had also been submitted to external consultants for an ex ante assessment. These consultants were of the view that the 2017-2030 ETSP and its 2017-2020 PAP had fulfilled all the requirements of a credible plan. The 2017-2030 ETSP and its 2017-2020 PAP clearly outline the sector’s medium- and long-term objectives (overall vision), present sound, plausible arguments that link the challenges, described actions, and targeted objectives (strategic), cover all education subsectors (exhaustive), are based on empirical data (the 2016 CSR in particular), are achievable (as the ETSP is based on a simulation model with sound assumptions, and is accompanied by a PAP and a results framework to support its implementation), can be tailored to the context (as the plan identifies the main implementation-related risks and proposes mitigation measures), and take disparities into account (geographic, gender, and disabled children in school).

Conclusion: Based on the ex-ante assessment and the endorsement of the new Education and Vocational Training Sector Plan (ETSP) for 2017-2030 by Burkina Faso’s partners, the Secretariat considers this requirement to have been met.

2.2. Requirement 2: Evidence of commitment to ESP or TEP and its financing.

With its budget increasing at a much faster rate than that of total public expenditures, on the share of education grew from 13 percent in 2004 to 19 percent in 2015. According to simulations, this share will exceed 20 percent in the coming years. Furthermore, education as a share of current expenditures is already well above the 20 percent threshold. The CSR estimates that the share of education as a percentage of total current public expenditures is 30 percent on average.

The CSR also shows that 59 percent of public expenditures on education are allocated to primary education. There is no significant change in this structure when only current expenditures are taken into account, with the share of primary education actually increasing slightly to 61 percent. The Secretariat sought clarification on the simulation model, which serves as the basis for the new sector plan and shows a marked decrease in the share allocated to primary education to below 45 percent before universal primary education is achieved.
MENA indicated that the model identifies the main appropriations by expenditure item and prioritizes physical needs for greater visibility of actions and more effective predictability of mobilizable resources. However, it does not provide details contained in the projection documents such as the budget law, the program budget, and the Medium-Term Expenditure Framework (MTEF). This was rectified in the budgetary framework for the 2017-2020 PAP, in which the relative share of expenditures on primary education is 57 percent. However, the application once again states that the share of spending on primary education will be 45 percent. While the requirement will be met, financing of primary education must nevertheless be closely monitored in the years ahead. The Secretariat therefore proposes the inclusion of a monitoring report on this matter.

**Conclusion: The Secretariat considers that the public financing requirement has been met.**

**2.3. Requirement 3: Availability of Data.**

With support from the Dakar pole, the authorities renewed the education system’s sector diagnostic, which was published in 2016. This diagnostic followed the standard methodology used for the CSR (Education Country Status Report), which covers sector areas such as access, internal efficiency, participation, equity, quality, management, costs, and financing. It was supplemented by an assessment of the 2014-16 Three Year Plan, which examined the effectiveness of policies in place and their implementation.

With regard to the database on finance and education, various verification indicators are available at UNESCO’s Institute of Statistics (UIS). This, however, does not include the pupil/teacher ratio in lower secondary schools or the percentage of trained teachers in lower secondary schools. Burkina Faso notes that there are difficulties in tracking lower secondary school teachers. Internal discussions were conducted on this issue, but a statistically reliable method has yet to be found.

Burkina Faso’s education system undergoes summative and formative assessments in all sub-sectors and at all levels of education. In addition, national examinations were introduced at the end of each sub-system (primary, post-primary, and secondary). Since 2001, the national learning assessment system has been supplemented by the National Learning Outcomes Assessment (EAS). This permanent mechanism for tracking learning outcomes continuously provides entities managing the national education system with ongoing assessments of student learning at the different levels of primary education. Furthermore, to facilitate a comparison of learning outcomes of Burkinabè students with those of other countries, Burkina Faso participates in CONFEMEN’s Program for the Analysis of Education Systems (PASEC), including the assessments conducted in 2014. In Burkina Faso, the assessment was conducted in 13 regions and focused on Grades 2 and 6 at the primary level. Tests were administered in language and mathematics.

