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PERFORMANCE AUDIT REPORT

BURKINA FASO

**PRIMARY EDUCATION PROJECT
FOURTH EDUCATION PROJECT**

(Credit 1598-BUR and Credit 2244-BUR)

June 28, 2000

Sector and Thematic Evaluation Group
Operations Evaluation Department

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Currency Equivalents (annual averages)

Currency Unit = Communauté Financière d'Afrique Francs (CFAF)

\$1.00 = \$0.0014
\$1.00 = 719 (May 2000)

Abbreviations and Acronyms

AfDB	African Development Bank
APL	Adaptable Programmatic Lending
GDP	Gross Domestic Product
GTZ	Gesellschaft fuer Technische Zusammenarbeit
HIPC	Highly indebted poor country
ICR	Implementation Completion Report
IDA	International Development Association
MIS	management information system
NGO	Nongovernmental organization
OED	Operations Evaluation Department
PCR	Project Completion Report
PIU	Project implementation unit
SAR	Staff Appraisal Report
SDC	Swiss Development Cooperation
UNESCO	United Nations Educational, Scientific, and Cultural Organization

Fiscal Year

Government of Burkina Faso January 1 – December 31

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June 28, 2000

MEMORANDUM TO THE EXECUTIVE DIRECTORS AND THE PRESIDENT

**SUBJECT: Burkina Faso - Performance Audit Reports
 An Review and Audit of Investments in Education**

This is a Performance Audit Report (PAR) on two education projects in Burkina Faso:

- Primary Education Development Project, also referred to as the third education project, (Cr. 1598-BUR for US\$21.6 million equivalent), which was approved in FY85 and completed in March 1994, after extensions totaling 21 months; US\$2 million were cancelled.
- Fourth Education Project (Cr. 2244-BUR for US\$26 million equivalent), which was approved in FY91 and completed in December 1998; US\$45,000 were cancelled.

Objectives. The third project focused on reducing the cost of primary education. The fourth project focused on expansion, quality, and management of various parts of primary education through increased numbers of student places, curricular revisions, textbooks, teacher training, development of management information systems. Both projects financed civil works (establishment or additions) to hundreds of schools, technical assistance, and textbook production. Female participation was an important focus of government policy.

Outcomes. The projects substantially achieved their objectives. Enrollments were increased, teachers received training, textbooks were developed, and the share of the education budget devoted to primary education increased. Unit costs decreased, as the third project had planned, but only for the short term.

Relevance and Efficacy. The projects have been consistent with a strategy of developing human resources in Burkina Faso and have been relevant to its economic development needs. The fourth project was designed to use IDA resources efficiently but the third project focused on short-term systemic savings, such as low quality buildings, that may cost more in the long run. Strategies such as reduction of the already short teacher-training course to justify teachers' salary reductions may have reduced the quality of primary education in Burkina Faso.

<i>Criteria</i>	<i>Education III</i>		<i>Education IV</i>	
	<i>Audit</i>	<i>ICR</i>	<i>Audit</i>	<i>ICR</i>
Outcome	Unsatisfactory	Satisfactory	Satisfactory	Highly satisfactory
Sustainability	Uncertain	Likely	Likely	Likely
Institutional Development Impact	Modest	Modest	Modest	Modest
Borrower Performance	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Bank Performance	Highly unsatisfactory	Satisfactory	Satisfactory	Satisfactory

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The Operations Evaluation Department (OED) rates projects as follows:

The outcome of the *third primary education project* is rated as marginally unsatisfactory because its main objective, to reduce the system's costs, was very narrow and was achieved only for the short term; teacher salaries were reduced (at the expense of needed training time), but the number and salaries of the numerous non-teaching Ministry employees were not. Beneficiaries were not consulted before the introduction of important policy measures, and communities were expected to contribute towards school construction resources that were not available. To reduce costs, IDA focused on the construction of low-quality schools against the objections of government staff. Many of these schools rapidly deteriorated and became dangerous to students, creating also a maintenance problem for the government. For these reasons, Bank performance is rated as highly unsatisfactory.

The outcome of the *fourth education project* is rated as satisfactory (in comparison to the highly satisfactory rating of the ICR). Bank relations with the country were excellent and project objectives were met. Project accomplishments were considerable. Nevertheless, the textbook component and rental scheme did not succeed in providing books for everyday use; books now exist in schools but they are rarely used because two students are expected to use each book and do so only in class. Therefore, the time devoted to instruction in class is still limited because students still spend much time copying from the blackboard.

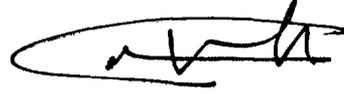
Recommendations for Future Sector Strategy

In its preparation of the 10-year adaptable lending program, IDA might emphasize: (a) putting a set of textbooks in the hand of every student for study after-hours and training teachers to use them rather than rely on traditional dictation methods; (b) implementing bilingual education at least in the first three grades of school; (c) recruiting, training, and deploying local persons of basic education as teachers, particularly women, to reduce teacher pressure for urban areas; (d) reducing the numbers of superfluous non-teaching staff in the ministries of basic and higher education, or deployment in a teaching capacity.

Lessons for Bank Interventions

- It is impossible to bring about long-term changes in a system without government ownership and the good will of staff. Country dialogue, particularly in a difficult area, should strive toward a consensus among all parties involved. Beneficiaries must be consulted, and their social aspirations must be taken into account. The Bank has already heard this lesson many times, and has already made needed changes.
- Textbook use is a skill that teachers and students must learn. If textbooks are not readily available and usable, teachers who themselves have studied without them, will not use them.
- Inputs should not be cheap in the short term and expensive in the long term. When buildings are built, their long-term use must be given primary consideration.
- Communities can build and care for schools only if they have these as a high priority. The success of the system depends first and foremost on the utility and relevance of the education, otherwise contributions are withdrawn. When people are extremely poor and do not see the value of education, it is unrealistic to expect significant contributions from them.

- Primary education financing often falls victim to secondary and higher education, whose patrons are often more influential and better educated citizens. Governments need considerable political will to counteract the tendency to give a small share of the budget to the poor.

A handwritten signature in black ink, consisting of a large, sweeping oval shape followed by several smaller, connected strokes that form a cursive name.

