Document of
**The World Bank**

**Report No.: 49142**

# PROJECT PERFORMANCE ASSESSMENT REPORT

## BURKINA FASO

## POST –PRIMARY EDUCATION PROJECT
## (CR. N0070)

**JUNE 26, 2009**

*Sector Evaluation Division*
*Independent Evaluation Group*

## Currency Equivalents (annual averages)

*Currency Unit = West African CFA Franc (XOF)*

**Post- Primary Education Project**

| As of July 1, 1996 (Appraisal) | As of April 30, 2004 |
|---|---|
| US$1 = 515 FCFA | US$1 = 552 FCFA |
| 1 FCFA = US$ (NA) | 1 FCFA = US$ (NA) |

## Abbreviations and Acronyms

| | |
|---|---|
| BEPC | Lower secondary education diploma (Brevet d'Études du Premier Cycle) |
| CAS | Country Assistance Strategy |
| CENAMAFS | Center for Provision of Textbooks (Centre National des Manuels Scolaires et Fournitures Scolaires) |
| DCA | Development Credit Agreement |
| DPL | Development Policy Loan |
| EFA | Education for All |
| EMIS | Educational Management information system |
| EU | European Union |
| FCFA | *Franc de la Communauté Financière Africaine* |
| FTI | Fast-Track Initiative to achieve Education for All |
| GDP | Gross domestic product |
| ICR | Implementation Completion Report |
| IDA | International Development Association |
| IEG | Independent Evaluation Group |
| ISR | Implementation Status and Results Report |
| MEBA | Ministry of Basic Education and Literacy (Ministère de l'Enseignement de Base et d'Alphabétisation) |
| MESSRS | Ministry of Secondary and Higher Education and Scientific Research |
| NGO | Nongovernmental organization |
| OECD | Organization for Economic Cooperation and Development |
| PAD | Project Appraisal Document |
| PCU | Project Coordination Unit |
| PIU | Project Implementation Unit |
| PPAR | Project Performance Assessment Report |
| PRSP | Poverty Reduction Strategy Paper |
| PRSC | Poverty Reduction Strategy Credit |
| QAG | Quality Assurance Group |
| SWAP | Sector-Wide Approach |
| UNESCO | United Nations Educational, Scientific, and Cultural Organization |
| UNICEF | United Nations Children's Fund |

## Fiscal Year

Government: January 1 — December 31

| | | |
|---|---|---|
| Director-General, Evaluation | : | Mr. Vinod Thomas |
| Director, Independent Evaluation Group, World Bank | : | Ms. Cheryl Gray |
| Manager, Sector Evaluation Division | : | Ms. Monika Huppi |
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**IEGWB Mission: Enhancing development effectiveness through excellence and independence in evaluation.**

**About this Report**

The Independent Evaluation Group assesses the programs and activities of the World Bank for two purposes: first, to ensure the integrity of the Bank's self-evaluation process and to verify that the Bank's work is producing the expected results, and second, to help develop improved directions, policies, and procedures through the dissemination of lessons drawn from experience. As part of this work, IEGWB annually assesses about 25 percent of the Bank's lending operations. In selecting operations for assessment, preference is given to those that are innovative, large, or complex; those that are relevant to upcoming studies or country evaluations; those for which Executive Directors or Bank management have requested assessments; and those that are likely to generate important lessons. The operations, topics, and analytical approaches selected for assessment support larger evaluation studies.

A Project Performance Assessment Report (PPAR) is based on a review of the Implementation Completion Report (a self-evaluation by the responsible Bank department) and fieldwork conducted by IEGWB. To prepare PPARs, IEGWB staff examine project files and other documents, interview operational staff, and in most cases visit the borrowing country to discuss the operation with staff of the Bank and the government, other stakeholders, and beneficiaries. The PPAR thereby seeks to validate and augment the information provided in the ICR, as well as examine issues of special interest to broader IEGWB studies.

Each PPAR is subject to peer review and IEGWB management approval. Once cleared internally, the PPAR is reviewed by the responsible Bank department and amended as necessary. The completed PPAR is then sent to the borrower for review; the borrowers' comments are attached to the document that is sent to the Bank's Board of Executive Directors. After an assessment report has been sent to the Board, it is disclosed to the public.

**About the IEGWB Rating System**

The time-tested evaluation methods used by IEGWB are suited to the broad range of the World Bank's work. The methods offer both rigor and a necessary level of flexibility to adapt to lending instrument, project design, or sectoral approach. IEGWB evaluators all apply the same basic method to arrive at their project ratings. Following is the definition and rating scale used for each evaluation criterion (additional information is available on the IEGWB website: http://worldbank.org/ieg).

***Outcome:*** The extent to which the operation's major relevant objectives were achieved, or are expected to be achieved, efficiently. The rating has three dimensions: relevance of objectives, efficacy, and efficiency. *Relevance of objectives* is the extent to which the project's objectives are consistent with the country's current development priorities and with current Bank country and sectoral assistance strategies and corporate goals (expressed in Poverty Reduction Strategy Papers, Country Assistance Strategies, Sector Strategy Papers, Operational Policies). *Efficacy* is the extent to which the project's objectives were achieved, or expected to be achieved, taking into account their relative importance. *Efficiency* is the extent to which the project achieved, or is expected to achieve, a return higher than the opportunity cost of capital and benefits at least cost compared to alternatives. The efficiency dimension generally is not applied to adjustment operations. *Possible ratings:* Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory.

***Risk to Development Outcome:*** The risk, at the time of evaluation, that development outcomes (or expected outcomes) will not be maintained (or realized). *Possible ratings:* High, Significant, Moderate, Negligible to Low, Not Evaluable.

***Bank Performance:*** The extent to which services provided by the Bank ensured quality at entry of the operation and supported effective implementation through appropriate supervision (including ensuring adequate transition arrangements for regular operation of supported activities after loan/credit closing, toward the achievement of development outcomes. The rating has two dimensions: quality at entry and quality of supervision. *Possible ratings:* Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory.

***Borrower Performance:*** The extent to which the borrower assumed ownership and responsibility to ensure quality of preparation and implementation, and complied with covenants and agreements, towards the achievement of development objectives and sustainability. The rating has two dimensions: government performance and implementing agency performance. *Possible ratings:* Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory.

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# Principal Ratings

| | *ICR** | *ICR Review** | *PPAR* |
|---|---|---|---|
| ***Post- Primary Education Project I (Cr. N0070 )*** | | | |
| Outcome | Satisfactory | Satisfactory | Satisfactory |
| Institutional Development Impact | Substantial | Substantial | n/a |
| Risk to Development Outcome** | | | Moderate |
| (Sustainability) | Likely | Likely | |
| Bank Performance | Satisfactory | Satisfactory | Moderately Satisfactory |
| Borrower Performance | Satisfactory | Satisfactory | Satisfactory |

* The Implementation Completion Report (ICR) is a self-evaluation by the responsible operational division of the Bank. The ICR Review is an intermediate IEG product that seeks to independently verify the findings of the ICR.
** According to the 2006 harmonization guidelines, sustainability has been replaced with a "risk to development outcome" rating.

# Key Staff Responsible

| | *Task Manager/ Leader* | *Division Chief/ Sector Director* | *Country Director* |
|---|---|---|---|
| ***Post-Primary Education Project I (Cr. N0070)*** | | | |
| Appraisal | Makha N'Dao | Helena Ribe | Serge Michailof |
| Supervision | Makha N'Dao | Alexandre Abrantes | A. David Craig |
| Completion | Pierre Joseph Kamano | Alexandre Abrantes | A. David Craig |

# Preface

This is the Project Performance Assessment Report (PPAR) on an education project in Burkina Faso.

The first Post-Primary Education Project (Cr. N0070) was approved on December 24, 1996 for a credit of US$26 million equivalent. The Credit closed on April 30, 2004 after two extensions totaling 22 months, and US$0.34 million were canceled.

The PPAR was conducted to assess the outcomes of Bank policy and investments in a low-income country that underwent a period of civil conflict and political upheaval.

The document is based on the following sources: Implementation Completion Reports (ICR), Project Appraisal Document (PAD) Development Credit Agreement, and project files, particularly the supervision reports. Also, IEG consulted the research literature, reports on Burkina Faso, and data on schooling trends. An IEG mission visited Burkina Faso in April 2009 to interview officials, donors, and beneficiaries, observe instruction in schools, and collect other pertinent information. Field visits took place in the regions of Bulkiemde, Bazenga, Oubritenga, Kurweogo and the cities of Ouagadougou and Koudougou. The author thanks the government officials who received the mission for their extensive cooperation.

Following standard IEG procedures, a copy of the draft report was sent to government officials and agencies for their review and comments. Their comments are presented in Annex E.

## Summary

This document reviews the performance of the Post-Primary Education Project (Cr. N0070) approved in FY97. Overall, the project aimed to have more and better-trained students graduated from secondary schools at reduced scholarship costs, with increased equality between genders and income levels. It also provided library facilities to universities.

The project reflected a government commitment to expand access to secondary education while still in the process of expanding primary education access. The investment was oriented towards the inputs needed to enable an additional 8000 students attend lower secondary schools: construction of 63 secondary schools in underserved areas, training of educators, textbook acquisition, curricular studies, and a private-public partnership to enhance private-sector capacity for admitting more students. Despite limited implementation capacity and delays, most activities were carried out. An innovative public-private partnership helped increase capacity in private schools. Thus, project inputs resulted in substantial enrollment increases overall, as well as in lower-income areas and for girls. The access and equity objectives, as well as associated targets were attained.

The project had limited success with imparting to students knowledge that would enable them to pass examinations and meet labor market demands. About 1.7 million textbooks were procured and rented at affordable rates to students. A revolving fund was established for textbook replacement, but funds remained unused. Textbook acquisition during a follow-on post-secondary education project (currently under implementation) was delayed by two years due to pricing and curricular issues. As a result, few textbooks remained available in schools by 2009. The IEG mission found that the vast majority of class time is spent in blackboard copying and verbatim dictation of the contents in the missing textbooks. Thus, it is uncertain whether graduates are better trained as a result of the project.

Overall, the number of students who stay in school and transition to higher secondary education has increased. Contrary to expectations at project appraisal, however, repetition rates have stagnated instead of dropping. Low pass rates at the *Baccalauréat* examination mean that most students fail in their efforts to graduate from secondary school. However, increasing efficiency for secondary schools may conflict with higher education management needs. Policies may be needed to separate secondary school graduation from university admission.

The outcome of the Post-Primary Education Project is rated *satisfactory*. Almost all targets were met, and access to secondary education substantially increased, though it is uncertain that graduates were better trained. Risk to development outcomes is rated moderate; although there is much demand for secondary education, the maintenance status of the new buildings and sustainability of expenditures are uncertain. Bank performance is rated *moderately satisfactory*, due to delays in approvals and poorly articulated communications with government staff. Borrower performance is rated *satisfactory* because, despite many challenges, most project activities were carried out.

This assessment provides a number of lessons for the education sector:

- To obtain job-relevant skills from school enrollment students must first and foremost acquire pertinent and suitably organized knowledge. If secondary education does not impart the necessary knowledge, the labor market may be unable to use the graduates when demand arises (paras. 4.12, 4.16-4.18).

- In low-income countries where substantial numbers of students fail to acquire basic skills, application of the available curricula and textbooks may be more important than development of new curricula. New curricula may be in principle desirable, but they should be realistically implementable in low-income classrooms (para. 3.5, 4.19).

- Subsidizing private secondary education may help increase access in countries where secondary education is constrained. Where student demand is high, increasing the availability of private schools may enable the government to concentrate public resources on lower income and underserved groups (para. 3.11).

- Textbooks or systematically reproduced materials are a prerequisite for knowledge management at all levels of education. Their availability should be a policy priority. Without textbooks and training of teachers in their use (particularly where teachers themselves have studied without them), knowledge becomes constricted, and systemic efficiency is low. The cost and availability of Francophone textbooks has been a long-standing problem, for which clear solutions have not emerged (para.4.15, 6.3).

Vinod Thomas
Director-General
Evaluation

# 1. Background

1.1 Burkina Faso is a landlocked, sparsely populated country of about 14.4 million people with a US$440 per capita income.[1] The mainly agricultural population has an adult literacy rate of only about 24 percent. About 62 languages are spoken, and though the Mooré is spoken or understood by about 75 percent of the people, the official language of instruction is French.

1.2 This country, known as Upper Volta until 1983, was a former French colony that became independent in 1960. At that time it was decided that universal primary education would be unaffordable, so formal schools would mainly exist in towns, and rural residents would get nonformal education at ages 12–14. The Bank in the 1970s supported this policy (through credits 430-UV and 956-UV) but started to promote formal education in the 1980s when the nonformal policy proved unfeasible (OED 2001).

### THE EDUCATION SECTOR IN BURKINA FASO

1.3 For formal education, Burkina Faso follows the traditional French system. Burkina Faso has a six-year primary school followed by 7 years of secondary.[2] (The 7 grades have inverse names in French, i.e. 6ème, 5ème, 4ème, 3ème, 2ème, première, terminale). Lower secondary education comprises grades 7-10 (6ème-3ème), and upper secondary comprises the rest. At the end of grade 10, there is an entrance examination to senior secondary education. At the end of grade 13, students take the Baccalauréat examination, which is administered by the university and simultaneously serves as a secondary education leaving certificate and a university entrance examination. Because countries cannot afford to admit all graduates to the university, availability of university space influences secondary education completion rates in Francophone countries.[3] Most Francophone countries have had difficulty developing a clear strategy for dealing with this issue (Chapter 6).