**Conclusion: Based on available data, the Secretariat considers this requirement to have been met.**

### 3. ESPIG

#### 3.1. PAST ESPIG PERFORMANCE, IF APPLICABLE

Burkina Faso was one of the first countries to join the Global Partnership for Education (GPE) in 2003, with a ten-year plan to prioritize basic education. In 2008, it received financing in the amount of US$102 million, with the World Bank as Grant Agent, using a general budget support mechanism. The country benefited from US$78.2 million in 2013, with the Agence Française de Développement (AFD) as Grant Agent, through a pooled fund that provides financing for the Basic Education Strategic Development Program (PDSEB).

This pooled fund is managed through the Special Treasury Fund (CAST), a budget execution mechanism
provided for under existing national procedures and viewed as the modality most closely aligned with national systems. Moreover, the pooled fund also serves to promote the “sector-wide approach” by the Ministry of Education and the Development Partner Group through the promotion of a dialogue on the technical and policy-related aspects of key issues. It also facilitates monitoring of the basic education sub-sector, including pre-primary and non-formal education.

However, the stakeholders agreed that there are aspects that require particular attention in the short term to improve the way in which the pooled fund is managed and to enhance the effectiveness of its implementation in the future. Firstly, delays by the Ministry in complying with the conditions for disbursement have set back funding allocations by several months. In addition, the implementation rate of the pooled fund has been rather low over the past three years. Although the insurrectional movement of 2014 and the failed coup d’état of September 2015 undoubtedly had an adverse effect on the rate of implementation of the fund, it has also become apparent that there remain some areas of uncertainty with respect to the rules that govern the pooled fund and which have also hampered its effective implementation. It is therefore encouraging to note that in preparing this application, the Government and the development partners have sought to address this problem by drafting a new funding protocol and manual for the pooled fund.

3.2 ESPIG DESCRIPTION

It is proposed that, in keeping with the previous funding arrangement, the new grant, including all of the variable share, should be disbursed mainly through a pooled fund, which is the mechanism still being utilized by most of the traditional partners in the sector of basic education. The new financing protocol introduces two changes that pertain to the scope of the pooled fund. First, the new draft funding protocol confirms that disbursements from the pooled fund will finance implementation of the Education and Vocational Training Sector Plan (PSEF) instead of a sub-sectoral plan. Furthermore, the new draft protocol makes it clear that the pooled fund will now also be used to finance general secondary, technical and vocational education under the Ministry of National Education and Literacy (MENA).

A funding envelope will be made available outside of CAST for financing annual audits and technical assistance. The latter is intended to support implementation of the main strategies outlined in the program document, notably that of the textbook chain, as well as the organizational development of the processes of deconcentration and decentralization. These strategies are part of the principle of ensuring effective operational and fiduciary support so that officers responsible for carrying out these strategies should not be placed in a difficult position, but rather that all the conditions necessary for successful implementation should be guaranteed. Total proposed non-CAST resources will not exceed US$670,000.

The use of the Special Treasury Fund (CAST) as the modality for implementing the pooled fund reflects the close alignment with national procedures as evidenced in the application form (paragraph IV.9). Although the Autorité Supérieure de Contrôle d’État (Higher State Supervisory Authority) is authorized to conduct audits of CAST and any entity that receives CAST resources, the Development Partners require that annual audits of CAST be carried out and, for this purpose, contract the services of a private auditing firm. In previous years, these auditors had been hired by MENA, with CAST funding. However, the Ministry and Development Partners have agreed that, as from 2018, such audits will, in principle, be contracted by the Development Partners.
### Table A: ESPIG Components and Costs