Attachment

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<p>This report was prepared by Helen Abadzi (Task Manager). William Hurlbut edited the report. Marie Daramy provided administrative support.</p>
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Principal Ratings

<i>Criteria</i>	<i>Education III</i>		<i>Education IV</i>	
	<i>Audit</i>	<i>ICR</i>	<i>Audit</i>	<i>ICR</i>
Outcome	Marginally unsatisfactory	Satisfactory	Satisfactory	Highly satisfactory
Sustainability	Uncertain	Likely	Likely	Likely
Institutional Development Impact	Modest	Modest	Modest	Modest
Borrower Performance	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Bank Performance	Highly unsatisfactory	Satisfactory	Satisfactory	Satisfactory

Key Staff Responsible

<i>Project</i>	<i>Task Manager/Leader</i>	<i>Division Chief/ Sector Director</i>	<i>Country Director</i>
<i>Education III</i>			
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Completion	Djamaledine Rouag	Ian Porter	Olivier Lafourcade
<i>Education IV</i>			
Appraisal	Don Hamilton	Florant Agueh	Olivier Lafourcade
Completion	Makha Ndao	Helena Ribe	Manga Kuoh

Preface

This Performance Audit Report (PAR) covers the two most recent completed education projects in Burkina Faso. It also discusses the effects of the first two projects, which were audited shortly after their completion.

- First Education Project (Cr. 430-UV for US\$2.85 million equivalent), which was approved in FY73 and completed in October 1980, after a two-year extension; the project funds were disbursed.
- Second Education Project (Cr. 956-BUR for US\$14 million equivalent), which was approved in FY80 and completed in August 1986, after a two-year extension; the project funds were disbursed.
- Primary Education Development Project (Cr. 1598-BUR for US\$21.6 million equivalent), also referred to as Third Education Project, which was approved in FY85 and completed in March 1994, after extensions totaling 21 months; US\$2 million were cancelled.
- Fourth Education Project (Cr. 2244-BUR for US\$26 million equivalent), which was approved in FY91 and completed in December 1998; US\$45,000 were cancelled.

The audits were conducted to study the effectiveness of the Bank's assistance to the education sector in an extremely poor and highly indebted country. The PAR is based on the following sources: Implementation Completion Reports (ICRs), Staff Appraisal Reports (SARs), Credit Agreements for the projects, and project files, particularly the supervision reports. An OED mission visited Burkina Faso in May 2000 to collect other pertinent information. The author thanks the many government officials and researchers for their extensive cooperation.

Following standard OED procedures, copies of the draft PAR were sent to the relevant government officials and agencies for their review and comments. Some observations were received, which have been incorporated into the PAR as Annex C.

1. Background To The Third And Fourth Education Projects

1.1 There are some ideas that seem perfectly reasonable to well-meaning and knowledgeable people at one point in time, but seem so strange 20 years later that it is hard to believe their originators had any good sense. And policies that are implemented early on have long-lasting effects, for better or for worse. The experience of Burkina Faso illustrates how donor-driven ideas of the 1950s continue to affect primary education in the year 2000.

1.2 Life has not been easy in this landlocked Sahelian country. Partly due to drought and severe health threats (such as onchocerciasis, malaria, bilharzia, tuberculosis, Guinea worm, and sleeping sickness), the population of about 11 million is relatively scattered and extremely poor (per capita GDP of US\$220 in 1998). It consists of about 60 different groups, each with its own language or dialect. Though the Mossi make up 45 percent of the population, the Mooré language does not function extensively as a lingua franca, and the official language of the country is French; education at all levels takes place almost exclusively in French. These factors make educational planning a serious challenge.

1.3 The former French colony, known as Upper Volta until 1983, became independent in 1960 but had very few educated citizens. Therefore, it remained heavily dependent on the many French officials who lived there and made many important decisions. These officials were very much concerned about the cost and affordability of primary education. At the time of independence, only 6 percent of the relevant age group went to 450 primary schools and only 0.5 percent of the cohort entered secondary school. (Côte d'Ivoire had 27 percent enrollment at that time.) Efficiency was very low among these students who first had to learn French, and fewer than 50 percent of them passed the primary school examinations. Still, the education budget constituted 23 percent of the national budget, partly due to high student stipends and teacher salaries. It was impossible to imagine 100 percent enrollment that would cost 16 times more than the current budget and for a population that was increasing at about 2.7 percent per year. Also, the primary school curriculum was not relevant to the country's almost exclusively agricultural economy, and those who studied it aspired to become civil servants. Rural poverty drove young men to become laborers in the plantations of Ghana and Côte d'Ivoire and left fields to be tilled by women and old men; a different type of education was needed.

1.4 A French agency (Société d'Etudes pour le Développement Economique et Social) studied the situation, and its consultants decided that universal primary education would neither be affordable nor desirable for the new country. Schools could continue to exist in towns, but rural areas would only get nonformal education. Rural children aged 12–14 would get a three-year course to include literacy, numeracy, and agricultural

production. Recruitment would only take place every three years, and instruction would be in French.¹ To keep people on the land and discourage migration and higher educational levels, no diplomas would be given. Education would be demand-driven; teachers would only be appointed in villages that applied for them and were willing to build centers; the recurrent costs would be partly offset by agricultural production, and instructors would be recruited from the localities. The consultants projected that by 1967, 80 percent of all boys and 20 percent of all girls ages 12–14 would have the opportunity to go to a rural education course. These assumptions were neither tested nor marketed to the public, but the Voltaic legislative assembly voted in favor of the French proposal.²

1.5 Nevertheless, the communities were not interested in building schools to get a second-rate education. Centers expanded at the rate of only 10 percent per year, while primary schools, whose number was supposedly frozen, expanded by 4 percent per year. Communities wanted to send younger children, but those were not strong enough to work the school farms and offset the recurrent expenditures of schooling; so in 1968, the entrance age was raised to 15 years. However, at ages 15–18, people needed to get married or work, so few of them attended. Agricultural training was to lead to greater food security but instruction was postponed until the third year because most of the class time was taken up with French. Students did learn some French; according to a 1967 UNESCO study, they had achievement comparable to 4th grade of other French-speaking African schools, and 70 percent of them could “read without hesitation.” Since students had few life skills other than French, emigration of young men rose from 400,000 in the 1950s to 737,000 by the early 1970s. Thus, the country sacrificed the literacy and numeracy of countless children for cost recovery, and made adolescents work for this recovery for a return of very little education. The main positive result was that the nonformal centers cost 60 percent less than primary schools.