1.4 Due to the recent establishment of formal education in Burkina Faso, enrollments are still low (Figures 1-1 and 1-2). The primary gross enrollment rate that was about 5 percent in 1960 had increased to 38 percent by 1996 and to 81.3 percent by 2007.[4] Still, quality of education is very limited, and many students at all grades fail to learn sufficient material; only about 45 percent of school leavers are literate, compared with 68 percent of other sub-Saharan Africa countries (Figure 4-3). Primary completion rate has been

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[1] Country at a Glance, 2009.

[2] There are two ministries of education: Ministry of Basic Education and Literacy (MEBA) for primary education, and the Ministry of Secondary and Higher Education and Scientific Research ( (MESSRS) for post-primary education. Curricula are decided by the respective ministries in the capital and are taught with few variations throughout the country.

[3] Descriptions of the Baccalauréat system and issues, see Helms 2008, Beck 1970, OECD 1998.

[4] Country status report, 2009 draft.

about 31 percent.[5] Girls have had very limited access to schooling and perform worse than boys at all levels of education. One reason for the poor results is limited knowledge of French; the language is treated as if it were students' mother tongue rather than a foreign language, so students receive no dictionaries, and the textbooks contain early on vocabulary expected of native speakers. Another reason is a short academic year. In secondary schools it extends from the second week of October to the end of May, when the rainy season starts.[6]

**Figure 1-1: Primary education enrollment trends**

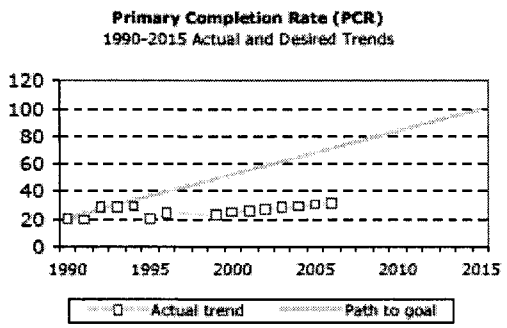
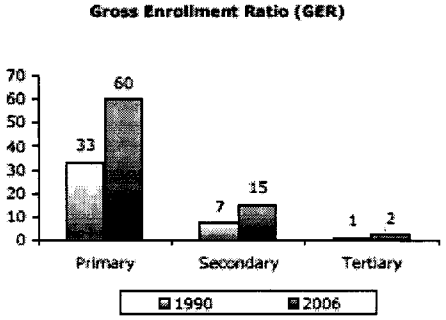



**Figure 1-2: Enrollment ratios at all levels**




Source: Country at a glance, 2006 data

1.5 The country has two ministries of education: Ministry of Basic Education and Literacy (MEBA) for primary education, and the Ministry of Secondary and Higher Education and Scientific Research (MESSRS) for post-primary education. Curricula are decided by the respective ministries in the capital and are taught with few variations throughout the country. Education is primarily public; private schools in 2006/07 accounted for 14 percent at the primary level, about 35 percent at the secondary, and 76 percent in technical education, and 17 percent in higher education.[7] Primary education is free, but secondary education requires modest tuition fees. (See subsequent sections.) To facilitate enrolment in secondary and higher education the government in earlier years gave scholarships, which consumed a substantial amount of its budget. Alleviating this burden has been challenging.

## BANK SECTOR STRATEGY

1.6 In 1996, the government was determined to increase access to secondary education. Primary education access was still limited. However, secondary education was deemed crucial for the production of teachers and for an improved response to the

[5] Country at a Glance 2009. Some of the data provided by different sources vary considerably (e.g. student-teacher ratios vary between 29.6 in Edstats vs. 26-86 in the country status report. This report uses the figures have are more consistent.

[6] Country status report, 2009 draft.

[7] Draft country status report, p. 7

demands of technically oriented labor market. The Government developed a Post-Primary Education Strategy to: (a) restructure the sector to use resources more efficiently; (b) increase the participation of the private sector in secondary education to free up resources for the expansion of public primary education; and (c) improve quality and efficiency. The strategy was accompanied by an investment plan for 1996-2005. The government asked for Bank support, and the Post-Primary Education Project (PEPP I, projet d'enseignement post-primaire) was formulated to respond to the post-primary education strategy.

**Table 1-1: World Bank - Education Lending in Burkina Faso**

| *Project name* | Project ID | *Credit no.* | *Approval FY* | *Final closing date* | *Credit amount ($ million)* | *Cancelled or undisbursed ($ million)* | *IEG Ratings Outcome* |
|---|---|---|---|---|---|---|---|
| ***Completed Projects*** | | | | | | | |
| First Education Project | P000260 | 430-UV | 1973 | 10/22/1980 | 2.85 | 0 | Unsatisfactory* |
| Second Education Project | P000270 | 956-UV | 1979 | 8/20/1986 | 14 | 3.61 | Unsatisfactory* |
| Primary Education Development (Education III) | P000282 | 1598-BUR | 1985 | 3/31/1994 | 21.6 | 2 | Moderately unsatisfactory |
| Fourth Education Project | P000282 | 2444-BUR | 1992 | 12/31/1998 | 24 | 0.045 | Satisfactory |
| Post-Primary Education | P000304 | N0070-BUR | 1997 | 430/2004 | 26 | 0.34 | Satisfactory |
| Development Learning Center LIL | P076159 | 3707-BUR | 2003 | 10/31/2008 | 2 | | Moderately unsatisfactory |
| ***Ongoing Projects*** | | | | | | | |
| Post-Primary Education II | P098956 | 4196-BUR | 2006 | 3/31/2010 | 23 | | |
| Basic Education sector adjustment Credit | P000309 | 4473-BUR | 2002 | 3/31/2011 | 33 | | |
| Basic Education Sector – additional financing | P110642 | 4473-BUR | 2008 | 3/31/2011 | 15 | | |
| Regional Training Center (International Institute for Water and Environmental Engineering) | P108791 | 4462-BUR | 2008 | 5/31/2012 | 5 | | |

*Note: the ratings of these older projects have been imputed from project documents.

1.7 This project was only a starting point. In 2004, more than half of the 125,000 students completing primary education were still unable to enter into secondary education. The demand for places in public secondary schools was far greater than the availability of places, especially in urban areas. The Bank therefore agreed to finance a follow-on investment project that started in 2006 and will complete in March 2010 (Table 1.1). This operation supports a large increase in enrollment, especially at the junior secondary level, with a planned increase in the intake ratio from 22 percent of students in 2004 to 40 percent by 2009. The IDA funding of US$22.9 million is supplemented by cofinancing from the Netherlands of 22 million euros. A Development Policy Loan (DPL) was being prepared in March 2009 as a follow-on project. Other donors involved in secondary education are Austria, Denmark, the African Development Bank (AfDB), which also finances vocational education, and the Islamic Development Bank.

1.8 The education sector also benefited from policy and financing inputs from structural adjustment loans and eight Poverty Reduction Support Credits (PRSCs; FY01-09). These mainly targeted primary education, but secondary also received some attention. The Structural Adjustment Credit III (Cr. 3299; FY 2000) helped shift six ministries, including the Ministry of post-secondary education (MESSRS) to performance budgeting with outcome indicators to monitor efficiency, and increased accountability for line managers. The 5th and 6th PRSCs also supported increased resources for lower secondary education.

# 2. Project Objectives and Relevance

**Table 2-1: Burkina Faso: Post-Primary Education Project I**

| *Objectives*[8] | *Components* |
|---|---|
| **According to Project Appraisal Document:**<br>The project aimed to have more and better-trained students graduated from secondary schools at reduced subsidy costs, with increased equality between genders and income levels.<br><br>The achievement of this objective was to be evaluated on the basis of the following indicators:<br><br>(a) increasing the proportion of primary school graduates who continued on to lower secondary education from 27% to 30%;<br>(b) reducing the grade repetition rate from 25% to 20%;<br>(c) cutting total student social subsidies in higher and secondary education from FCFA 4.8 billion to FCFA 2.2 billion;<br>(d) increasing the proportion of girls enrolled in secondary school from 35% to 40%; and<br>(e) enrollment of 8,000 additional students in the ten provinces with the highest incidence of poverty and lowest school coverage. | ⇒ **Access to lower secondary education** (US$17.4 m at appraisal, US$19.5 m actual) for civil works aimed at: (i) increasing the enrollment rate in lower secondary education (from 7.2% to 10.2% by 2002); (ii) improving equal access to education by enrolling 8,000 new students in the ten provinces with the lowest enrollment rate; (iii) supporting the development of private schools' capacity to enroll 40% of students in lower secondary education; and (iv) increasing the proportion of girls in total enrollment from 32% to 40% by 2002.<br>⇒ **Quality of post-primary education** (US$12.8 m at appraisal, US$13.8 m actual) to: (i) reform pre- and in-service training to improve the effectiveness of secondary school teachers as well as newly recruited teachers; (ii) reform school curricula and existing programs, and (iii) provide textbooks and teaching materials for teachers and for students.<br>⇒ **Institutional strengthening** of the Ministry of Secondary Education, Higher Education, and Research planning and management capacities at the regional and central level (US$3.2 m at appraisal, US$3.3 m actual) through support for: (i) education planning; (ii) financial and personnel management, and (iii) coordination of education projects. |

[8] According to the Development Credit Agreement, the objective of the Project is to assist the Borrower in the implementation of the Program through: (a) the promotion of cost effective and equitable use of public education resources; and (b) increasing access to, and the quality of, education. The project appraisal document (PAD) objectives are used in this assessment because they are more specific. Neither set of objectives mentioned library inputs to the university.

**RELEVANCE**

2.1 The relevance of objectives is **high**. The project development objectives have been consistent with the Government's Post-Primary Education Strategy and long-term objectives as defined in the Country Assistance Strategy (CAS) of June 1996, which emphasized promoting poverty reduction through increased economic growth and support for human resources development. They continued to remain relevant with the 2002 Poverty Reduction Strategy Plan (PRSP) and 2007 CAS.

2.2 Overall, the design was **substantially relevant** to project objectives. There was a need to invest in secondary education because this level of knowledge is necessary for the preparation of primary teachers and workers of other professions. Also there was a need to reduce the scholarship bill that often financed the studies of the wealthier students in order to invest in areas with more limited coverage. Although the project name hinted at investments in post-secondary education, the university investments were limited to a library building and books (Annex Table A-1). PEPP I was oriented towards the acquisition of hardware and goods, the basic infrastructure needed to provide secondary education services and expand access. As an initial project in a subsector of limited capacity, the design also had to remain relatively simple. Yet, it included innovative components that proved realistically implementable, such as a rental scheme for textbooks and a private-public partnership. To facilitate secondary school completion, however, the project could have included textbooks for the higher secondary grades and clear actions for increasing the amount of information students acquire in schools. The short academic year and need to use instructional time efficiently was raised as an issue in the PAD, but no plans were developed for monitoring or increasing it.

# 3. Project Implementation

3.1 The project started with a 10-month delay due to limited implementation capacity. Staff turnover and limited expertise in procurement led to initially low disbursements, and civil unrest related to political events circa 2000 also delayed the execution of various activities. Nevertheless, the implementers worked fast and to some extent caught up; the midterm review documents show satisfactory performance given the difficulties of the country. After extensions totalling two years, most planned activities were eventually carried out. (Outcome indicators to be attained by 2002 are shown as attained in 2004.) The project benefited from a project implementation unit (PIU), staffed partly by private-sector staff. The Bank had promoted the use of Faso Baara, a national implementation agency that built schools in earlier projects. This agency built 10 schools, and local contractors built the rest. Local communities were to be involved in the construction, operation, and maintenance of the schools, but their capacity proved to be limited.

3.2 The section below discusses the implementation of the most important activities of this project. For a complete list of inputs, outputs, and outcomes see Annex Table A-1.

## ACCESS TO LOWER SECONDARY EDUCATION

3.3 To increase the number of students graduating from secondary schools, the project was to build 80 new schools and 160 additional classrooms, mainly in the 10 least covered provinces. The timeframe needed to carry out the building program was underestimated, so infrastructure targets were scaled down. However, 63 new lower-secondary schools were built and equipped, many with water wells and teacher housing. The project also helped the private sector increase capacity, given that about 35 percent of lower secondary schools in 2007 were private; 54 classrooms were built in overcrowded private secondary schools that had land available and could build additional classrooms on a matching basis. These 108 new private classrooms enrolled an additional 3,780 students in lower secondary school in 2003-2004.

## QUALITY IMPROVEMENT

3.4 *Teacher training and deployment.* The project included training of teachers, school directors, and inspectors. It financed in-service training for more than 2,200 teachers in all subjects, 90 pedagogical advisors, and more than 440 headmasters. Preservice training was reformed by introducing a 30-week training program composed of two-thirds subject matter and one-third practice in a school setting under supervision. With bilateral aid, 21 staff went for study abroad and returned to become inspectors. The project also financed training and preparation for improved inspections and school-based help. Before the project, all inspectors were based in Ouagadougou, and provincial schools were rarely supervised.

3.5 *Curricular Reform.* The curricula had changed little since 1960. They were to be reformed on the basis of labor market needs, applicability, examination results, and new courses such as information technology, would be introduced. According to the PAD, the project would analyze the skills needed in various occupations held by secondary school graduates working and educate students accordingly. These curricular changes were ambitious and did not take into account the stringent course content needed to pass the *Baccalauréat* for university entrance nor the desire of the elites to ensure their children's admission to universities abroad. It was also unclear how new curricula would differ, given that some of textbooks to be procured were based on standards developed in the sub-Saharan countries. Eventually, activities were scaled down. Two curriculum studies were carried out with foreign technical assistance (one for general and one for technical secondary education). There was a limited follow up of recommendations,[9] and the follow-on project also has carried out few curricular reform activities (Annex B).