<table>
<thead>
<tr>
<th>Program Component</th>
<th>Amount (GPE Financing - US$)</th>
<th>% of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fixed Part</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support for PSEF implementation (Basic and Secondary education component) – contribution to the pooled fund.</td>
<td>22,430,000</td>
<td>66.36%</td>
</tr>
<tr>
<td>B Capacity Development</td>
<td>450,000</td>
<td>1.33%</td>
</tr>
<tr>
<td>C Audits</td>
<td>220,000</td>
<td>0.65%</td>
</tr>
<tr>
<td>D Supervision Fees</td>
<td>560,000</td>
<td>1.66%</td>
</tr>
<tr>
<td><strong>Sub-total of Components A, B, C and D</strong></td>
<td><strong>23,660,000</strong></td>
<td><strong>70%</strong></td>
</tr>
<tr>
<td>Variable Part</td>
<td></td>
<td></td>
</tr>
<tr>
<td>A Equity</td>
<td>3,380,000</td>
<td>10%</td>
</tr>
<tr>
<td>B Efficiency</td>
<td>3,380,000</td>
<td>10%</td>
</tr>
<tr>
<td>C Learning Outcomes</td>
<td>3,380,000</td>
<td>10%</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td><strong>10,140,000</strong></td>
<td><strong>30%</strong></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Note: Total should correspond to grant amount (Fixed and Variable parts)</td>
<td><strong>100%</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Agency Fees</strong></td>
<td>1,263,690</td>
<td>3.74%</td>
</tr>
</tbody>
</table>

*Other Agency fees that are not included in the total grant requested*

### 3.3 ASSESSMENT OF THE PROGRAM DOCUMENT

The pooled fund provides for all categories of expenditure – except salaries – as long as they are provided for in the annual action plan prepared on the basis of the PSEF and its PAP. The assessment of the proposed program is, therefore, closely tied to the appraisal of the sector plan, which, as already mentioned, fulfills all the requirements of a credible plan (see paragraph 2.1). The Secretariat considers, therefore, that the provision of support at the sub-sector level addresses, as does the PSEF, the most important needs noted in the analysis of the sector; is consistent with the results chain and promotes coherence among the interventions, products and outcomes (program design); is built on a solid funding framework (budget and program costs); and is based on a results framework and solid reporting mechanisms (monitoring and evaluation).

During the quality assurance processes, the Secretariat was careful to ensure alignment with the sectoral mechanisms, including by raising questions in relation to seemingly more restrictive funding procedures and a specific results framework.

The utilization of the pooled fund in harmony with national procedures helped promote the development of the capacity of the Ministry of National Education and Literacy in the areas of planning, reporting, and monitoring and evaluation (sustainability). In addition, the Government and its partners successfully completed a new funding protocol and, more importantly, a manual for the pooled fund, both of which address the various shortcomings. These weaknesses have had a negative impact on progress in the sector, which was slowed by various administrative obstacles that impeded a number of key initiatives. In responding to these challenges, the LEG took steps to prevent delays in satisfying the disbursement criteria (at the level of the organization of the audits and the annual planning). The new manual also addresses the various
administrative procedures that created bottlenecks in the implementation of the activities (such as appropriations freezes and delays in carrying over the balance), as well as the fiduciary weaknesses in the CAST management (such as the allocation of appropriations and the simplified procedures). In this way, the delivery of funding in 2018 may commence on a more solid and effective footing (implementation procedures and preparedness). It should also be noted that the preparation of the new manual is predicated on the principle of alignment with national systems and provides for the utilization, wherever possible, of existing national procedures or the identification of procedures that are lacking in the existing administrative practices (aid-effectiveness). A number of arrangements, some of which were derogations, were agreed between the Government and its partners. However, these were confined, for example, to facilitating budget implementation by certain local establishments, a practice not yet provided for under national procedures. The importance of providing funding to the local services of the Ministry of Education in the regions, particularly to the Basic Education Districts, in order to improve the management of the sector is discussed more extensively in the paragraph on the variable share (paragraph 4).