The Bank's Involvement

1.6 By the time the Bank entered the scene in 1972, the program had become controversial. Nevertheless, along with other donors (UNESCO, French Cooperation, and the European Community Fund), it supported rural education³ and Bank staff believed that it would work well once administrative institutions were developed. At that time, there was almost no educational expertise in the Bank, and the institution relied heavily on UNESCO, which knew more about planning than instruction. The agricultural educators in charge recommended improvements and a transfer from the Ministry of Education to the Ministry of Agriculture. Though beneficiaries were not consulted, the program was reformed to teach in local languages, insist on a higher age for students, improve curriculum, and create cooperative groups upon graduation. This was the content of the first education project (Cr. 430-UV, signed in FY73 for US\$2.85 million; Table 1; Annex Table 1). The donor organizations planned the implementation but were not well

1. The idea of promoting literacy in an entire country on a nonformal mode is not unheard of; some Indian officials supported it through the 1980s. The well-known BRAC program of Bangladesh also recruits every three years, but teaches small children, who can transfer to primary schools.

2. Haddad, Wadi. *The Dynamics of Education Policymaking*. World Bank: Economic Development Institute. Analytical Case Studies No. 10, 1994. p. 179. Reference to UNESCO study p. 200.

3. A separate and unequal rural education program was also supported in Bolivia, and left a long-lasting heritage.

coordinated. The Bank built buildings, the French Cooperation financed staff development, the European Union supported specific regions, while the Swiss Development Cooperation supported women. However, graduates continued to decrease; eventually the program became three to six times more expensive than primary school, was beset by managerial weaknesses, and the cooperative advisors were poorly trained. Nevertheless, the donors managed to develop institutions around it, which later proved very hard to dismantle.⁴

1.7 The Bank reviewed progress in 1979 and continued to support the rural centers through the second education project (Cr. 956-BUR, signed in FY80 for US\$14.0 million; Table 1 Annex Table 2), believing they just needed qualitative strengthening. Only in the early 1980s did the donors finally conclude that rural education had failed to meet its goals. In 1980, only about 15,000 students were in the program; illiteracy was 92.3 percent, the highest in Africa, and the primary education enrollment of 19 percent was the lowest. The modern economy only accounted for 3 percent of jobs, partly because there were not enough educated people to create more. The unsatisfactory outcomes were due to a donor-driven policy, and the country had paid the price. The consequences may have been worse health and lower incomes but also possibly different political outcomes; more literate people might have made more active decisions on the regimes they wanted.

1.8 Still, the Bank remained primarily concerned about the cost and affordability of primary education and tried to finance it through systemic savings. In 1983, the 4,330 students in higher education were more expensive than the entire primary school population.⁵ Eliminating secondary and tertiary student stipends would enable the 200,000 school enrollments to increase by 130,000. Also, the average salaries of the country's relatively few teachers, though modest, were 11 times the per capita GDP (versus 2 times in Latin America and Caribbean). This might have been expected since, contrary to many other countries, educated people were few and in demand. A computer simulation model in 1983 showed the government that enrollments would only rise to 37 percent by the year 2000 if the current financing situation continued. The government set a target of achieving 60 percent primary enrollments by the year 2000 and agreed to increase the budget share for primary education and decrease cost. Accordingly, the third education project (Cr. 1598-BUR signed in FY85 for US\$21.6 million equivalent; Table 1 and Annex Table 3) had as its main objective to implement a financing strategy. The educational planners of the Bank pushed the recruitment of teachers at a new lower level and reduced their already paltry training time from two years to one in order to justify the decrease. Existing teachers were also promoted at a lower rate, low-cost construction methods were identified that used compacted earth rather than brick, and an effort was made to improve internal efficiency with textbooks. There was a hope eventually to decrease fellowships and to harmonize the formal and nonformal systems. Also, the Bank continued to expect community contributions for school construction, which for the

4. The centers were moved to the Ministry of Education and were to be evaluated by the third education project, but then IDA decided against it. In 1992 they were moved back to the Ministry of Agriculture and still exist in some capacity.

5. Orivel, Francois, August 1983. Cost and Financing of Education in Upper Volta: Current Situation and Prospects. CPD Discussion paper no. 1984-2.

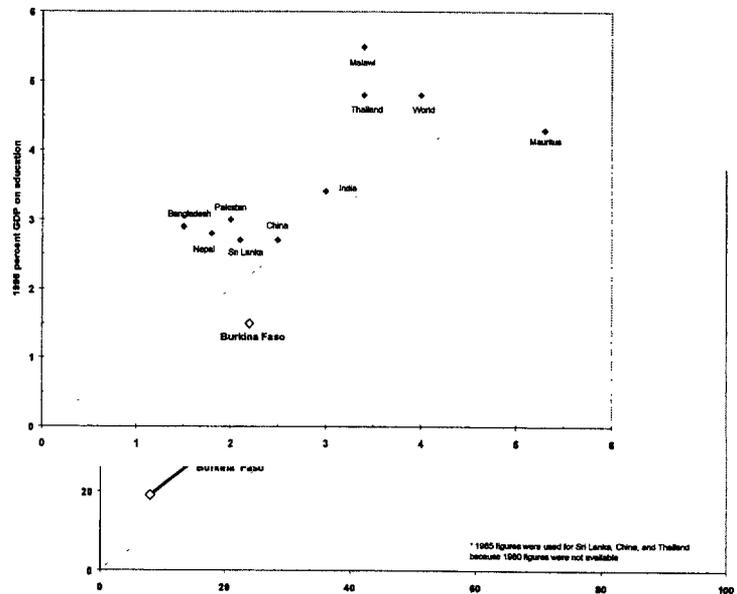
country's poverty level were unaffordable. Ironically, the Bank was concerned about the relatively small cost of primary education without counting the costs of low quality. At the same time, the country was becoming heavily indebted in other sectors.

1.9 The revolutionary government that came about in 1983 encouraged education and started mother-tongue instruction, though it was abruptly cancelled. The Ministry of Agriculture and university students resisted the changes. The political disturbances of that period disrupted the educational process. Eventually, in 1990 the Bank paid attention to instructional issues and carried out a quality-oriented

sector study.⁶ Enrollment was found to be about 30 percent in 1990, and the pass rate at the primary-level certificate was below 50 percent. The country compared very poorly with other low-income countries, such as those of Asia (Figures 1 and 2). Learning assessment showed very poor outcomes in French; only 25 percent could read fluently by grade 6, and less than 20 percent could write simple texts. Teachers emphasized grammar, and very few students mastered the basic arithmetic skills by grade 6; scores were particularly low in problem solving. Despite the work of the third project, textbooks continued to be scarce. Teachers were poorly trained after a one-year course, and instructional support was negligible. The study again recommended mother-tongue literacy and basic instruction, teacher support, and better French instruction.