3.6 *Textbook acquisition.* The project financed the purchase of 1,766,000 million textbooks in 2000 and 2003, surpassing anticipated targets. The books were printed overseas and imported. Some had been authored by Burkinabe educators, while others were written by teams of educators from various sub-Saharan countries. The textbook/student ratio improved from four students per book to one per student in French,

[9] Despite efforts, the IEG mission was unable to obtain these curricular documents from PEPP I. Also, draft curricular documents were unavailable during the IEG mission.

grammar, physics and chemistry, mathematics, sciences, history and geography. Teacher's guides were issued free to staff in public schools, and private schools received the books at cost. Textbooks were expected to last about four years. To ensure continuous availability, a rental scheme was developed and students rented the books for of FCFA 500 (about US$1) per book.

### INSTITUTIONAL STRENGTHENING

3.7 Considerable training was delivered to MESSRS staff for upgrading management skills in MIS, exams, school mapping, and performance monitoring. As a result, data became available for monitoring indicators on a timely basis.

3.8 Secondary and higher education students had been receiving scholarships which had represented nearly half of the Ministry budget. Between 1995 and 2003 these were reduced from FCFA 4.8 billion to FCFA 1.5 billion (exceeding the target of FCFA a 2.2 billion reduction). Also the government introduced fees at the university, a policy that was implemented in 2002 despite student disruptions. The restaurants at the universities of Ouagadougou and Bobo Dioulasso were transferred to private management, and the number of students' grants was drastically reduced (from 3,407 to 500 students). Also in 1998-1999, about 200 under-utilized teachers were redeployed to schools in the provinces.

3.9 *Financial sustainability.* Through the PEPP I project, the government took measures to strengthen cost recovery in secondary and higher education. To mitigate the effects of reducing scholarships, school fees were reduced to about 20,000 FCFA (about US$40) for the first registration, and 5,000 FCFA (about US$10) for subsequent registrations. (These had gradually increased again to an average of 40,000 FCFA - about US$80 - for schools visited by the IEG mission). Schools keep 75 percent of the tuition collected as budget for various needs.

## Private sector involvement

3.10 Appraisal documents showed expectations that non-public education was to absorb 40 percent of the enrollment by the year 2001 as a result of increased capacity to facilities managed by private owners, NGOs, and municipalities. PEPP I constructed seven new secondary schools for lease-purchase. These schools, whose average cost was 75,000,000 FCFA (about US$160,000), were rented to private owners on a 12-year amortization basis. At the end of this period, the owners who paid for them would own them. (PEPP II has been in the process of building another 20 private schools.)

3.11 At the Bank's suggestion, MESSRS established a formal partnership with the private sector, including secondary schools with religious affiliations; schools owned and operated by individuals, nongovernmental organizations, or voluntary associations; and evening classes operated by associations and teachers unions. Agreements with the Catholic Church, the Association of Private Secondary Schools, and individual private secondary general and technical schools have been signed. These agreements allowed the private providers to establish secondary schools reflecting their specific objectives, to

recruit staff and students, to provide religious instruction, to benefit from public subsidies, and to charge the fees necessary for their operation—provided they respected national legislation. They were to implement the national curricula, ensure quality of instruction, and accept pupils assigned to their schools by the government. New lower secondary schools would be provided with two government-paid teachers, and the communities would contract for additional teachers as needed (Verspoor and SEIA Team 2008). By financing private secondary schools, government was to withdraw from daily management, and thus decentralize secondary education. (ICR p. 8).

# 4. Achievement of the Project Objectives

4.1 The project had a single objective with multiple parts. For greater clarity each part is discussed separately. Thus, the report assesses the objective of Table 2-1 as four subobjectives: (a) more students graduating from secondary schools; (b) increased equality between genders and income levels; (c) better-trained students graduated from secondary schools; and (d) reduced subsidy costs. To facilitate discussion, the order of subobjectives has been changed. (Relevant targets are in Table 4-1). To provide continuity to present conditions, the pertinent activities of the follow-on project PEPP II are briefly presented in Annex B.

**Table 4-1: Indicator Target Values at Appraisal and Values Achieved at Project End**

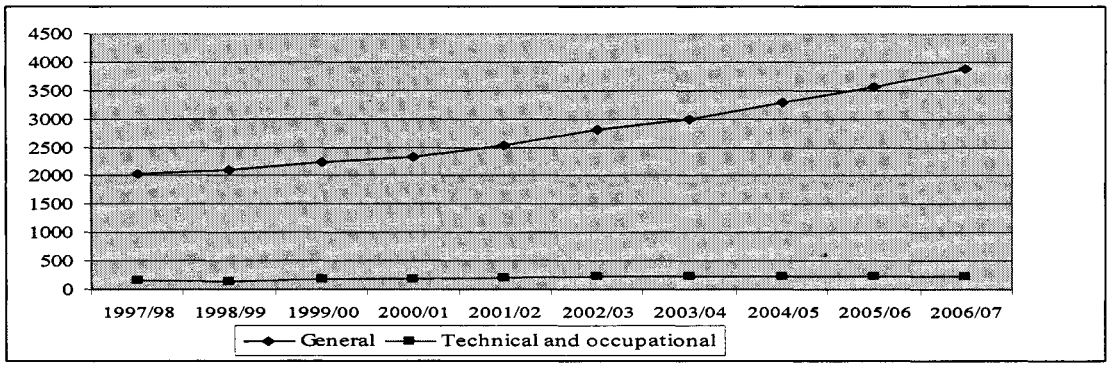
| Outcome indicators | Baseline | Target at project end | Achievement |
|---|---|---|---|
| Increase the transition rate from primary to secondary level | 27% in 1994/95 | 35% in 2005 | 42.1% |
| Increase lower secondary enrollments | 7.2% | To 10.2%<br>by 42% | To about 16%<br>By 75.5% |
| Decrease the total student social subsidy in both higher and secondary education | From CFAF 4.8 billion | CFAF 2.2 billion | Exceeded |
| Enroll additional students in the 10 provinces with the lowest levels of access to secondary education | n/a | 8000 | 11,954 |
| Increase the proportion of girls in enrollment | 32% | 40% | 40.2% |

**OBJECTIVE PART (A): MORE STUDENTS GRADUATING FROM SECONDARY SCHOOLS (SUBSTANTIAL)**

4.2 The World Bank (Annex Table A-1), but also the AfDB and some NGOs made investments in school construction. As a result, the number of secondary schools in the country rose from 220 in 1996 to about 520 in 2004, and 662 in 2007(Figure 4-1 ).[10]

[10] PAD and draft country status report, 2009

**Figure 4-1: Trends in numbers of classrooms for general and technical education**




Source : *Annuaires statistiques MESSRS*

4.3 The availability of infrastructure greatly helped increase access to secondary education (Annex Table A-1; also see below). The gross enrollment rate increased from 7.2 percent to 12.2 percent between 1996 and 2004, thus meeting the project target of 10 percent (Figure 4-4). The proportion of primary school graduates continuing to lower secondary education increased from 27 to 42 percent between 1997 and 2003, surpassing the initial project target of 30 percent. In fact, demand far exceeded supply of student places; the student-teacher ratio in lower secondary education rose from 42 to 86 students per teacher between 2002 and 2006 (Annex Table C-4).

4.4 The number of students enrolled in private lower secondary schools rose by 85 percent between 1996 and 2003. The proportion of girls enrolled in private schools more than doubled during the same period, to 33,719 in total (PEPP I Implementation Completion Report - ICR p. 8).

4.5 An evaluation study, however, found that many of the schools built had significant construction issues that included code violations and use of low-quality materials (AGEM Development 2004). Also about 72 percent of the classrooms were smaller than the expected norms, 63 m2. The IEG mission visited two schools with significant structural problems and early failure of materials. [11] It was unclear how much the repairs would cost and how they would fit into the limited budget of MESSRS (Figure 4-2 and Figure 4-3).

[11] The mission visited 16 secondary schools in a radius of about 100 km from Ouagadougou. Most schools were in poor rural areas, and they were: Philippe Zinda (Ouagadougou), Bangre Noma (private Ouagadougou), Lycee professional de Kadiogo, SOGPELCE (Thyou), Lycee departmental de Sabou, Secondary school of Surghumbila, College de Niou, College Yennenga (NGO), College de fraternite (Kombissiri), Ecole municpale de Kombissiri, College de Lumbila, College des Nations (Ouagadougou), College Nabonswende, Lycee Communal Rimvougre, College Hadja Koutouga Diallo, Lycee Municipal Ziniare. The mission also visited the Yarogo ecole primaire and Ecole Normale Superieure (Koudougou). The sample is based on convenience and used for illustration rather than rating projects.

**Figure 4-2: Structural damage in a new school**

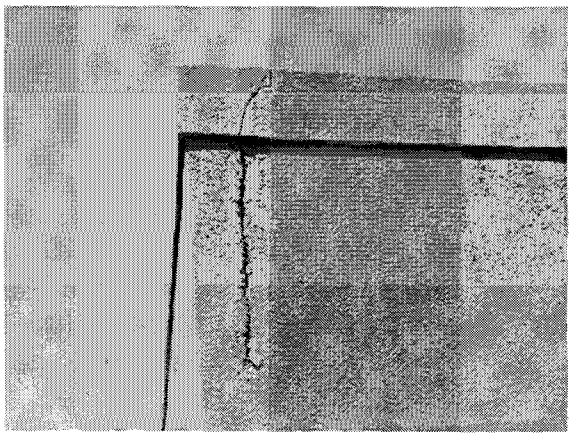
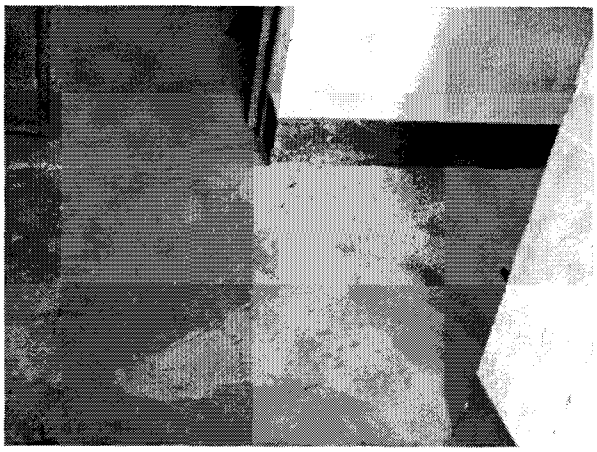


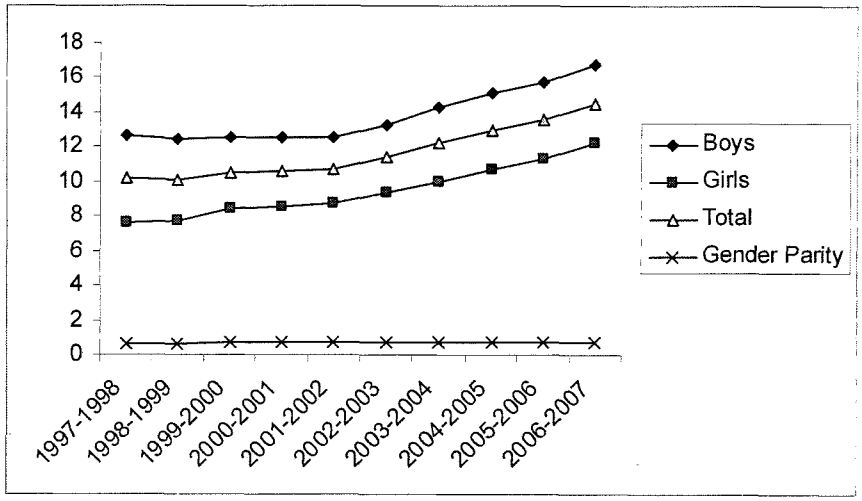
**Figure 4-3: Poor-quality concrete of limited durability**



**OBJECTIVE PART (B): INCREASED EQUALITY BETWEEN GENDERS AND INCOME LEVELS (SUBSTANTIAL)**

4.6 The construction program helped increase access for the poorer students and for girls. The number of additional students enrolled between 1995 and 2003 in the ten provinces with the highest incidence of poverty and lowest coverage rose by 85 percent, from 13,353 to 24,738; that is 11,385 new students enrolled compared to the project target of 8,000 (PEPP I, ICR, p. 6).

**Figure 4-4: Gross enrollment rates by gender**




Source: draft country status report, 2009

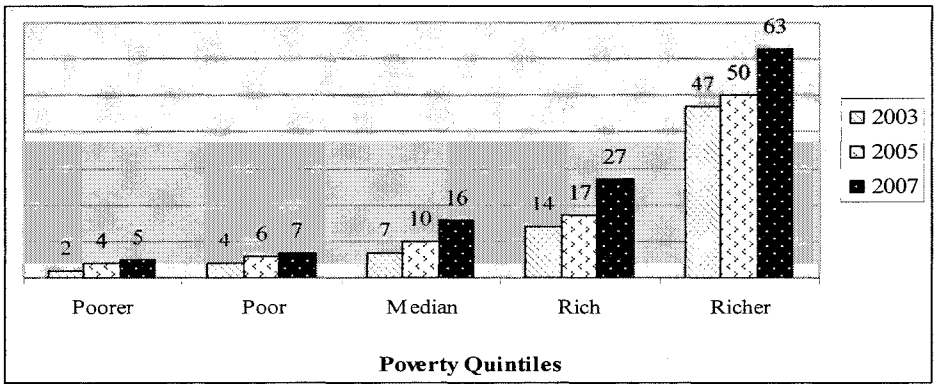
4.7 The effort to increase girls' enrollment in low coverage areas proved successful. Out of 194,705 new students registered in lower secondary, 78,855 (40.5 percent) were

girls. Of these new female students, 7,821 were from the ten provinces with the lowest enrollment rate, accounting for 31.6 percent of students enrolled in these ten provinces. Overall, the proportion of girls enrolled in secondary schools rose from 35 to 40.2 percent, achieving the target outcome of 40 percent. Girls' enrolment rates continued to climb in the years after the project ended, reaching 14.5 percent in 2006/07 (Figure 4-4).