4. VARIABLE PART

4.1. Description of the variable part

The proposed strategies and indicators for accessing the variable share are outlined in the annexes to the program document. They provide for (i) improving the efficiency of education system management by significantly increasing the allocations for operational expenditure to deconcentrated establishments to enable them to support the local authorities to effectively and efficiently fulfill their new roles, in keeping with their increasing responsibilities and levels of funding; (ii) enhancing equity of access to primary education, by reducing geographical disparities, targeting the most disadvantaged region of the country in relation to this metric; and (iii) promoting basic learning outcomes among pupils of the first grades of primary school, by expanding the availability of essential school manuals that are in keeping with the new curriculum.

<table>
<thead>
<tr>
<th>Efficiency</th>
<th>2015</th>
<th>2016</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indicator – Share of CAST operational expenditure allocated to deconcentrated services.</td>
<td>2.69%</td>
<td>5.14%</td>
<td>35%</td>
<td>40%</td>
<td>45%</td>
</tr>
<tr>
<td>Disbursement</td>
<td></td>
<td></td>
<td>1,352,000</td>
<td>2,028,000</td>
<td></td>
</tr>
<tr>
<td>Verification procedure</td>
<td>- CAST Budget programming for 2019 and 2020 available at the beginning of 2019 and 2020; and - Decision document for the release of funds for provincial offices for the benefit of Basic Education Districts signed off by the Minister in the first quarter of year N</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Equity</th>
<th>Annual average growth rate of primary school enrollment in the priority provinces of Soum and Oudalan, in the Sahel region, 2010-2016</th>
<th>Target Value 2018/2019 School year</th>
<th>Target Value 2019/2020 School year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indicator – Annual rate of growth in primary school enrollment in priority communes in the provinces of Soum and Oudalan, Sahel region.</td>
<td>6.8%</td>
<td>9%</td>
<td>9%</td>
</tr>
<tr>
<td>Disbursement</td>
<td>1,352,000 (2020)</td>
<td>2,028,000 (2021)</td>
<td></td>
</tr>
</tbody>
</table>
### Verification procedure

Annual MENA n/ n+1 statistical yearbook available in September of year n+1

### Learning outcomes

<table>
<thead>
<tr>
<th>Main indicator</th>
<th>December 2018</th>
<th>Start of 2019/2020 school year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ratio of essential textbooks (reading and numeracy) per pupil, that are in line with the new curriculum, for Grades 1 and 2 at the start of school year 2019/2020; average value of this ratio for a representative sample of schools. Target value: 1.5 textbooks/2 pupils and no school within the sample group un-served.</td>
<td></td>
<td>1.5 textbooks/2 pupils and no school within the sample group un-served.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Secondary indicator</th>
<th>Contract awarded by December 2018, at the latest.</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Contract for publishing and printing of reading and writing textbooks for Grades 1 and 2 awarded by December 2018.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Disbursement

<table>
<thead>
<tr>
<th>Verification Procedure</th>
<th>1,690,000 (2019)</th>
<th>1,690,000 (2020)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Analytical report of technical and financial tenders and contract award proposal</td>
<td>Report on statistical survey conducted by DGESS</td>
<td></td>
</tr>
<tr>
<td>Notification of award of contract</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 4.2. Assessment of the variable part

The program document provides a clear explanation of the program’s alignment with the PSEF and its PAP. It also refers to the findings of the sector analysis, which validate the selection of the particular strategies applicable to Burkina Faso.