1.10 Contrary to previous procedure, the fourth education project was prepared with much participation from ministry staff and with the goal of reinforcing the government's second five-year education plan (Cr. 2244-BUR for US\$26 million equivalent approved in FY91; Table 1 and Annex Table 4). Much attention was given to staff training, expansion of schools, instructional materials, high-quality textbooks, and innovative items such as first-aid kits, deworming of students, and vitamins. The task manager of the project was placed in the field, thus supervising it more effectively. The project involved donor coordination with Norway, the European Union, and Belgium, and was much more likely to succeed.

Figure 2: Progress in GDP Share Devoted to Education



6. Burkina Faso. An Assessment of the Quality of Primary Education. April 1993, Report no. 12177-BUR.

Current Government and Donor Strategy

1.11 Burkina Faso entered the primary education period later than other countries, and it is trying to catch up. It continues to attract bilateral donor assistance from countries such as France, Belgium, Japan, Netherlands, Switzerland, and the United States. The Islamic Development Bank is financing school construction, and the African Development Bank has financed over time the agricultural youth program, secondary teacher training, school construction, rural education, and some aspects of higher education. Donor coordination is improving, and a major conference took place in April 2000. Rounds of consultation with academics and beneficiaries took place in 1994, and the Bank has been implementing a post-primary education project since 1996 (US\$18 million equivalent-N007-BUR). The Bank also plans to finance portions of the country's 10-year program through a 10-year Adaptable Program Loan (APL),⁷ which includes attention to higher education.

1.12 The government's 10-year program includes a push for enrollment increases concomitant with improved learning outcomes. It also includes an ambitious policy for the development of nonformal education to adults and out-of-school adolescents and children. The objective is to increase the literacy rate from 24 percent to 40 percent within 10 years through increasing (a) the centers for out-of-school adolescents aged 9 – 15 years from 35 to 3,035, and (b) the centers for adults from 4,000 to 9,000.⁸

1.13 Innovative methodologies will have to be put in place to make large-scale literacy efforts for adults and children succeed where they have failed earlier. A survey showed that many parents do not send their children to school because of expenditures (24 percent of children not attending) and because they consider it undesirable (22 percent of children not attending). The absence of school in the locality accounts for 15 percent and the perception of school as useless for 11 percent. Clearly, demand-side issues must be addressed before enrollments increase significantly.

7. PID7326: Burkina Faso: Basic Education 10-Year program; Plan décennal de développement de l'éducation de base 2000 – 2009 (PDDEB), signed by The President on 20 July 1999.

8. Plan décennal de développement de l'éducation de base 2000 – 2009 (PDDEB), signed by The President on 20 July 1999.

Table 1: Main Project Objectives

	Modernization/ Quality	Access	Management/ Efficiency	Teacher Training
Education I (Cr. 430-UV)	Redirection of rural youth and agricultural skills program	Construct and equip rural youth centers	Designing a system to train managers of agricultural education	Strengthening secondary-school science teaching Strengthening teacher training for the youth program
Education II (Cr.956-BUR)	Training artisan foremen to improve building quality; Carrying out low-cost construction	Giving more people opportunity for literacy; increase productivity of rural youth	Continued training of agricultural managers; Training public works personnel	
Education III (Cr.1598-BUR)		Expanding primary education; Reducing costs	Developing capabilities in education planning and management in order to reduce costs	Expanding primary school teacher training (component)
Education IV (Cr.2444-BUR)	Improving quality of primary and secondary education	Increasing access to primary education		
Post-Primary Education (N0070-BUR, under implementation)	More and better trained students graduate from secondary education	Girls and the poorest have access to secondary education	Restructuring the sector to use resources more efficiently, increase private education	

2. Project Implementation Experience⁹

2.1 The *third education* project (FY85–94) was plagued by political uncertainty in addition to administrative and management problems. During the first two years there was a serious delay; the Ministry of Basic Education was weak, but also the project design was driven by IDA decisions, with little communication between IDA and the relevant national partners. Efforts were made to adjust programs and to redesign specific project components, such as the complex pilot program to promote lower cost construction of schools and the assessment of the agricultural youth training system. These efforts were complicated by (a) staff turnover (six project directors between 1986 and 1993); (b) an unwieldy administrative structure that required major participation by at least nine departments or agencies belonging to three different ministries; (c) irregular supervision missions with little agreement on the content or priority to be accorded to the resulting recommendations; and (d) the abrupt decision by the IDA to stop its transition support for the youth training centers and the pilot program for promoting low-cost classroom construction.

9. The first and second education projects were audited shortly after their completion.

2.2 After much turnover, a director of planning became director of the project implementation unit (PIU) in 1988, and administration has been stable since then. The result was rapid progress in 1989/90. Nevertheless, by April 1992 only 43 percent of the credit had been disbursed. The pace increased considerably after 1991, when the government and the Bank released the PIU from compliance with procurement requirements. Two extensions were given for a total of three years, and the third project overlapped with the fourth by two years.

2.3 Project achievements were (Tables 1 and Annex Table 3):

- A modest enrollment increase from 23.9 percent to 32.8 percent over eight years; a 40 percent increase in total intake in first grade, and a very slight increase in total enrollment of girls (2 percentage points);
- Provision of teacher training and instructional materials: (a) training 2,400 new teachers; (b) revising the Teacher Training College's curriculum; (c) 1.6 million new books and 70,000 teachers guides (more than twice the project target of 800,000); however, no textbooks were produced or used for teacher training colleges, whose students must rely on notes and occasional library books;
- A modest construction program of 450 classrooms, 450 teachers' houses, 150 canteens, and 150 double latrines in seven provinces;
- A slight increase in the share of education in the total budget (from 21.7 to 22.3 percent); an increase in the share of the Government's education budget allocated to primary education (from 42.6 to 51.0 percent). However, this increase later eroded, and stood at 45 percent in 2000;
- Lower unit costs through adoption of civil service grade changes, double-shift teaching in urban areas and the expansion of multi-grade teaching in rural schools; new construction methods and bidding procedures that resulted in a 50 percent reduction in classroom costs between 1987 and 1990. However, the savings from lowering teacher salaries (and reducing their quality) were not realized in the long run because no effort was made to lower the salaries and numbers of the many other Ministry employees, some of whom are not needed. Also, the government could not reduce very much the fellowships given to university students. Thus, people continue to find it easier to spend many years living free in the dormitories rather than graduate.