4.8 To promote girls' education, 60 percent of the student rooms in secondary and university dormitories were to be reserved for girls. Girls also became the exclusive recipients of secondary school scholarships beginning in 1996, with priority placed on the 10 provinces with the lowest enrollment. The trends of girls' enrollment suggest that the project may have had the desired effect; the gender parity index rose steadily from 0.60 in 1997 to 0.73 in 2006 (Figure 4-4, Annex Table C-1).

4.9 With respect to socioeconomic equity in access, the picture is somewhat mixed (Figure 4-5). The enrolment rate of the poorest students more than doubled (from 2 to 5 percent of enrolment in 2003-2007), whereas the increase among the better off students was less dramatic percentage-wise (from 47 to 63 percent in 2003-2007). Numerically, more students from the higher socioeconomic quintiles enrolled in secondary education, but this difference is at least partly due to eligibility; students from better off families have had greater access to primary education. No studies have been conducted to find out the extent to which qualified low-income students are barred from attending secondary school due to tuition requirements, knowledge levels or distance from the already crowded schools (also see para. 4.26).

**Figure 4-5: Secondary-level gross enrollment rates by poverty quintiles between 2003 and 2007**




Source: Country status report 2009, Figure 6.3 (citing Nouve and Wodon (2007) on the QUIBB surveys of 2003, 2005 and 2007)

### OBJECTIVE PART (C): BETTER-TRAINED STUDENTS GRADUATED FROM SECONDARY SCHOOLS (MODEST)

4.10 To fulfil this objective, the project provided several inputs aimed at improving the quality of education and increasing learning outcomes. These included plans to revamp curricula, acquisition of textbooks, and training of educators. Overall, there is little direct evidence that graduating students were better trained, partly because due to a lack of data on learning outcomes.

4.11 *Teacher training and deployment.* Teacher training programs were implemented as expected, but there has been no evaluation of student-teachers' learning to inform on their effectiveness. Inservice training has expanded under PEPP II (Annex B). Some under-utilized teachers were redeployed to schools in the provinces during PEPP I, but new non-teaching teachers have joined the system. The government has expressed the expectation that regionalized recruitment, which started in 2008, will produce tighter controls. Furthermore, attrition from the front lines is frequent, with teachers becoming pedagogical advisors and inspectors. These only need to have five and eight years of teaching experience respectively. A rationalized use of teachers is critical, because in 2009, there was a deficit of about 1700 for existing schools.

**Table 4-2: Employment rates in 2007 among adults aged 25-34 by level of education**

| Level of education | Employed | Unemployed | Total |
|---|---|---|---|
| Primary or Less | 90.5 | 9.5 | 100 |
| Lower secondary (gr. 7-10) | 82.5 | 17.5 | 100 |
| Uppower secondary (gr. 11-13) | 87.2 | 12.9 | 100 |
| Higher education | 78.7 | 21.3 | 100 |
| Technician without grade 10 leaving certificate (BEPC) | 92.4 | 7.6 | 100 |
| Technician with grade 10 leaving certificate (BEPC) | 92.3 | 7.7 | 100 |
| **Total** | **89.5** | **10.5** | **100** |

Source: Draft country status report, table 5.6 (Source: INSD calculations the 2007 QUIBB survey)

4.12 *Curricula and labor market responsiveness.* The PAD had indicated that 65 percent of lower secondary graduates would find employment as a result of the project, though employment type was not specified. Labor market surveys show that about 82.5 percent of persons with lower secondary education work, but they tend to be occupied in unqualified labor rather than in work demanding knowledge from their studies. And lower secondary education graduates may be unemployed more often than primary education graduates, while university students have the highest unemployment rate (Table 4-3 and Annex Table C-2; draft country status report 2009). Curricular reform was expected to improve employability but it was not carried out during PEPP I and is a long-term goal under PEPP II (Annex B). Existing data do not indicate how much demand there is for highly skilled labor. But regardless of demand, even updated curricula as taught in Burkinabé schools, may fail to prepare students for such occupations (paras. 4.15-4.18).

4.13 *Textbooks and instructional materials.* The books were received in 2003 and were distributed. A project-financed evaluation found widespread acceptance and positive comments from teachers and students (SN-EFRAC 2004). The effects of textbooks at the

secondary level have not been evaluated, but in primary education textbooks have been linked to higher test scores.[12]

4.14 The government did not procure any books after 2003. The follow-on project experienced a two-year delay in textbook acquisition (Annex B).[13] Textbooks could have been procured through the revolving fund established for stock renewal through students' rental fees, but disagreements arose regarding the uses of the fund.[14] At the time of the IEG mission in 2009, a consultant company was to be hired to write a procedures manual for the use of the fund. Thus, the revolving fund for book replenishment proved feasible, but governance-related issues prevented it from being used for students' benefit.

4.15 During school visits the IEG mission found that textbooks procured in 2000-2003 were becoming scarce. They are not printed in Burkina Faso, so there is a continuing need to import them. Since students lack basic materials for study, teachers give word for word dictation or copy on the blackboard for students to transcribe. Furthermore, there is a total lack of textbooks in grades 11-13, higher education, and teacher training colleges. Therefore all post-primary classes spend most of the instructional time transcribing information rather than contemplating it. In fact, every day the textbooks get reproduced thousands of times in Burkina Faso (Figures 4-6 and 4-7). Teaching a course by transcription takes at least twice as long, according to one informant, and courses such as math and physics become too complex to be taught by dictation. Schools or universities might be expected to hand out stenciled or photocopied notes, but equipment and paper are expensive and scarce, so few if any handouts are given at any level of education.

4.16 If project inputs were to result in better trained graduates, some teacher training effects should be observable in classroom. For example, teachers would be observed to link new topics to previously taught topics, engage students in questions and answers, and monitor their work. However, the textbook scarcity leaves little time in the school hour to contemplate material, even if teachers knew what to do. All that could be observed besides transcription was repetition of disjointed items in a series. As human cognition is structured, serially encoded items cannot be easily retrieved to answer examination questions or to make decisions in life. Also very little information was encoded, given the amount of time students spend in class.[15]

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[12] Draft country status report, table 4.10, 2009. The mission asked some teachers how their practice differed during the period when everyone had textbooks, but responses were unclear. Some teachers had not been teaching at that time, while in a number of schools some textbooks were missing, and students again had to copy verbatim.

[13] French-speaking textbooks have production and distribution issues that have not been dealt with in a global fashion. Imported secondary textbooks cost about five times as much as primary textbooks, that are produced locally. One problem is that local companies cannot effectively compete with Canadian and French companies in international competitive bidding (ICB).

[14] In its response to the PPAR, the government noted that the funds remained unused at the advice of the Bank.

[15] Knowledge is cumulative, and without a close match of previously learned items, students cannot easily retain new information. To be retrievable, information should be contemplated and classified in long-term memory on the basis of meaning. Items memorized serially are retrievable only when that specific series is requested. Advanced readers and writers reorganize material during note-taking and thus may retain it, but

4.17 Nevertheless, it is unclear whether textbook availability would result in more contemplation of information during class. Transcription has been a long tradition, and teachers find it normal; some students mentioned to the mission that textbooks are meant to be cultural enrichment and are not needed in class. (The technical education teachers interviewed said that some students are practically illiterate and could not read the textbooks even if they had them.) One concern is that teachers at all levels have themselves been trained with a very limited amount of material, and they may not know or understand the subject well enough to discuss it, even if they had the textbooks and the opportunity.[16]

**Figure 4-6: Notebook pages of math dictated and copied in grade 7**

**Figure 4-7: The dictation process in grade 10**

It took seven minutes of dictation for the 93 students in a 10th grade classroom to write "Les industries Françaises ont connu un développement considerable mais rencontrent des difficultés dans les ressources.. »

4.18 For the textbooks to impart knowledge, the students should be able to read them and understand them. But the IEG mission gave informal oral reading tests to a convenience sample of students and found slow reading rates (about 98 words per minute) and in many cases limited text comprehension.[17] Of the approximately 41

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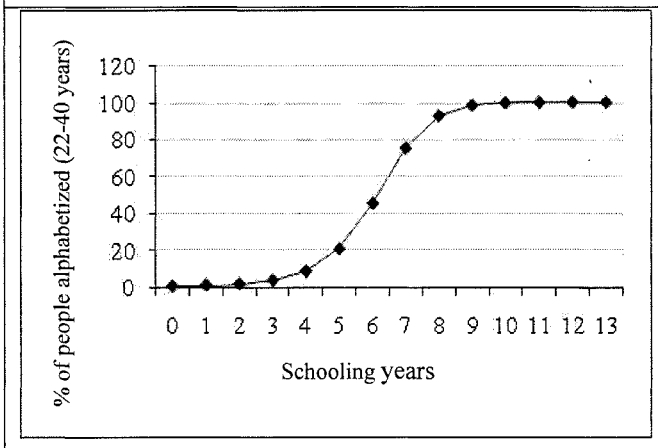
slow readers may be unable to process meaningful sentences within the limits of their 12-second working memory (See Abadzi 2006, Annex B for a review.) Students are more likely to recall sentences that are complex and would be found in textbooks than brief and disconnected notes (e.g. Stein et al. 1984). For more information on instructional time use see Abadzi 2007.

[16] The effects of teacher training should be expected to be observable in classrooms. But textbook deficits left few activity options for teachers, so it was impossible to assess whether teaching behaviors had been influenced by training.

[17] Students should read a text fast enough to contain it within their working memory and thus comprehend and encode the meaning in long-term memory. Reading rates for secondary education are available only in the US, where the 50$^{th}$ percentile of students in grades 6-8 reads at about 150 words per minute (Hasbrouck and Tindal 2006); 98 words per minute corresponds to the 25$^{th}$ percentile at the end of grade 4. Lack of textbooks restricts reading practices, so students' reading speed does not rise, and they remain perennially less capable of processing a large amount of text efficiently. However, public schools have no plans for remedial instruction, as do some Catholic schools. Since most students lack sufficient knowledge to do the work, they may not be able to answer questions. The IEG mission observed that the little time given to questions and answers was spent only with those students who volunteered. Perennial neglect in class may result in failure and subsequent dropout (Llambiri 2007).

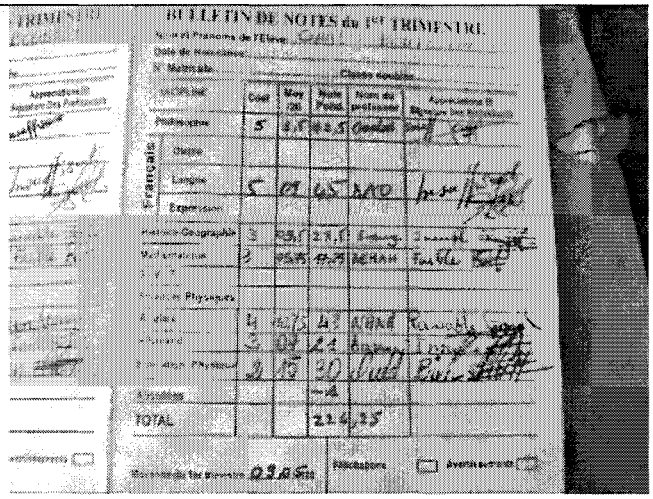
students tested informally, two seventh graders were found to be illiterate. Some others simply lacked sufficient knowledge of French vocabulary to understand what they read. *It appears, therefore that a number of students enter secondary school without the necessary language and reading skills necessary to understand textbooks and to build organized knowledge networks with the information provided to them in class.* A standardized test given to primary school students showed that only about 25 percent of them had acceptable scores (PEPP II PAD p. 21). Further evidence is provided by a 2003 demographic survey which showed that only about 45 percent of primary school graduates could read (Figure 4-8). Also, if textbooks had been efficiently used when available, dropout or repetition rates might have been lower between 2003 and 2006, but such a trend is not obvious.[18]

**Figure 4-8: Percentage of adults able to read by level of education**




Source : Demographic Health Survey (DHS), EDS 2003, draft country status report 2009, figure 4

**Figure 4-9: Failing grades**




Source: author

4.19 Project documents noted limited instructional time use but did not provide a plan to improve it. Loss of instructional time is considerable. In every school visited by the IEG mission there was at least one teacher missing. A study showed that only about 40 percent of the instructional hours are used (MESSRS 2008). The study focused on late openings and early closings of schools during the academic year, but sources of instructional time loss are multiple. Considering the wage bill of secondary education teachers, each instructional hour in each school costs about 4500 FCFA (US$9) per hour. If class is held in that hour, students mainly receive a dictation or blackboard copy of the already published books. Under PEPP II, curricula were expected to become competency –based rather than objective-based (Annex B). Given these circumstances, *it matters little whether curricula are competency-based or objective based.* Very little content is

[18] The high student teacher ratio (about 83 in lower secondary schools) means that teachers can do no more than one evaluation per student per trimester. Thus students have very limited opportunities to show the extent of their knowledge, and any personal difficulties may count against them.

covered in class, and curricular changes alone would not make students more active or better able to use the information given in class for income generation.