This is particularly applicable to the strategy on efficiency, which is related to a historically highly centralized administrative system (in the French tradition). Burkina Faso has recognized the weaknesses inherent in such an administrative system in the context of a country marked by great disparities, including, notably, in its educational indicators. Against this background, Burkina Faso has chosen to transfer significant areas of responsibility to local authorities in various fields, including education, with a view to promoting better management of resources, and improving outcomes, particularly in relation to access. Nevertheless, the results are mixed. It has been noted, therefore, that for decentralization to succeed, it will be necessary to provide better support to local authorities in the management of the resources transferred to them. In this regard, the role of the local services of the Ministry of Education in the regions will be critical. For example, the deconcentration of the school mapping exercise to the provincial level will facilitate closer collaboration in this area between the local services of the Ministry of Education and the local authorities, and will help promote greater harmonization between the educational supply and the wishes of the population, while, at the same time, preventing the setting up of inappropriate or inefficient establishments. Nevertheless, these local services of the Ministry of Education have, traditionally, been underfunded. Consequently, the significant increase in appropriations to the local services of the Ministry of Education in the regions is viewed as a radical transformation of traditional administrative practices. The indicator is the share of the CAST operational
expenditure allocated to the local services of the Ministry of Education, which is targeted to increase to 45 percent by 2020. This would represent a nine-fold increase (from 5 to 45 percent), and could, therefore, be considered a “stretch” target. It must be noted that this target is confined to the measurement of resources and does not consider the learning outcomes that will depend on the effectiveness of the process of decentralization. Nevertheless, the local education group (LEG) has focused attention on an issue that has, for many years, hampered more efficient management, particularly in relation to access. In addition, this transformation removes an obstacle to the closer monitoring of schools by the Basic Education Districts, considered a key action for improving learning outcomes. For this reason, the Secretariat recommends that this strategy be approved.

In relation to learning, the LEG has strengthened the arguments in favor of including this strategy and the related indicator. This program document now explains the strong correlation between the availability of manuals and the quality of education, when applied together with and as an adjunct to the many other measures set forth in the PSEF. This is particularly applicable to the curricular reform recently launched by the Ministry of Education and Literacy, especially since the strategy chosen is to make essential school textbooks (literacy and numeracy) available during the first two years of primary, in accordance with the new curriculum. This is an integral and essential part of curricular reform and provides for refocusing on basic knowledge and better alignment with the basic educational cycle which is now viewed as a whole. Making textbooks available in the classrooms is the most effective way to ensure that pedagogical reforms are indeed implemented by the teachers. The effectiveness of the training and instructions that they will receive could be compromised if the textbooks are not available. While the positive statistical correlation between the availability of textbooks in classrooms and learning outcomes, as measured by standardized tests, is sufficient to demonstrate the relevance of the strategy, it is only when this initiative is combined with other actions, particularly the implementation of curricular reform, that its transformative effect is demonstrated. In addition, the “efficiency” strategy for accessing the variable share provides for an appreciable increase in the allocations earmarked for operational expenditure for local services as a way to promote better pedagogical support and help schools transform inputs into learning outcomes. In terms of the indicator, the LEG has again sought to address a stumbling block in the sector. In previous years, the public authorities have failed to complete the process of public procurement as well as the distribution of textbooks. The LEG considers that the distribution of textbooks that are consistent with the new curriculum is a key component of curricular reform. The group has, therefore, chosen an indicator on the procurement process as well as on the distribution of textbooks. While the indicator refers to new textbooks that are consistent with the revised curriculum, the base value assigned is zero, while the target measures the extent to which the purchase and distribution functions have been able to supply pupils with the new textbooks required for the implementation of curricular reform.