2.4 The *fourth education project* (FY91-98) continued the policy measures of the third project to increase the share of the budget devoted to primary education and decrease the percentage of educational expenditure spent on salaries. However, implementation experience and outcomes were quite different, thanks to much prior deliberation, consultation, a focus on quality, and a high level of informed Ministry input into the design. The outcomes were:

- Enrollment increased to 41 percent in 1997/98; multigrade and double-shift teaching were introduced extensively, increasing enrollment by 80,000 with limited additional cost.
- Success in the grade 6 primary school leaving certificate increased from 24 percent to 53 percent. Grade repetition decreased from 17 percent to 14 percent in 1997/98, while the student-teacher ratio decreased from 57 to 47 between 1990/91 and 1997/98.
- To promote private education and enable more students to go to school, fees were deregulated, teachers were given training, and land access for school construction was made easier. Total student social subsidies in secondary and higher education decreased by 25 percent. In particular, the proportion of university students with scholarships decreased from 97 percent to 36 percent in 1998, and such fellowships were mainly limited to women studying in scientific fields.
- A management information system (MIS) has been established for primary education, and it appears to provide up-to-date and usable information. School enrollments are counted on a particular day in December for all schools, and this late date allows for dropouts to level off. Several counts seem to prevent to some extent the overcounting of children that one sees in some countries. The system was able to give instant counts for the 4114 schools.
- One major impact of the program was to increase girls' enrollment in public primary schools from 31 percent to 39 percent and for all schools from 37 percent to 40 percent. In tertiary education, 60 percent of the students' rooms at the university are reserved for girls. Burkina Faso has implemented a clear strategy to increase female participation and made considerable efforts.
- An innovative component of the project was the provision of micronutrients and deworming to students. It was implemented by the Catholic relief services. Outcomes are unknown, since no follow-on took place and there was no evaluation. When the Fourth project ended, the program was unfortunately discontinued.
- Considerable teacher training was imparted, and all teachers of government schools have received some, whereas earlier only 34 percent were trained. Inspectorates received books and materials to strengthen instructional delivery.

2.5 *Textbooks.* The textbook development process that started in the third project with a few titles, was a challenge, given the lack of textbooks in many Francophone countries. Books were initially produced by author committees from the Pedagogical Institute, but

production took a long time. During the fourth project, the government contracted private authors on the basis of submitted sample work. Thus the textbook department developed 44 books and teacher guides. Books are sold in urban markets below cost for 1100 CFA, and the private schools also use them. Presumably many urban parents can buy them, but most rural families cannot.

2.6 Book rental schemes of the third and fourth projects proved too complex, and parents' associations could not handle them. Also, the binding quality is poor, and books often tear up, so it is not possible to rent them to different cohorts of students to take home. (There is currently a plan to create a revolving fund.) Instead, schools receive a book for every two students in several subjects. However, these are kept in class, and *used rather rarely*. A visit to a typical French-language primary school showed that students in grade 6 had only one textbook (for reading), and no math textbooks. The free textbooks were too few and could not be put to efficient use, so students spent their time copying from the blackboard. Textbooks have a significant impact when used extensively, but costs (which are small compared to other activities) have kept this valuable resource away from students. Since one-for-two books have little utility, this method of distribution wastes substantial amounts of money.

2.7 *Civil works*. The country had limited implementation capacity in school construction. For this reason, a general procurement agency, Faso-Baara, was used to relieve the Ministry during the third and fourth projects. Use of this agency, modeled after the Senegalese AGETYP, led to a new set of problems. Ministry employees are concerned about the high cost of buildings (including a 7 percent commission for Faso-Baara), limited competition, and change of contract terms after bids were made. After the fourth project, Faso Baara was only used for large civil works. Perhaps the country has by now acquired enough expertise not to depend on such an expensive agency; also international competitive bidding could be used in the future.

2.8 Both projects supported community-supplemented school construction, but this has not worked as well as expected. Due to extreme poverty and lack of school experience, villagers have other, far more urgent priorities than school construction. Local materials are limited, and there may be no water or sand and no roads to bring it. The activities took longer, and supervision needs made them more expensive. In retrospect, it might have been preferable for the government to build the schools exclusively. More recently, the government has built the schools, and the community was told to build teacher housing, which is necessary in that country.

2.9 *Low-cost schools*. At the time the third project was developed, there was much contemplation regarding the use of local technologies that might be cheaper and more sustainable, given the limited capacity to build large numbers of rural schools. Therefore the third project championed *construction with sun-baked bricks of mud* (banco). Government staff objected, stating that the technology was outdated and unsuitable due to high winds during the rainy season. Nevertheless, construction went on. Local wisdom proved right, and *many schools did not last*. The classes visited by the mission in Lumbila had been built in 1992, but they had been severely damaged by the wind and rain by 1999. After several repairs and supports, they were dangerous for children and were closed. Ironically, they had recently been replaced by well-constructed schools that

were financed by Japan. Mud technology saved some money in the short term and proved quite expensive in the long term.¹⁰

3. Bank Project And Lending Program Outcomes

3.1 The outcome of the fourth project is rated as *satisfactory*, but the third project had *marginally unsatisfactory* outcomes. Although its financing objective was achieved, the objective was very narrow for a country with such low literacy levels. Furthermore, the project promoted poor-quality school construction, reduced the already limited teacher training time, and paid no attention to instruction either at primary or at teacher training institutions.

Table 2. IDA Education Projects in Burkina Faso

<i>Project name</i>	<i>Credit no.</i>	<i>Approval year</i>	<i>Final closing date</i>	<i>Credit amount (\$ million)</i>	<i>Cancelled or undisbursed (\$ million)</i>
<i>Completed Projects</i>					
First Education Project	430-UV	1973	10/22/1980	2.85	Overrun in US\$
Second Education Project	956-UV	1979	8/20/1986	14	3.61
Primary Education Development (Education III)	1598-BUR	1985	3/31/1994	21.6	2
Fourth Education Project	2444-BUR	1992	12/31/1998	24	0.045
<i>Ongoing Projects</i>					
Post-Primary Education	ITF N0070-BUR	1997	30/30/2002	26	

3.2 Between 1973 and 2000, IDA committed and invested about US\$87 million equivalent, i.e. roughly US\$7.9 per citizen (Table 2). Overall, IDA has had a major impact on the education system of Burkina Faso, but not all of it has been positive and much is uncertain. The policies it promoted (Annex Table 5) were mainly financial and consisted of cost-cutting and rationalizing some (not all) expenditures in order to increase the share spent on primary education. Despite donor concerns, however, the country progressively invested less and less of its gross development product (GDP) in education (Figure 2); the share dropped from 2.3 percent in 1980 to 1.6 percent in 1996. It has remained stable and perhaps increased a little since then. (The share of primary education is protected at 60 percent of the education budget.) As a result of political upheavals and limited financing, the government's goal of a 60 percent gross enrollment by the year 2000 did not materialize. What did materialize was the default enrollment of 38 percent by 2000, which the Bank projected in 1983 if the financing situation that was prevalent then continued.