**Effects on Quality of Education and Learning Outcomes**

4.20 Little is known about actual students' learning outcomes. The PEPP I project financed the development of achievement tests in fundamental subjects (Mathematics, French, Biology, History and Geography), which could have served as indicators of quality improvements, but the follow up tests were not completed prior to project closure. (The PEPP II project has been piloting tests in 30-50 schools, but it has not yet produced results from representative samples.)

**Table 4-3: The evolution of repetition rates in secondary education**

| Level | **1997-98** | **2003-04** | **2006-07** |
|---|---|---|---|
| Primary | 17.0% | 13% | 11.7% |
| Lower Secondary | 28.4% | 26.7% | 25.9% |
| Upper secondary | 24.3% | 25.3% | 24.3% |

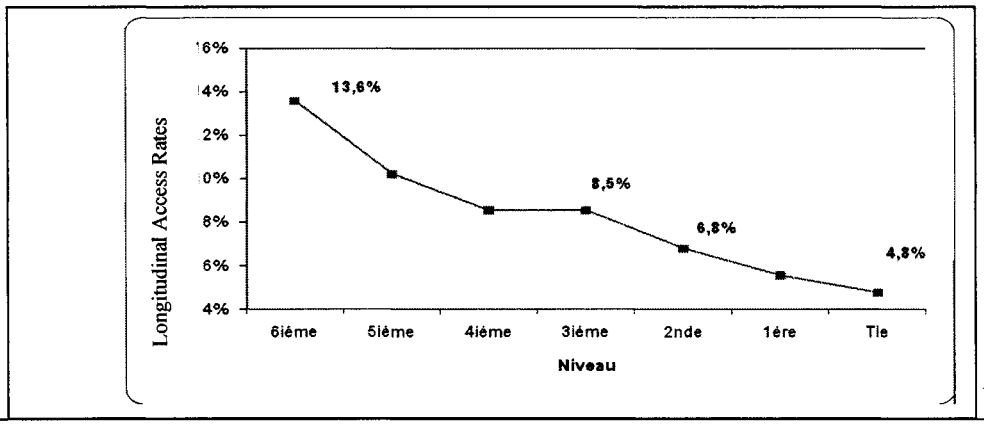
Source: country status report draft (Table 7)

4.21 Overall, pass rates have increased in the last decade. Transition from grade 10 to grade 11 has increased from 55.7 to 61 percent between 1998 and 2007 (Annex Table C-7). The 10th grade school leaving examination (BEPC) pass rate increased from 35 percent to 50 percent over time. About 32 percent of students passed the Baccalauréat examination in 2007, and 38.4 percent in 2008, according to MESSRS staff interviewed by the IEG mission. However, the project had expected to reduce repetition to 20 percent, and this target was not reached. The repetition rate essentially remained constant (Table 4-3).[19]

4.22 Overall repetition rates have been high (average 25.9 percent in 2006-07; Annex Table C-5). Projections suggest that of 100 students starting grade 1, only about 14 percent may reach the final secondary grade (14.7 percent in 2004-05, vs. 13.9 percent in 2006-07; Annex Table C-6). There are no clear trends of improvement. And in terms of gross enrollment rates, the drop is precipitous from 13 percent to 4.8 percent (cohort 2000-01; Figure 4-10).

[19] The ICR states that the overall repetition rate from 25 to 31 percent by the end of the project, but subsequently MESSRS issued figures different than those reported in the ICR (Table 4-3:).

**Figure 4-10: Evolution of gross enrollment rates in secondary education (2000-01 cohort)**




Source : Draft country status report 2009, figure 2.2 (DEP/MESSRS data)

4.23 Repetition may be due in part to poor time use, which results in little knowledge being acquired during school attendance. Students have no time during class to process the information and lack materials to study and pass examinations. But the rising repetition rates also suggest that students who enter the system may not be well prepared for the work. Only about 48.5 percent of primary school graduates can read,[20] partly due to a perennial lack of textbooks in the system, limited French knowledge, and poor classroom time use. (As of 2007, every primary student has a reading book, so reading achievement may improve.). Starting in 1997 the government took measures to increase officially the instructional time to 36 weeks or 180 days, compared to 108 days that were given before the project. However, no action plan was established for the implementation of the policy and no clear actions have been taken.

**OBJECTIVE PART (D): REDUCED SUBSIDY COSTS (SUBSTANTIAL)**

4.24 Cost recovery and scholarship reduction measures allowed the MESSRS to reduce social expenditures significantly, and to allocate more resources to instructional expenditure (from 15.9 percent of the secondary education budget in 1998 to 30.5 percent in 2003). Eventually scholarships were limited to 500 per year and eliminated for all but female students (Annex Table A-1). It is unknown whether this policy led to dropouts.

4.25 After the end of PEPP I, the government eliminated scholarships for secondary school, though some NGOs, such as Promo Femmes give them to girls. However, the government provides subsidies of about 30,000 FCFA (US$63) to private schools for admitting students who cannot attend public schools. This scheme has been implemented with about 2000 students, but since 2007, financial restrictions have thwarted the program. Existing students are allowed to graduate, but new ones may not apply. There has been no evaluation of this specific program to estimate its impact on the poor, and also there has been no independent verification of student attendance.

[20] Draft country status survey 2009, table 4.5; data from 2003 Demographic Health Survey (DHS).

4.26 In public and rural private schools visited by the IEG mission, tuition was found to be 50,000-70,000 (US$103-144) per year. It is unclear whether the amounts are sustainable for the government and affordable for poor students who are qualified to enter secondary education. It is uncertain to what extent dropouts face performance difficulties or inability to pay school fees. Many of the very poor also perform poorly, so this issue was confounded. On the other hand, most schools visited by the mission were congested with students; the average student-teacher ratio in lower secondary education is about 83 (Annex Table C-4). This means that those able to pay for them filled them to capacity. If qualified students who are unable to pay cannot attend, there would also be no space for them.

4.27 *Private sector involvement.* The project strengthened the capacity of the private sector to serve secondary education students. The percentage of secondary students attending private schools has risen from about 32 percent in 1997-98 to 34 percent by project end and to 36 percent by 2006-07 (Annex Table C-9). However, the experience with privatized buildings has been mixed. Three NGOs agreed to take over schools, but two were unable to carry out the tasks, and the schools reverted to the government. A number of municipalities are managing schools, reportedly successfully. However, the government has faced various problems with schools given for lease-purchase. Private owners pay annual leases late and may do so after repeated warnings. Two individuals interviewed by the IEG mission found the buildings to be of poorer quality than expected, and they expected the government to maintain the newly constructed buildings.

4.28 Also, the policy has been controversial, partly because it had not been presented to the public in sufficient detail. No study has been done of costs and savings involved in this approach. Furthermore, there is potential for conflicts of interest in purchase prices and payments. Some schools are being constructed on private land, and it is unclear to whom they will belong. This method may expand private education in cities, but has limited potential in rural areas. The owners who buy the schools are not obligated to keep them operating as schools; as cities expand, the terrain and buildings could be used for other private purposes. Thus, the long-term benefits and costs of this innovative arrangement are unclear.

# 5. Ratings of the Post-primary Education Project

### PROJECT OUTCOMES

5.1 The objectives of the PEPP I were *highly relevant* to the needs of the country, given the need for large increases in the provision of secondary education. The relevance of the design is rated *substantial.* The project focused on sustainable means to increase the provision of secondary education while maintaining a realistically implementable set of activities.

5.2 Project efficacy is rated *substantial.* Despite serious implementation difficulties, the project increased the availability of school infrastructure and obtained necessary inputs, such as textbooks and essential training that would enable school operations.

Nevertheless, there is little evidence that the project resulted in better trained students graduating from secondary schools.

5.3 Overall, efficiency is rated *substantial.* Serious efforts were made to reduce expenditures, increase cost recovery, and find means that would reduce the government burden of managing and paying for secondary education. These have succeeded in expanding access to secondary education, though the quality of some civil works may be modest and require repairs.

5.4 Work carried out in Burkina Faso on the rates of return to education concluded that a positive relationship exists between the educational level of a workforce and the national income level (Kazianga 2004). The average gross return to education in Burkina Faso had been estimated during appraisal to be 16 percent at secondary level, compared to 9 percent for primary education (Net present Value of $3.2 million equivalent, using a discount rate of 10 percent and an IRR of 29 percent; PAD p. 10). The economic rate of return was recalculated in the ICR and indicated a net benefit of US$7.5 million, a net present value of US$3.6 million and an IRR of 36 percent. However, the assumptions were unrealistic. They included reduced secondary teacher salaries (who have become very scarce), reduced repetition and drop-out rates, and higher earnings by graduates (PAD p.14). The latter assumption is questionable, since students learn a very limited amount of information during class. The analyses suggest that expenditures may be affordable, but the country may not be getting all the expected benefits from secondary education. To specify realistic rates of return more extensive analyses are needed.

5.5 Given the ratings of substantial relevance, substantial efficacy, and substantial efficiency, project outcome is rated *satisfactory.*

**RISK TO DEVELOPMENT OUTCOME**

5.6 For PEPP I, the risk to development outcome is rated *moderate*. Demand from students has increased since the project was completed, and students able to pay the necessary fees have filled many schools to capacity. However, the sustainability of inputs is not ensured. The prices of imported textbooks are high and the government is not able produce all of its textbooks locally. Also, the lease-purchase program of schools remains of uncertain sustainability. Financial issues aside, there may not be many private operators able to operate new secondary schools, as was shown by the problems faced by existing NGOs. The scarcity of qualified teachers exacerbates risks.

5.7 Furthermore, the modest school construction quality has created maintenance needs earlier than expected. This means that the government may face significant repair expenditures with secondary schools while it is trying to build primary schools.

**BANK PERFORMANCE**

5.8 Overall, Bank performance is rated *moderately satisfactory*. Quality at entry is rated *satisfactory*; the need for hardware inputs and the importance of financial sustainability were correctly identified as policy priorities. Also targets and monitoring indicators were included in the PAD. Nevertheless, the appraisal documents show

limited insight regarding of the amount of information students were learning in class and their limited language skills. Though instructional time was included as an issue, there was no measurement of it or plans for improving it. The subsequent discussions on costs did not include this variable.

5.9 Quality of supervision is rated *moderately unsatisfactory*. The donor and government staff interviewed by the IEG mission expressed a high regard for the Bank's financial management policies. They also stated that specialist consultants who visited the country on supervision missions were knowledgeable and satisfactorily discussed the state of various components. However, several officials reported to the IEG mission that the Bank had often delayed responses to no-objection requests for weeks at a time, blocking action by the project implementation unit (PIU) and delaying the implementation of planned activities. Also Bank staff had poorly articulated communication with government staff, and a number of their decisions appeared to be arbitrary or unilateral. For example, disputes arose regarding the size of the complementary classrooms to be built, with the Bank insisting that they should be smaller than norms. According to officials, the delays and disputes sometimes made it hard to execute activities and achieve project goals. As one said, "I wish they could just leave us alone, with our small means we would still do better." These concerns had also been expressed during a 2000 PPAR (OED 2001).

### BORROWER PERFORMANCE

5.10 Borrower performance is rated *satisfactory*. The government showed commitment and willingness to pilot innovative policies such as private-public partnerships. It proved willing to undertake work that was complex given its implementation capacity in 1999, and after some false starts, staff were appointed whoc could carry out the work. The government also developed a plan for secondary education that has remained under implementation. Overall, government performance is rated *satisfactory*.

5.11 The performance of the implementing agency is also rated *satisfactory*. During the execution of the project the PIU had difficulty supervising civil works, and many staff and consultants lacked qualifications for the positions they held. Lack of experience made it hard to deal with procurement issues. Through the difficulties of the first project, however, MESSRS learned to manage complex projects and could thus manage the follow-on project more effectively.

### MONITORING AND EVALUATION DESIGN, IMPLEMENTATION, AND UTILIZATION

5.12 Though the project was appraised before monitoring indicators were required in the Bank, the PAD has several monitoring indicators and targets (Annex Table A-1).Project documents do not show the development of an evaluation design to establish cause-effect relationships, and no systematic means was put in place for data collection during the project. Nevertheless, five evaluative studies on various components were undertaken upon project completion. Though these were partly reports on activities carried out during the project, they also included focus groups and interviews regarding

the execution quality and sustainability of various activities. There has been no broad dissemination of evaluative findings, but the information was used for the appraisal of the follow-on project. Overall, monitoring and evaluation are rated *substantial.*

# 6. Issues: Curricular Reforms, Time Use, and Privatization

### AN EDUCATIONAL SYSTEM WITH A VERY RESTRICTED KNOWLEDGE BASE

6.1 The brave efforts of the government to expand secondary education are conducted within a system that makes very little knowledge available to students (paras. (4.13-4.18) Students attending secondary schools, universities, and teachers' colleges go through their studies without textbooks. If an educational institution is run without textbooks, class time has to be spent in copying and dictation. There is no time either to cover the curriculum or to contemplate its contents in class. Also, optional readings in university libraries do not fulfill the need for structured information, particularly for low-income countries where the population has limited education.

6.2 Due to a lack of reading practice, a number of secondary students in Burkina Faso (as in other sub-Saharan Africa countries) read at second- or third-grade level and may be unable to learn material from complex secondary-level textbooks.[21] Many professors reportedly also have limited knowledge and may give insufficient explanations. Because knowledge is cumulative and instructional time is poorly used, students may learn little additional material in school. Thus, certificates may have mainly social value rather than attest to preparation for higher-level work.