The option to strengthen the equity strategy in relation to the priority communes is a relevant mechanism for reducing disparities in the sector. The strategy selected provides, in particular, for reducing geographical disparities, an initiative that will definitely prove to be transformational for an educational sector that remains extremely weak in certain regions. Indeed, the indicator refers to outcomes, with disbursement tied to primary school enrollment in certain priority communes. In addition, the indicator provides for a significant acceleration of the annual rate of increase in school enrollment, thereby demonstrating the “stretch” effect. The LEG has also responded to the comments contained in the QAR II relating to this indicator that continues to refer to (i) the level of access; and (ii) is limited to 8 of the 43 priority communes. The program document notes that the (i) choice of a gross access indicator, expressed in terms of enrollment, rather than an indicator of completion, is justified by the protracted implementation period of the Partnership grant, which is equivalent to one half of the time spent in primary school. The pupils enrolled in year six in 2021 (the year retained for calculating the completion rate) would have entered year one in 2015, before the implementation of the new policy. The use
of a completion indicator would, therefore, not have been meaningful for measuring the level of progress achieved. The program document also notes that (ii) limiting the indicator to eight communes is fully in line with the philosophy of the policy being implemented. Over the past ten years or so, the education sector authorities have implemented a targeted policy aimed at certain priority communes designed to promote the development of accelerated school enrollment in the most deprived areas as well as to tackle geographical disparities. This policy is bearing fruit but there is still room for improvement. The new PSEF provides for strengthening this policy with new provisions that seek to take the particular circumstances of local areas more into account. The populations in the Soum and Oudalan provinces demonstrate a preference for alternative forms of education and for Franco-Arab schools. This raises the very challenging issue of aligning the efforts of the State with those of the Franco-Arab school networks. This challenge is even more critical in view of recent developments that have seen these two provinces becoming the target of armed groups bent on perpetrating acts of intimidation against schools and teachers. Efforts to increase school attendance in ways that best meet the expectations of families and that enjoy the strong support of public authorities are therefore a top priority for Burkina Faso. In the final analysis, given the fact that a new policy is to be implemented in remote provinces that are difficult to access and are victims of regular attacks, the LEG considers the implementation of this policy as a stretch target. In its assessment, the Secretariat notes that the limited number of communes considered (8) and the small school-age population that they represent limit understanding of the impact on access across the sector. It should be noted, however, that these are the most disadvantaged of the priority communes and those that are moreover, victims of regular attacks. The security issues add a strategic dimension that should be considered in the choice of communes. For this reason, the Secretariat recommends the approval of this strategy, along with the submission of a follow-up report to the committee on the progress made in all 43 priority communes.

Lastly, the final version of the Program Document sets out in greater detail the methods and processes for verifying the various indicators selected, as well as the disbursement mechanism.

5. RECOMMENDATIONS

The Secretariat considers that the three requirements have been met. It notes that, in addition to the credibility of the PSEF, Burkina Faso continues to demonstrate its meticulous monitoring of the implementation of the sector planning, including through well-organized joint reviews. The preparation of the PSEF and the joint reviews were managed, with almost no technical assistance, by the ministries and actors responsible for education and vocational training, with the support of the Ministry of the Economy and Finance. This attests to the development of the Government’s capacities in the areas of planning, reporting, monitoring and evaluation, an outcome facilitated by the fact that the pooled fund was utilized in line with national procedures. Nevertheless, care needs to be exercised in relation to the funding of primary education, the figures for which vary in different documents, sometimes with a downward trend but still above 45 percent. For this reason, the Secretariat proposes the inclusion of a follow-up report to the committee on this issue.

In keeping with the previous funding arrangement, it is proposed that the new grant, including all of the variable share, be implemented principally through a pooled fund, which is the mechanism that continues to be utilized by the majority of the traditional partners in the basic education sector. It is noteworthy that a number of uncertainties emerged in relation to the rules that govern the pooled fund and that these hampered the effectiveness of its implementation. In preparing this application, therefore, and to address these shortcomings, the Government and its partners drew up a new funding protocol and manual for the pooled fund. In this way, the delivery of funding in 2018 may commence on a stronger and more effective footing.

2 These recommendations were adjusted by the GPC. The final recommendations are found in the Board Document BOD/2017/12 DOC 13 Annex 1
The Secretariat recommends, therefore, the approval of the fixed share.

In relation to the variable share, the LEG has held extensive discussions on the strategies and has selected those that are relevant to the three subject areas. During the QAR I and II, the Secretariat asked questions about their transformative impact as well as about the indicators. In all their responses, the LEG underlined the importance of implementing the strategies selected for the transformation of the sector. The Secretariat recommends, therefore, the approval of the variable share. Nevertheless, since the equity strategy focuses on certain communes, it is proposed that a follow-up report on the progress achieved in all 43 priority communes be made available to the committee.