¹⁰ It has not been possible to find clear unit costs and cost comparisons of mud vs. baked brick construction.

3.3 Partly due to donor interventions or lack thereof, Burkina Faso is among the last four countries on UNDP's Human Development Index, i.e., the 171st out of 174 countries. As for education, Burkina, along with Niger are on the very bottom of the list and range as 173rd and 174th respectively, with an estimated adult illiteracy rate of 79 and 86 percent (UNDP 1999). Other Sahel countries are in better educational condition. ¹¹As a result of poor education, the health indicators are low. The early policy to rely on nonformal education has cost the country dearly.

3.4 Much discussion about a follow-on project has taken place, but the Bank has not financed any primary education activities since 1998. The government capacity to implement a realistic 10-year program remains limited; also, agreement has not yet been reached on several financing issues. Currently, education is financed through a project preparation grant as well as through Belgian and Norwegian grants. However, without a large-scale project, there is a concern that benefits may be dissipating.

Box. Visit to Rural Primary Schools

During the audit, the OED mission visited satellite and nonformal adolescent schools in Korsimoro. Situated about 70 km from Ouagadougou on a good road, this area probably presented the better instructional conditions found in rural areas.

The satellite school visited was supported by UNICEF with good furniture and sacks of wheat for students. The teachers were present, knowledgeable, and interested. Satellite schools are three-grade schools presumably teaching in local languages to enable students to stay in school and learn more. However, students were found to study in Mooré only in the first grade. In the second they spent much time learning French, and by the third grade, all instruction was in French. Textbooks for reading (no arithmetic) were stacked on the teachers' desks. The teachers explained that they were not using them because the students might tear them up.

The nonformal adolescent schools that the mission visited echoed the problems that had made literacy for young farmers so difficult. Each of the three grades had only 5-7 students, mostly boys, aged about 18; in a culture that values early marriages and agricultural production, few rural young people have time for four hours of daily schooling. Though in the first year students studied in Mooré, they subsequently switched to French; they learned some French, but they could not learn much information in this foreign language. For example, they were particularly weak in basic arithmetic and some could not do simple subtractions and multiplications. One possible reason is that these students did not have arithmetic textbooks. Also, some third-year students still did not read fluently. The vocational activities that would have given additional meaning to the literacy information had not yet been implemented. It is unfortunate that these nonformal classes of very few students were carried out very formally and missed the opportunities to maximize learning.

The nonformal teachers raised with the mission the issue of their pay. Some of their salary was to be paid by the communities, which did not have enough money or did not place a high enough priority on schooling. Therefore, they did not contribute, and teachers were being paid only part of an already low wage and after long delays.

Nevertheless, money is available for the salaries of some staff. Korsimoro is a small town, but the inspector's office had eight employees, who had little to do when the mission went to visit. Their responsibilities seemed seasonal: two were in charge of planning but could not make inputs to the management information system, one in charge of primary-school examinations, which take place in June, another in charge of textbooks, which are delivered in the beginning of the year. Only one staff member was a pedagogical advisor. It seems that the work of four employees could be done by one person, the number of pedagogical advisors should increase, and the excess employees could staff two primary schools. The widely spread cultural need to take care of relatives through appointments is well understood. But in a country with a dire need for education, this wastage of staff is hard to justify.

11. Gross enrollment ratios in Mali are 45 percent, Togo 120 percent, Côte d'Ivoire 77 percent, Niger only 29 percent (1996 data). World Bank; World Development Indicators 1999, p. 78.

Relevance and Efficacy

3.5 The projects have been consistent with a strategy of developing human resources in Burkina Faso and have been relevant to its economic development needs. The fourth project was designed to use IDA resources efficiently but the third project focused on short-term systemic savings, such as low quality buildings, that ultimately may have cost more. Strategies such as the reduction of the already short teacher-training course to justify teachers' salary reductions may have reduced the quality of primary education in Burkina Faso, partly because the French-language command of teachers is deficient.

Institutional Development Impact

3.6 The third and the fourth projects made concerted efforts to strengthen the implementation capacity of the Ministry of Basic Education through training and provision of computer equipment. The effort has produced results. For example, funding from the European Union and the fourth project enabled the Ministry of Basic Education to prepare its budget by objectives. The management information system has also been a significant effort. However, the projects did not succeed in reducing the bloated bureaucracy of non-teaching staff, did not increase incentives to work more efficiently, and did not result in significant structural changes that would increase implementation capacity. For these reasons, the institutional development impact for both projects is rated as *modest*.

Sustainability

3.7 The sustainability of the achievements of the third project is uncertain, because the cost savings and financing measures that were introduced undermined the quality of education or were partly reversed. The achievements of the fourth project are sustainable, partly because the government's high level of commitment brought about measures that in the third project had been difficult to achieve.

3.8 Sustainability may also be created by the high levels of informed government technical and analytical input from the Ministries of Higher Education and Basic Education that are now being put into the Ten Year Education Plan. The integration of education issues in the Country Assistance Strategy along with the macroeconomic dialogue, the public expenditure review, and the conditionalities to aid the highly indebted poor countries regarding the share of budget for education may also help sustain educational outputs.

Bank Performance

3.9 Until 1990, the staff who worked on Burkina Faso were planning and finance specialists rather than educators, and sometimes acted to the detriment of instructional delivery.¹² For example, the third project reduced the already limited two-year training

12. Also, the French-trained staff who worked in Sahel countries tended to respect the antiquated French system used in Africa and were disinclined to change it radically. This is also evident in other countries, such as Comoros, which,

period of the teachers in order to justify reducing their salaries. However, it was also short-sighted; the salaries of the many non-teaching employees in the ministries of Basic and Higher education were not reduced, and neither were their numbers.

3.10 Long-serving PIU staff have a negative view of Bank performance during the time of the third project. They described a conflictive relationship, in which they felt pushed to accept actions against their best judgment. The Bank did not adequately explain policies to the public or government staff. Some Bank staff came with ideas that were not always implementable and left conflicting recommendations in aide-memoires, which were hard to follow through. One task manager repeatedly changed policies (e.g. on teacher salaries and deployment) without sufficient study or rationale. In another case, the contract that would assign civil works to Faso-Baara was sent as a form from the Bank, and the project implementation unit staff were told they could not change it. Some actions were interpreted as a sign that the Bank was a substitute ministry of education, a situation that created conflicts and requests for the removal of a task manager. The Bank disregarded objections to school construction with mud bricks. Not only did the decision prove short-sighted and dangerous, the temporary buildings and emergency maintenance needlessly indebted the country.¹³ Due to lack of attention to instruction and disregard of beneficiary interests, OED rates Bank performance for the third project as *highly unsatisfactory*.