6.3 Educational institutions have to have ample sources of information, and since computers with internet connections are not broadly available, textbooks must be acquired. The provision of feasible and affordable sources of information must drive the design and supervision of future lending. The IEG mission heard at all levels that Francophone textbooks are simply too expensive to procure, and the institutions concerned could not manage the expense or logistics. However, the government has proved its ability to manage textbook rental schemes. These could be expanded to teacher training colleges and the university. For example, a nonprofit subsidiary could be set up to manage textbook rentals at the university. Overall, concerted efforts should be undertaken to obtain Francophone textbooks at affordable prices for all levels through rentals, cheap international editions, and potentially local printing. Up-to-date textbooks of broad international circulation are likely to have material organized in ways that students can understand and retain. This priority seems higher than curricular development within a single country, particularly when there is little evidence that alternative curricula would improve learning outcomes, given the realities of Burkinabe education.

[21] For a research review of the relationship between reading speed and comprehension see Abadzi 2008.

**REFORM OF THE UNIVERSITY ENTRANCE EXAMINATION SYSTEM**

6.4 As in much of the Francophone world, the *Baccalauréat* examination is a secondary school leaving certificate and a university entrance certificate at the same time. All students who pass it may enrol in the university. As a result, the university cannot regulate its enrollments and has swollen to 40,000 students by 2009 and crowding has resulted in civil unrest.[22] The goal of keeping university enrollments at manageable levels clashes with the goal of expanding secondary graduation. Efforts are made to limit pass rates at the end of grade 10 as well as access to the actual examination.[23] Knowledge issues aside, the system may have to maintain inefficiency in order to manage university enrollments.

6.5 This issue also creates a vicious circle with respect to teacher availability for secondary education. Graduation from secondary school is required for teaching some secondary education subjects. However, the majority of students fail early on and cannot graduate because they do not meet the requirements. The scarcity of secondary education teachers is particularly severe in math and science, where knowledge at the Baccalauréat level is required. Schools compete for a small pool of candidates who have many other options.

6.6 PEPP I included as a condition of effectiveness that the Baccalauréat examinations would stop being conducted by the university, but university authorities did not agree at the time, and the condition was dropped. Therefore the problem of the Baccaularéat as a school leaving examination remains in need of resolution. The government could consider reforms to increase selectivity based on separate examinations or differential use of scores for university admissions.[24] Given government commitment to quality improvement, ultimately it should become possible to expand secondary education to the extent expected.

# 7. Lessons

7.1 This assessment provides a number of lessons for the education sector:

- To obtain job-relevant skills from school enrollment students must first and foremost acquire pertinent and suitably organized knowledge. If secondary education does not impart the necessary knowledge, the labor market may be unable to use the graduates when demand arises (paras. 4.12, 4.16-4.18).

- In low-income countries where substantial numbers of students fail to acquire basic skills, application of the available curricula and textbooks may be more important than development of new curricula. New curricula may be in principle desirable, but

[22] UN Integrated Regional Information Networks 2009. The national university in Ouagadougou was created in 1974 with 533 students and had expanded to 9,400 students by 1996.

[23] Pass rates in a sample of countries are in http://fr.excelafrica.com/archive/index.php/t-2371.html.

[24] An example is Madagascar, where faculties make selections based on the Baccalauréat scores or conduct separate examinations (World Higher Education Database (www.unesco.org/iau/onlinedatabases/systems_data/mg.rtf)

they should be realistically implementable in low-income classrooms (para. 3.5, 4.19).

- Subsidizing private secondary education may help increase access in countries where secondary education is constrained. Where student demand is high, increasing the availability of private schools may enable the government to concentrate public resources on lower income and underserved groups (para. 3.11).

- Textbooks or systematically reproduced materials are a prerequisite for knowledge management at all levels of education. Their availability should be a policy priority. Without textbooks and training of teachers in their use (particularly where teachers themselves have studied without them), knowledge becomes constricted and systemic efficiency is low. The cost and availability of Francophone textbooks has been a long-standing problem, for which clear solutions have not emerged (para.4.15, 6.3).

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# Annex A. Implementation of project components

**Table A-1: Post-Primary Education Project (Cr. N0070)**

| Components/ subcomponents | Activities | Targets to be achieved | Outputs | Outcomes Info obtained during mission |
|---|---|---|---|---|
| Access to lower secondary education | | Increasing transition primary to secondary from 27% to 30% to 2001 | Transition increased to 42.1% between 1997 and 2003 | Repetition rate increased from 25 to 31% |
| | Increasing enrollment rate from 7.2% to 10.2% | Enrolling 8000 new students | 11,385 extra new students enrolled in 10 provinces (from 13,353, to 24,738) | Gross enrollment for secondary was only 16%, in 2004; 20% for lower and 8% for higher secondary |
| | Helping private schools enroll 40% more students | 160 new classrooms in existing private schools<br>80 by schools<br>80 by Credit | 108 in private schools (54 by private funds) | 400 scholarships for the poor in private schools of 27,500 CFAF, students pay 17,500 CFAF |
| | | 63 new schools in 10 underserved areas<br>50 public<br>10 private<br>3 by NGOs | 52 new schools<br>7 for rental-sale<br>3 for NGO management | Rental-sale not giving the expected income from owners<br>Only one NGO could maintain the school |
| | Increasing girls' proportion from 32% to 40% | 60% of dorm space for girls (860 spaces) | 2800 scholarships for girls | Target of 40% of enrollment achieved |
| Quality of post-primary education | Reform preservice training | 30 weeks total<br>120 hours of pedagogy and methods per trimester, 60 hours field training (1/3) | Some courses and parts do not contribute to student preparation, particularly in a one-year course | Further revisions may be wise |
| | Reform inservice training | 20-day training module<br>6 days training per subject | Workshops have taken place, but quality and learning uncertain | Impact uncertain |
| | Provide insesrvice training | 3500 teachers<br>220 directors<br>75 pedagogical advisors | Course given to 2200 teachers, 400 directors, 90 pedagogical advisors | Reportedly teachers changed attitude (ICR p.8) |
| | Reform school curricula | General reform<br>Add math, intro to technology | Studies conducted with TA, results not implemented during the project life | No impact |
| | | New and improved educational methods (modular - vocational ed.) | A study for vocational curricula conducted | Results not implemented by project end |
| | | Test scores used for feedback | Pilot conducted in 5 subjects for lower sec. students<br>1000 items developed for each | Project closed at pilot stage |
| | | 2 hours of supervised homework per week implemented | Pilots undertaken | Measure abandoned due to a lack of teachers |
| | | Effective instructional time to reach 36 weeks (180 days) | No clear measures were taken to increase time use | Study conducted showing that 40% of time wasted |
| | Provide textbooks to teachers and students | 1,000,000 textbooks for lower secondary students, rent for 500 CFAF per book, 1 per student | Purchased 32 titles, about 1,766,000 textbooks for rent at 500 CFAF; math, science, social science, French<br>Textbook fund of 30m CFAF created | Most textbooks are still available in schools, but student numbers have increased, so they cannot be used extensively in class |
| | | 10,000 teacher guides | 10,000 teacher guides | Limited distribution |
| | | | Bobo Diulaso university library constructed<br>Received 8000 of the books | Library functional, books distributed |

| Components/ subcomponents | Activities | Targets to be achieved | Outputs | Outcomes Info obtained during mission |
|---|---|---|---|---|
| | Provide teaching aids to schools | 30,000 books for university libraries | 404 pedagogical kits for teachers<br>50,508 books for libraries | Limited use of kits<br>Few books in school libraries |
| Institutional strengthening of the Ministry of Secondary Education, Higher Education, and Research | Support education planning | Regional units to upgrade management skills in MIS, exams, school mapping, performance monitoring | 900 supervisors trained | Data became available for monitoring indicators on a timely bass<br>Staff, budget not computerized by project end |
| | | Course to be developed by Cooperation Francaise | Syllabus was used for training | Utility of syllabus uncertain |
| | | Central management to be upgraded | 50 Ministry staff trained (from DAF) | Improved ability to manage databases |
| | | Pilot school mapping study | Study conducted | Schools located easily as a result of study<br>Management information system operational |
| | Financial and personnel management | Redeploy 200 underused teachers | Reportedly redeployed, but others became underused | Long-term this problem has not been solved |
| | | Reduce to 0 new secondary scholarships<br>500 new higher ed. scholarships | 500 scholarships for higher education | Social disturbances, but instructional budget in secondary ed. rose from 19% to 30% |
| | | Privatize university restaurant service | Achieved | Restaurant continues to function |
| | | Cost recovery policy, 75% of tuition to remain at schools | Tuition remains in schools, but there are no controls over what is transferred | Limited accountability regarding funds |
| | Coordination of education projects | | PIU functional and continued to function during next project | Long-term institutional capacity to execute works |

Source: project documents and interviews

# Annex B. Objectives and Implementation of PEPP II

## Table B-1: Burkina Faso: Post-Primary Education Project II

| *Objectives* | *Components* |
|---|---|
| The Second Post Primary Education Project's (PEPP II) development objective is to support the Government strategy to increase the number and quality of students graduating from secondary school at reduced costs for parents, with increased equity of access by gender and by area (rural-urban).<br><br>Cr. 4196 for US$22.9 million equivalent, approval date (6/20/2006) | ⇒ **Increased access to secondary education** (US$21.7 million) through: (i) the increase of secondary education services; (ii) the promotion of greater autonomy of communes in management and cost-sharing of lower secondary schools; and (iii) the increase of equity in lower secondary education, especially for girls and for children from low-income families (reduced schooling fees and free tickets for the school canteen).<br>⇒ **Improving the quality of post-primary education** (US$ 19.25 million) for improving learning and teaching in post-primary through the implementation of a new curriculum, the strengthening of teachers' education (pre and in-service); pedagogical materials, monitoring of students learning outcomes and new learning opportunities for tertiary education students through information and communication technologies.<br>⇒ **Institutional strengthening** of the Ministry of Secondary Education, Higher Education, and Research (US$9.25 million) to improve post-primary education service delivery at the school, the regional and central levels for: (i) educational planning; (ii) financial and personnel management; (iii) education operations coordination; and (iv) studies<br>⇒ **Institutional Strengthening of MESSRS** to expand vocational education and training (VET; US$2.5 million) for the elaboration of a national policy on VET and systemic expansion based on pilot experiences conducted by providers. The component will finance: (i) preparatory studies and workshops; (ii) revision of the curriculum; (iii)re-qualification of training staff; (iv) learning assessment; (v) construction and equipping of two VET schools; and (vi) setting up of an apprenticeship fund. |

*Project management.* The follow-on project, PEPP II, was to be fully integrated in MESSRS under the oversight of a steering committee and a technical committee of 13-18 members.[25] However, it became difficult to locate and obtain approvals of various activities from multiple officials, and disbursements were slow. To improve

[25] The government noted in its response that the no-objection notifications by the Bank were a constraint often in the execution of the project. The deliberations of the Piloting Committee were not taken into account or were secondary to the advice of the World Bank. This caused a coordination problem in project implementation.

implementation rates, the government separated the procurement and administration functions into a separate cell that would recruit some private-sector staff. The secretary general of MESSRS became the project director. Thus, it has been possible to focus on project objectives and obtain approvals of activities from a small number of people able to act quickly.

*School construction.* The ongoing project is continuing the construction program with about 110 additional school buildings. The gross enrollment ratio of secondary education has continued to climb, although it was only about 14 percent in 2006-07 (about 20 percent in lower secondary and about 8 percent in upper secondary; Annex Table C-1).

*Teacher training.* Under PEPP II, more extensive training has taken place. Almost all schools visited by the IEG mission reported that training seminars of 3-4 days' duration had been given in the year 2007-08, but none in 2008-09 and rarely earlier. Also, pedagogical advisors were reportedly visiting schools, particularly where there were teacher trainees. (In 2005-06, inspectors conducted 8499 visits, 58 percent of those programmed and 1755 training sessions, 66 percent of the sessions that had been programmed.) Inspectors in four of the schools visited had sent messages indicating that they would come to inspect. This function has become better organized with time, but the criteria, outcomes, and overall effects of inspection visits are still unclear. Also the pedagogical advisors get a card describing their duties and are asked to make school visit plans and carry them out. Similarly performance contracts are given to directors, describing their duties and agreeing to the tasks that must be carried out in school.

Under PEPP II, training was to take place on topics that inspectors had identified as frequent issues. One such topic has been the management of large classes. (Student-teacher ratios are about 83 in lower secondary schools; Annex Table C-4). One school reported that training took place in 2007-08 on this topic but the informant could not identify efficient practices and advice given by the trainers. It is unclear whether the training modes that are usually provided modify teachers' behaviors, but given the lack of materials, they limited options regarding the activities they may implement. Thus, competency-based curricula may not result in the expected improvements in labor market responsiveness.

*Curricular reform.* The goal of reforming curricula continued in the follow-on project, PEPP II. To make the schooling more useful for the labor market, MESSRS decided to replace objective-based curricula with competency-based curricula.[26] A general curricular framework was slowly developed, and the Ministry held broad consultations with officials and citizens starting in January 2008. In March 2009, the plan was to be presented for ministerial approval, and then its financial feasibility would be evaluated.

[26] Competency-based curricula (Burns and Klingstedt 1973) are focused on outcomes that are linked to workforce needs, as defined by employers. Rather than teaching individual low-level objectives that educators believe students should know, outcomes are increasingly complex. Large skill sets are broken down into competencies, which may have sequential levels of mastery. Competencies reinforce one another from basic to advanced as learning progresses. Competency curricula often necessitate complex assessments, involving portfolios, experiential learning assessment in field experiences, demonstrations in varying contexts, and role play.

Revisions would start from grade 7 (6ème). During interviews, officials expressed the desire for students to be active during class and to synthesize complex knowledge. However, it was unclear how competency-based curricula would be applied given the resource limitations of the Burkinabe system.

*Textbooks*. The ongoing project was to finance about 2 million of secondary education textbooks, but multiple problems delayed this activity. The Bank initially did not agree to the purchase of additional textbooks, stating that since new curricula were to be developed, new textbooks should be written according to competency based approaches. (However, the process would take several years, and it is unclear how competency-based textbooks would be written realistically.) Textbook prices had been underestimated during appraisal, and the Bank found the new prices too high. The government was asked to compare prices with those obtained by neighboring countries from French and Canadian publishing companies. Bank insisted on protracted price negotiations with publishers who had won International Competitive Bidding (ICB) of the first project and reportedly negotiated on behalf of the government to increase discount from the list price to 65 rather than 60 percent. This process took about six months. The result of these complications was a two-year delay in the delivery of new textbooks to schools, during which prices rose further. Textbooks should have been procured in 2006 for use in 2007-08 school year but may only be available in the fall of 2009.

*Decentralization*. An important strategy for improving education quality has been decentralization. According to the PAD of PEPP II (p. 9) the Government has agreed to implement its decentralization policy, delegate school management to municipalities and support partnerships with private investors, develop low-cost pedagogical materials, reduce repetition, and manage more efficiently the total education budget. The regional directors were to play a role in preparing regional authorities to manage education. A number of them received training during PEPP I, but there is no evidence that regional staff would have greater knowledge or insight on improving achievement levels, given the Burkinabe resource limitations.

*Project management*. The follow-on project was to be integrated fully in the Ministry and involve few if any private-sector employees. Procurement was decentralized to regionss, whose officials could contract locally for civil works and other purchases. Early on, however, it became evident that execution would face problems. Multiple persons were responsible for various decisions and they could not always be located to sign needed documents. Also, different officials had different priorities regarding how the money was to be spent. The piloting and technical committees were large (13-18 people) and could not easily make decisions. As a result, in the first year of work, the project had disbursed only about 5 percent of the funds. At the suggestion of the Bank, MESSRS established a small PIU to expedite procurement and disbursements and maintain financial management. The staff are a mix of public and private-sector employees, whose terms of reference include ensuring that the funds are not merely used as public funds but are expended for the specific activities outlined in project documents. There is considerable emphasis on preventing mismanagement, such as dispatches of funds to regions in instalments.

# Annex C. Supplementary Tables

**Table C- 1: Junior Secondary Education Gross Enrollment Rates by Gender (1997-98 to 2006-07)**

| | Boys | Girls | Total | Parity G/B |
|---|---|---|---|---|
| 1997-1998 | 12.7 | 7.6 | 10.2 | 0.60 |
| 1998-1999 | 12.4 | 7.7 | 10.1 | 0.62 |
| 1999-2000 | 12.6 | 8.4 | 10.5 | 0.67 |
| 2000-2001 | 12.5 | 8.5 | 10.6 | 0.68 |
| 2001-2002 | 12.6 | 8.7 | 10.7 | 0.69 |
| 2002-2003 | 13.3 | 9.4 | 11.4 | 0.70 |
| 2003-2004 | 14.3 | 10.0 | 12.2 | 0.70 |
| 2004-2005 | 15.1 | 10.7 | 13.0 | 0.71 |
| 2005-2006 | 15.7 | 11.3 | 13.6 | 0.72 |
| 2006-2007 | 16.8 | 12.2 | 14.5 | 0.73 |

Source: draft country status survey 2009, table 6.8

**Table C- 2: Schooling levels and annual labor force availability**

| **Flows of graduates from the education system** | | | **Distribution persons active in labor market (employed and unemployed)** | | |
|---|---|---|---|---|---|
| Highest education level | Number | % | Profession | Number | % |
| Unschooled | 26 180 | 18.7% | Agriculture | 120 000 | 85.7% |
| Incomplete primary | 67 900 | 48.5% | | | |
| Complete primary | 30 940 | 22.1% | Informal sector (commerce, artisans) | 12 000 | 8.6% |
| Lower secondary (1er cycle (général et technique) | 6 160 | 4.4% | Unskilled laborers | 500 | 0.4% |
| Secondary (2nd cycle général et technique) | 5 600 | 4.0% | Skilled laborers | 1 100 | 0.8% |
| Higher education | 3 220 | 2.3% | Mid-level cadres | 750 | 0.5% |
| | | | Higher-level cadres | 150 | 0.1% |
| | | | **Employed** | **134 500** | |
| | | | Unemployed | 5 500 | 3.9% |
| **Total cohort** | **140 000** | **100** | **Total** | **140 000** | **100** |

Source: draft country status survey 2009 table 5.10

**Table C- 3: Population active in the labor force by type of activity**

| | Agriculture, animal husbandry, fishing, game | Administration and academically oriented professions | Commerce and artisans | Other services | Secondary |
|---|---|---|---|---|---|
| Primary school or less | 79.6 | 0.8 | 14.8 | 2.8 | 2 |
| Lower secondary (1er cycle) | 16.2 | 17.9 | 37.7 | 16.7 | 11.5 |
| Upper secondary (2nd cycle) | 2.9 | 67.6 | 11.5 | 10.5 | 7.5 |
| Higher | 1.3 | 69.1 | 6.8 | 11.2 | 11.6 |
| Technician without grade 10 certificate (BEPC) | 0 | 33.9 | 38.2 | 17.6 | 10.4 |
| Technician after grade 10 certificate (BEPC) | 0 | 50.4 | 16.2 | 21.8 | 11.6 |
| Total | **70.1** | **6.5** | **16** | **4.3** | **3.1** |

Source: draft country status survey 2009, table 5.9, QUIBB survey 2007

**Table C- 4: Comparative student-teacher ratios**

| | **Student-teacher ratio** | | | |
|---|---|---|---|---|
| | **Primary** | **Lower Secondary** | **Upper secondary** | **Higher education** |
| Burkina Faso (2006) | 55 | 86 | 26 | 39 |
| Burkina Faso (2002) | 47 | 42 | 14 | 100 approx |
| Bénin | 54 | 38 | 17 | 30 |
| Cameroon | 63 | 31 | 29 | 28 |
| Côte-d'Ivoire | 46 | 38 | 24 | - |
| Guinée | 47 | 40 | 36 | 14 |
| Madagascar | 50 | 22 | 12 | 23 |
| Mali | 63 | 46 | 23 | 60 |
| Mauritania | 42 | 36 | 23 | 33 |
| Niger | 43 | 40 | 13 | 13 |
| Chad | 72 | 39 | 48 | 48 |
| Togo | 37 | 53 | 30 | 30 |
| Average of 10 comparator countries | 51.7 | 38.3 | 25.5 | 31 |
| Burkina/average | 1.1 | 2.3 | 1.02 | 1.3 |

Source: draft country status survey 2009, table 2.3

**Table C- 5: Internal efficiency coefficients in secondary education (2006/2007)**

| | Lower Secondary (1er cycle) | | | Upper secondaire (2nd cycle) | | |
|---|---|---|---|---|---|---|
| | **Public** | **Private** | **Total** | **Public** | **Private** | **Total** |
| % de retention in the cycle | 46.4% | 91% | 61.7% | 55.2% | 102.8% | 75.1% |
| % average of repeaters | 24.3% | 26.3% | 25.9% | 26% | 20.9% | 24.3% |
| % of repeaters by class | | | | | | |
| 6ème/2nde | 23.4% | 21.4% | 22.8% | 19.9% | 8.9% | 16.8% |
| 5ème/1ère | 23.9% | 19.2% | 22.3% | 25.4% | 11.3% | 20.9% |
| 4ème/Terminale | 26.0% | 20.0% | 23.8% | 36.6% | 37.6% | 37.0% |
| 3ème | 34.0% | 40.1% | 37.2% | - | - | - |
| Global internal efficiency coefficient | 49 | 75.7 | 59.2 | 53.2 | 80.8 | 64.3 |
| Coefficient with only dropouts | 66.3 | 103.1 | 80.3 | 72.2 | 103.5 | 86 |
| Coefficient with only repeaters | 72.9 | 91 | 72.9 | 72.0 | 78.4 | 75 |

Source: draft country status survey 2009, table 4.4

**Table C- 6: Pseudo-longitudinal and transversal profiles (2004-05 and 2006-07)**

| | Pseudo Longitudinal Profiles | | | | Horizontal Profiles | |
|---|---|---|---|---|---|---|
| | Retention Profile | | Schooling Profile | | Schooling Profile | |
| Grades | 2004-05 | 2006-07 | 2004-05 | 2006-07 | 2004-05 | 2006-07 |
| CP1 | 100.0% | 100.0% | 78.6% | 81.3% | 78.6% | 81.3% |
| CP2 | 89.6% | 92.9% | 73.0% | 75.5% | 65.5% | 68.2% |
| CE1 | 85.7% | 89.6% | 69.8% | 72.8% | 52.3% | 62.8% |
| CE2 | 79.4% | 81.2% | 64.7% | 66.0% | 42.5% | 52.0% |
| CM1 | 74.4% | 76.6% | 60.6% | 62.2% | 37.2% | 42.3% |
| CM2 | 67.8% | 66.8% | 55.2% | 54.3% | 31.7% | 32.8% |
| 6iéme | 46.4% | 44.0% | 37.8% | 35.8% | 21.3% | 20.0% |
| 5iéme | 35.1% | 34.4% | 28.6% | 27.9% | 15.8% | 14.5% |
| 4iéme | 30.2% | 28.8% | 24.6% | 23.4% | 12.5% | 11.9% |
| 3iéme | 29.6% | 27.1% | 24.1% | 22.1% | 11.5% | 10.7% |
| 2nde | 23.6% | 18.6% | 19.2% | 15.1% | 8.5% | 8.7% |
| 1ère | 21.3% | 16.3% | 17.3% | 13.2% | 7.9% | 6.4% |
| Tle | 14.7% | 13.9% | 12.0% | 11.3% | 3.2% | 6.3% |

Source: draft country status survey 2009, table 2.5

**Table C- 7: Access, completion, and transition in different educational levels (1998 to 2006)**

| Access to | 1998 | | 2006 | |
|---|---|---|---|---|
| | On 100 students | On 100 children in the population | On 100 students | On 100 children in the population |
| CP1 (grade 1) | 100 | 40.7 | 100 | 81.3 |
| CM2 (grade 6) | 60 | 24.5 | 67 | 32.8 |
| *Transition Primary → Secondary* | | *55.7* | | *61.0* |
| 6ème | 100 | 13.6 | 100 | 20.0 |
| 3ème | 54 | 7.4 | 53 | 10.7 |
| *Transition Lower → upper secondary* | | *56.5* | | *64.2* |
| 2nde | 100 | 4.2 | 100 | 6.9 |
| Terminale | 57 | 2.4 | 71 | 4.9 |

Source: draft country status survey 2009, table 2.6

**Table C- 8: Number of secondary schools for 2006 et 2007**

| Type of school | Year | |
|---|---|---|
| | **2006** | **2007** |
| 1er Cycle only (lower secondary) | 376 | 418 |
| 2nd Cycle only (upper secondary) | 2 | 2 |
| 1er and 2nd Cycle | 218 | 242 |
| **Total** | **596** | **662** |

Source: draft country status survey 2009

**Table C- 9: Evolution of private school enrollments**

| | 1997-98 | 1998-99 | 1999-00 | 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 | 2005-06 | 2006-07 |
|---|---|---|---|---|---|---|---|---|---|---|
| No. of secondary students | 154,786 | 160,096 | 174501 | 182,001 | 196,763 | 219,721 | 246,162 | 272,980 | 296,747 | 327,799 |
| *In public schools* | | | | | | | | | | |
| Lower secondary | 130,213 | 133,509 | 145,345 | 152,016 | 166,688 | 189,705 | 208,187 | 229,840 | 250,299 | 274,358 |
| Upper secondary | 24,573 | 26,587 | 29,156 | 29,985 | 30,075 | 30,016 | 37,975 | 43,140 | 46,448 | 53,441 |
| *In private schools* | | | | | | | | | | |
| Lower secondary | 6,488 | 6,456 | 7,377 | 7,423 | 7,493 | 8,439 | 11,847 | 14,070 | 15,036 | 18,136 |
| Upper secondary | 42,916 | 41,417 | 46,583 | 48,196 | 53,633 | 66,546 | 72,978 | 84,127 | 91,152 | 99,263 |
| | | | | | | | | | | |
| % in private shcools | 0.32 | 0.30 | 0.31 | 0.31 | 0.31 | 0.34 | 0.34 | 0.36 | 0.36 | 0.36 |

Source: draft country status report, Table 2.1

# Annex D. Basic Data Sheet

## Key Project Data *(amounts in US$ million)*

| | *Appraisal estimate* | *Actual or current estimate* | *Actual as % of appraisal estimate* |
|---|---|---|---|
| Total project costs | 36.6 | 33.44[27] | 91.4 |
| Loan amount | 26.0 | 24.2 | 99.2 |
| Cofinancing | | | |
| Cancellation | | 0.34 | |

## Cumulative Estimated and Actual Disbursements

| | *FY97* | *FY98* | *FY99* | *FY00* | *FY01* | *FY02* | *F03* | *FY04* | *FY05* |
|---|---|---|---|---|---|---|---|---|---|
| Appraisal estimate (US$M) | .9 | 3.2 | 8.0 | 15.4 | 20.8 | 26.0 | | | |
| Actual (US$M) | 0 | 1.2 | 2.9 | 6.5 | 9.5 | 13.6 | 17.8 | 23.0 | 24.2 |
| Actual as % of appraisal | 0 | 37.2 | 36.3 | 42.2 | 45.7 | 52.3 | | | |
| Date of final disbursement: 09/10/2004 | | | | | | | | | |

## Project Dates

| | *Original* | *Actual* |
|---|---|---|
| Conception Note Review | 04/19/1993 | 04/19/1993 |
| Negotiations | 10/14/1996 | 10/14/1996 |
| Board approval | 12/24/1996 | 12/24/1996 |
| Signing | 01/24/1997 | 01/24/1997 |
| Effectiveness | na | 10/16/1997 |
| Closing date | 06/30/2002 | 04/30/2004 |

## Staff Inputs (Labor Cost in Thousand US$)[28]

| | *FY98* | *FY99* | *FY00* | *FY01* | *FY02* | *FY03* | *FY04* | *FY05* | *Total* |
|---|---|---|---|---|---|---|---|---|---|
| Preparation | 272.9 | 0 | 1.0 | | | | | | 273.9 |
| Supervision | | | 54.9 | 58.7 | 40.5 | 70.0 | 41.8 | 7.1 | 273 |
| Total | 272.9 | 0 | 55.9 | 58.7 | 40.5 | 70.0 | 41.8 | 7.1 | 546.9 |

[27] The Government contributed less than appraised amount (US$5.2 million instead of US$7.0 million). In addition communities and private sector contributions were not recorded, thus not available at ICR Mission.