3.11 The Bank closely studied the lessons of the third project and structured the fourth project with a view to avoiding the problem areas. As a result, Bank performance and relationship with the government greatly improved. Staff with the requisite knowledge and much personal commitment worked on the fourth project. The quality of the dialogue between IDA and the two relevant ministries notably improved, and the results did also. Regular supervision and continuity helped meet expected targets. No monitoring system was developed, but it is unclear whether the country had the institutional capacity and human resources to carry out reliable data collection. Bank performance in the fourth project is rated as *satisfactory*.

3.12 Task management from the field creates close and cordial relationships with the government, but there is still a need to observe instruction in local schools and teacher training institutes and to help the government identify emerging instructional issues. The Bank could maintain a regular supervision schedule, recommend actions, and then follow through on instructional problems found in schools.

Borrower Performance

3.13 Despite the limited implementation capacity and delays involved in the initiation of the third project, the borrower performed most project tasks and was particularly competent in the textbook production. Institutional capacity has improved over the years. The government showed a high level of commitment to the fourth project and has chosen

according to Bank recommendation, still teaches exclusively in French, although the population speaks a single language.

13. This conflict has taken place in other countries as well, where a large number of schools must be built cheaply. On occasion, the Bank has chosen approaches that may be cheaper in the short term but more expensive in the long term.

skilled, experienced individuals to lead implementation since the early 1990s. Borrower performance for both projects is rated as *satisfactory*.

3.14 The government still has the challenge of managing multiple donors and taking the initiative of responding to their lending policies, supervision needs, and procurement requirements. The donors are many, and their needs must be streamlined to enable the government to carry out its work. Given the unhappy earlier experiences with the Bank, the government might set clearer standards of what it expects from donors and how it should resolve conflicts.

4. Issues For Future Consideration

Textbooks Must Be Plenty, or They Remain Unused

4.1 Low-income countries have long traditions of teaching without textbooks. Teachers who are brought up without them have coping strategies and feel they do not need them, despite evidence that textbooks greatly increase time on task in class. The third and fourth projects published many titles but put only a few books in classrooms, and this prevented their easy use and change of method. Therefore, the effort to develop textbooks has thus far done little to improve classroom instruction. Unless there is a book for every student and the students can take them home to study, time on task in class will not improve. Giving books to every student should be a priority.

4.2 Teacher training colleges also lack textbooks, and their students continue the long tradition of ineffective studying from notes and wastage of class time in copying. Cheap editions of English-language university textbooks have been available in the developing world for decades. However, French textbooks are typically unaffordable, and locally written books often prove expensive and of low instructional quality. The government might petition French and Canadian publishers for the privilege of printing cheaply a limited number of suitable French-language books for in-country use of students in the various levels of higher education. Thus, students will be able to own and study from good textbooks, use class time more effectively, and learn more material.

Teacher Deployment Strategies

4.3 Given the education of the Burkinabe population, relatively few people are qualified, even minimally, to become teachers; most educated people are urban residents and only 25 percent of the teachers are women. Like many low-income countries Burkina Faso has difficulty in finding teachers who are willing to stay in rural areas. The result is high teacher absenteeism and constant requests for transfer to urban areas. Many other countries have tried to solve this problem by hiring local female residents of an acceptable level of education and training them. They tend to stay in their villages, in

contrast to men, who often face family needs to do multiple jobs or to move where the income is greater.

4.4 The country has made some efforts in this respect. Satellite-school teachers are such local teachers. But to expand primary-education coverage in rural areas and in local languages, a large-scale effort to train local, mainly female teachers will be needed. The upcoming education program might study the experience of other countries (such as Nepal and Bangladesh) and use the best practices.

The Case for Mother-Tongue Instruction

4.5 Due to the large number of languages spoken in Burkina Faso, clearly French is needed as a lingua franca. But instruction of small children from poor families in French results in high dropout rates, in Burkina Faso and elsewhere (e.g. Comoros islands), because families are unable to help. Teachers may also not know French very well.

4.6 Research has shown that delivering new concepts to student in a language they are not familiar with may result in the students acquiring neither the concepts nor the language that matches those concepts, regardless of how many hours spent delivering the curriculum in this language. Pupils may be better served acquiring initial concepts in their first language, then later learning the second language labels for these already embedded concepts. Thus they may learn both the concepts and the new language at a faster rate than would otherwise be the case.

4.7 Despite general agreement in favor of the use of mother tongue as the language of instruction for primary schooling, few countries have successfully instituted local language/bilingual education in schools. Time and resources are needed, but also the population may resent it and believe that children are getting second-rate education. Burkina Faso is experimenting successfully with materials development in the main languages and instruction in the satellite and bilingual schools. However, instruction for only one or two years is insufficient. The students barely acquire literacy and do not learn enough math, science, or social studies in a language they can understand.

4.8 Mother-tongue instruction should become the norm for the country for at least the first two or three years. The population must be informed that this is the best way for the children to progress in school and actually to learn French. To deal with the large number of languages that have few speakers in Burkina Faso, the textbooks of neighboring countries that have these languages in greater numbers may be used. A project financed by German bilateral aid (GTZ) started to do so a few years ago in neighboring countries. If more local educated residents are used, these languages may have the requisite teachers.

5. Lessons

- It is impossible to bring about long-term changes in a system without government ownership and the good will of staff. Country dialogue, particularly in a difficult area, should strive toward a consensus among all parties involved. Beneficiaries must be consulted, and their social aspirations must be taken into account. The Bank has already heard this lesson many times, and has already made needed changes.
- Textbook use is a skill that teachers and students must learn. If textbooks are not readily available and usable, teachers who themselves have studied without them, will not use them.
- Inputs should not be cheap in the short term and expensive in the long term. When buildings are built, their long-term use must be given primary consideration.
- In countries which use a non-native language as a language of instruction (particularly French), an issue arises regarding the extent to which teachers know the language well enough to teach it. Teacher training colleges have the task of teaching the language as well as subject matter and methodology. Sufficient teaching time must be allowed for this additional function.
- Communities can build and care for schools only if they have these as a high priority. The success of the system depends first and foremost on the utility and relevance of the education, otherwise contributions are withdrawn. When people are extremely poor and do not see the value of education, it is unrealistic to expect significant contributions from them.
- Primary education financing often falls victim to secondary and higher education, whose patrons are often more influential and better educated. Governments need considerable political will to counteract the tendency to give a small share of the budget to the poor.