[28] Budget allocations do not match project milestones in SAP (Interim Fund was approved in 1996, but still lending BB was allocated between FY98 and FY00)

## Mission Data

| | Date (month/year) | No. of persons | Staff days in field | Specializations represented | Implementation Progress | Development Objective |
|---|---|---|---|---|---|---|
| Identification/ Preparation | 09/25/1995 – 07/01/1996 | 5 | | Core Team: Sr. Education Specialist (1); Sr. Implementation Specialist (1); Operation Officer (1); Economist-Consultant (1) | S | S |
| Appraisal | 07/01/1996 | 11 | | Extended Team: Education Specialist (2); Project Management Specialist (1); Staff Assistant (2); Project Assistant (2); Human Resources Specialist (1); Consultant Architect (1); Consultant (2) | S | S |
| Supervision | 12/12/1997 | 7 | | Sr. Education Specialist (1); Sr. Implementation Specialist (1); Education Specialist (1); Operations Officer (2); Consultant (1); Financial Management Specialist (1); | S | S |
| Supervision | 05/28/1998 | 4 | | Sr. Education Specialist (1); Operations Officer (1); Consultant (1); Textbook Specialist (1) | S | S |
| Supervision | 01/18/1999 | 3 | | Sr. Education Specialist (1); Architect/Consultant (1); Financial Management Specialist (1) | S | S |
| Supervision | 06/04/1999 | 2 | | Sr. Education Specialist (1); Architect/Consultant (1) | S | S |
| Supervision | 05/10/2000 | 2 | | Sr. Education Specialist (2) | S | S |
| Supervision | 11/22/2000 | 4 | | Sr. Education Specialist (1); Texbook Specialist (1); Consultant (1); Financial Management Specialist (1) | S | S |
| Supervision | 03/31/2001 | 6 | | Task Team Leader (1); Economist (1); Operations Officer (1); Assistant (2); Financial Management Specialist (1) | S | S |
| Supervision | 12/10/2001 | 4 | | Education Specialist (1); Sr. Operations Officer (1); Operations Officer (1); Financial Management Specialist (1) | S | S |
| Supervision | 12/12/2002 | 8 | | Team Leader (1); Sr. Education Specialist (2); Financial Management Specialist (1); Procurement Analyst (1); Consultant (1); Operations Officer (1); Team Assistant (1) | S | S |
| Supervision | 11/15/2003[29] | 3 | | Task Team Leader (1); Financial Management Specialist (1); Architect Consultant (1) | S | S |
| Completion | | | | | | |

[29] Last supervision mission occurred in November 2003 (5 months prior to Project closing). Documentation on ICR mission was not found in IRIS and is not reflected in the above table. US$24,837.55 was spent in FY05 including US$16,259.09 for travel.

# Annex E. Borrower's Comments

**Annex E**

MINISTERE DES ENSEIGNEMENTS
SECONDAIRE SUPERIEUR
ET DE LA RECHERCHE SCIENTIFIQUE
---
SECRETARIAT GENERAL
---
DIRECTION DES ETUDES ET DE LA
PLANIFICATION

**BURKINA FASO**
*Unité - Progrès - Justice*

Ouagadougou, le

N° 2009- ..... /MESSRS/SG/DEP

# Le Ministre

# A

**Madame Monika Huppi**
**Chef de Division Evaluation des projets**
**Sectoriels S/C Banque Mondiale**
**BURKINA FASO**

**-OUAGADOUGOU-**

**Objet** : Amendements du rapport d'évaluation rétrospective du PEPP I

**PJ** : Récapitulatif des amendements

***Madame la Cheffe de Division,***

Faisant suite à votre lettre du 09 juin 2009 nous soumettant le rapport d'évaluation rétrospective du PEPP I pour amendement, j'ai l'honneur de vous transmettre nos observations en vue de la finalisation dudit document.

En vous réitérant ma gratitude pour les efforts que vous déployez pour soutenir le développement de notre système éducatif, je vous prie d'agréer, ***Madame la Cheffe de Division***, l'assurance de ma considération distinguée.

**Pr Joseph PARE**
Officier de l'Ordre national

**MINISTERE DES ENSEIGNEMENTS SECONDAIRE, SUPERIEUR ET DE LA RECHERCHE SCIENTIFIQUE**

**Ouagadougou, le 24 juin 2009**

**Amendements du rapport d'évaluation rétrospective du PEPP I**

Le rapport d'évaluation a été soumis à la lecture et à l'appréciation de plusieurs structures du ministère. Les amendements sont ci – dessous résumés par direction.

**OCECOS**

- Page4, paragraphe 1.7, 9ème ligne : préciser si c'est 22,9 millions $ US.
- Page 5, paragraphe 1.8, 6ème ligne : corriger MESSRS au lieu de MESSRP.
- Page 18, paragraphe 4.18, 5ème ligne préciser s'il s'agit de la classe de 6ème, de la 6ème année du secondaire ou de la 5ème année de scolarité.
- Page 21, paragraphe 4.23, dernière phrase : la fixation de la rentrée administrative ainsi que les instructions données aux établissements pour le début effectif des cours dès le premier jour de la rentrée des classes constituent des mesures pour prolonger la durée de l'année scolaire.

**CENAMAFS**

Comme suite aux instructions de monsieur le Secrétaire général du ministère des Enseignements secondaire, supérieur et de la Recherche scientifique, j'ai l'honneur de vous transmettre des observations sur l'ébauche du « Rapport d'évaluation rétrospective de projet » du groupe d'évaluation indépendante (GEI) Banque mondiale, du 9 juin 2009.

1. **Les manuels scolaires**

La situation liée à la rupture des stocks de manuels scolaires et à la pénurie constatée dans les établissements d'enseignement secondaire, de même que le retard de deux ans enregistré pour l'acquisition de deux millions de nouveaux manuels dans le cadre du PEPP II, a été bien décrite. Il est de même des conséquences de la pénurie de manuels sur la qualité de l'enseignement et des apprentissages.

On peut cependant relever au point 5.6 que l'affirmation selon laquelle « les prix des manuels importés sont élevés et le gouvernement n'est pas en mesure de faire produire ses manuels localement ... » demande à être nuancée parce que le CENAMAFS a déjà produit des manuels d'anglais (6e et 5e), d'allemand (Ihr und wir Iet II) et s'apprête à en produire d'autres. Il en est de même de l'affirmation du point 6.1 selon laquelle « les élèves inscrits au collège, dans les universités et dans les collèges de formation des enseignants font leurs études sans manuels scolaires ».

## 2. L'examen du baccalauréat

L'auteur lie malencontreusement le succès au baccalauréat à une politique de régulation des inscription à l'université ; ce qui est erroné parce qu'il s'agit d'un examen et non d'un concours. (Voir vii résumé exécutif. 3è paragraphe). La même idée est reprise au point 1.3 (le secteur de l'enseignement au Burkina Faso).

## 3. Réforme du système d'examen d'entrée à l'université

Au point 6.4, on apprend avec surprise que « le manque d'infrastructures et de matériel scolaire ainsi que l'incapacité à payer les enseignants ont été la cause de manifestations populaires » et que « des efforts sont donc menés afin de limiter le taux de réussite à la fin de la 3è et l'accès aux examens. Compte tenu des politiques d'admission, la majorité des élèves du secondaire doivent échouer. »

Au point 6.5, l'expression fait croire que le baccalauréat est le diplôme requis pour enseigner au secondaire, ce qui est inexact.

En conclusion, si nous adhérons aux leçons tirées du PEPP I par le GEI (voir point 7.1), nous pensons que le rapport doit prendre en compte les observations ci-dessus.

**DGIFPE**

**Page 15**
**4.11. Avant dernière phrase**

« De plus, les démissions d'enseignants sont constantes, en raison des promotions aux postes de conseiller pédagogique et d'inspecteur qui ne demandent respectivement que cinq et huit ans d'expérience en enseignement ».

**Réaction DGIFPE**

On ne peut pas assimiler la promotion d'enseignants à une démission. Il y a une politique en matière de recrutement d'enseignants et de formation d'encadreurs.

**Page 22**
**4.28.**
4ème phrase : « sous le PEPPII, des établissements scolaires ont été construits sur des terrain privés....

**Réaction DGIFPE**

Je pense que cette situation concerne les établissements lors du PEPP I.

**Page 28**

Tout ce qui est en gras n'a aucun lien avec le texte.

**Page 34 :**
**2ème paragraphe**

Sous le PEPP II, le nombre de formation a été plus important…

**Réaction DGIFPE**

Je crois que c'est plutôt sous le PEPP I que les formations à l'extérieur ont été effectives et importantes pour les inspecteurs.

**DEP**

**Page ii**
Rappel des points clés des TDR ?

**Page iii**
Quelle est la démarche méthodologique utilisée pour faire l'évaluation ?

**Page vii**
**3ème paragraphe**
**6ème ligne** : avis de la Banque mondiale

**Page 7**
**2.2**
**16ème ligne :** corriger aux lycées au lieu de au lycée
**3.1**
**10ème ligne (phrase entre parenthèse)** : quelle est la preuve que les indicateurs de résultats ont-ils été atteints ? (Il faut faire référence au tableau de la page 31 et dans la mesure du possible insérer en dessous du paragraphe de la page 7 un tableau qui donne la situation au départ (1997) et la situation à l'arrivée (2004).

**Page 28**
**7.1**
**1er paragraphe**
**2ème ligne** : corriger adaptées au lieu de au adaptés
**Dernière ligne** : supprimer les mots en gras entre parenthèses

**2ème paragraphe :** reformuler le paragraphe et supprimer les mots en gras à la fin du paragraphe.

**3ème paragraphe**
**1ère ligne** : préciser l'enseignement secondaire **privé**

**Dernier paragraphe :** supprimer les mots en gras à la fin du paragraphe

**NB :** La formulation des leçons cause un problème de compréhension. Il s'agit de tirer des leçons de la gestion d'un projet, suite à une évaluation d'efficacité et d'impact. Chaque leçon apprise doit déboucher sur une recommandation ?

**Page 30**
Ajouter à la bibliographie :

- Annuaires statistiques, DEP/MESSRS (2004-2008)
- Document d'évaluation technique du projet

**Page 31**

**Annexe A**
**Tableau A-1** : Projet d'éducation post-primaire (Cr.N0070)
Ce tableau pouvait être amélioré

| Rappel de l'objectif | Niveau de réalisation | Ecart |
|---|---|---|
| | | |

**Commentaire sur les écarts :**
**Page 32**
**Fin du tableau** : Quelle est la source de ces données ?

**Page 35**
**Dernier paragraphe :**
**Dernière ligne :** changer provinces par régions

**Page 36**
**1ère ligne :** ajouter après publics (construction de CEG)
Ajouter à la fin du paragraphe : ou d'avances.

Les avis de non objection de la Banque mondiale ont constitué à un moment donné une contrainte dans la mise en œuvre du projet. Les délibérations du Comité de Pilotage n'étaient pas prises en compte et étaient soumises à l'avis de la banque mondiale. Cela cause un problème de coordination de la mise en œuvre du projet.

**Page 37**
**Annexe C**
**Tableau C-1 :** écrire évolution du TBS au secondaire second cycle par sexe de 1997-98 à 2006-07 au lieu de évolution du TBS au secondaire par sexe de 1997-98 à 2006-07.

La source du tableau (MEBA ?) ; à vérifier.

**Page 40**
**Table C- 7 :** enlever le **s** de système éducatifs

En conclusion, le rapport présente un travail assez bien fouillé et relate de manière objective les faits constatés sur le terrain. Toutefois, il est nécessaire de prendre en compte les amendements et les observations susmentionnés dans le cadre de la finalisation du document. Cela apportera sans doute une valeur ajoutée à la qualité du rapport.