SUPPLEMENTAL TABLES

Table 1: Education I Activities

Components/ Subcomponents	Activities	Targets to be Achieved	Outputs	Outcomes
Construction of rural training centers	Construct 40 and equip 80	40 centers constructed 80 equipped	Completed	Operational, some of dubious quality
Youth group support	Equipping groups	150		
	Staff houses	25	Deleted, 6 built	Fate unknown
	Well drilling	90	64	Some were dry, hard work
Teacher training	Build rural teacher training centers	3	Deleted	Included in second project
	Equipment, water, livestock	2 existing centers		A few hundred teachers trained
Curricular revision	Technical assistance	18 staff years	Completed	Applied; teaching materials found in schools, unknown if used.
	Build science labs	18 science labs	5 completed, equipment procured	Unknown
	Science teacher training		3-day seminar to familiarize with equipment	Outcomes uncertain
Agricultural project management	Technical assistance	15 staff years	Training needs study	Unknown
	Management and planning	3 seminars for 25 people, 310 hours	181 hours conducted to about 53 people	Some realized their weaknesses
	Expenses and materials for inservice training		Expenses to attend seminars	Results unknown

Table 2: Education II Activities

Components/ Subcomponents	Activities	Targets to be Achieved	Outputs	Outcomes
Construction	Construct youth centers	80	Completed	Good quality
	Provide building materials for youth centers	220	Completed	Satisfactory
	Rural training centers	2	Completed	Delays
	Rural pedagogical service center	Minor work, furniture, vehicles, offices	Completed	Functional
		Operating funds for the directorate		Amounts often not properly accounted
	National center for rural artisans	Furniture, equipment	12 people were trained	Used in various areas
Teacher training	Vehicles, operating expenses, inservice training	Staff and student leaders	Program carried out	Results unknown
	Vehicles and funds for new support service		Total 62 vehicles financed for project	12 were out of order by completion
Agricultural project management	Instructional materials, operating expenditures		25 people trained	No direct benefit to the project
	Public works skill upgrading center	Construction, furniture, vehicles	18-20 graduates every two years	All graduates assigned to specialized branches
Technical assistance	Project management, field supervision, auditing	Total 40 staff years	Additional 66 months needed	Performance irregular
Studies	Linkages between the formal and rural systems		Carried out	Results inconclusive, premature, not used
Tracer Unit			Tracer studies begun	Not completed during project life
Fellowships	Various areas of training	428 staff months	401 used	Training satisfactory, trainees used by Ministry

Table 3: Education III Activities

Components/ Subcomponents	Activities	Targets to be Achieved	Outputs	Outcomes
Reorganizing primary school teacher training	Expand facilities of national teacher training college		2400 teachers trained	No instructional inputs, no textbooks for teachers.
Reallocation of resources in the ed. Sector	Primary education was 42.6% of budget in 1985		Increased to 51% in 1993	Overall financing remains low
Cost-efficient provision of materials	Increase local capacity to produce textbooks	800,000 textbooks and teachers' guides	1.6 million available; nominal prices decreased by 30%	Renting scheme unfeasible, textbooks in fact not used
Teaching low-cost school construction	Support to Ministry of Urban development for local-materials construction		30 schools built as a pilot	Outcomes unknown
School building program	In seven provinces	450 classes 450 teachers' houses 150 canteens 150 double latrines	completed	Buildings are in use, but mud schools lasted only a few years
	Community contributions solicited		Satisfactory rate of contributions	Contributions increased
School maintenance system				Maintenance still low-priority
Improving planning and budgeting		Progress in planning		Planning has improved
Improving cost-effectiveness	Reducing unit costs		50% in school construction, 30% textbook prices	Some costs were reduced
Harmonizing youth training system with primary education	Improve performance of directorate of rural training	Progress in using network system; Some books developed	Due to accountability problems, IDA stopped financing component	Youth centers continue, mainly agricultural training for ages 16-35
	Increasing enrollments	Gross enrollment was 23.9% in 1985	Improved to 32.8 in 1993; grade 1 intake increased 40%	Progress, but enrollments still modest
Fellowships	For teacher trainers		Course quality unknown	Results unclear
	Ministry of Education staff		Course quality unknown	Results unclear
Strengthen guidance and fellowships directorate	Decrease fellowship costs			Scholarships somewhat reduced

Table 4: Education IV Activities

Components/ Subcomponents	Activities	Targets to be Achieved	Outputs	Outcomes
Primary education	Increase enrollments from about 32%.		41% gross enrollments in 1997-98	48% boys 33.4% girls
	Upgrading teaching	Teacher training	1700 existing teacher trained 5000 new auxiliary teachers	Teachers deployed, fewer in rural areas
	Upgrading administration	Inservice training	1200 directors 500 advisors, inspectors, staff	Effect of training unknown
	Making high quality textbooks more available	Produce and distribute 1.4 million	4.5 million textbooks 60000 teacher guides	Textbooks available in class only
		Staff Training	Editors, printers, illustrators	Most are still in service (2000)
	Increasing classroom numbers	Building 1200 classes Rehabilitating 300	1829 built (781 through communities) 591 rehabilitated	Communities protested, several could not provide means
	Improving students' health and nutrition	Training on health Provision in 15 provinces	2272 first aid kits deworming micronutrients	Catholic Relief Services administered
	Promoting girls' participation	Girls increased in public schools	From 31% in 1990/91 to 39% in 1997/98	Considerable progress made
Secondary education	Upgrading teacher skills	Training in six subjects	More than 2000 teachers	Results unknown
	Increasing availability of high-quality textbooks	Textbooks developed	Some textbooks available in the market	Results unknown
Strengthening sectoral institutions	Provide support to Ministry of Basic Education			
	Provide support to Ministry of Secondary and Higher Education	MIS development by the university		Work not completed until year 2000.
		Improve library, training, management	Few activities, Ministry could not give detailed objectives	No outcomes

Table 5: Policies Promoted by Education Projects

<i>Policy</i>	<i>Education I</i>	<i>Education II</i>	<i>Education III</i>	<i>Education IV</i>	<i>Achievement/ Impact</i>
Reform rural education	X	X			Quality marginally improved
Transfer rural education from Ministry of Education to Ministry of Agriculture	X				Agriculture and French predominated over literacy
Implement a financing strategy; Increase financing to primary education			X	X	Temporarily achieved; but overall GDP share to education dropped from 2.3% in 1980 to 1.6% in 1996.
Reclassify teachers at a lower civil service category			X		Largely achieved
Slow teacher promotions			X		Largely achieved, but salaries of the many non-teaching education staff were not reduced
Decrease teacher proportion of expenditures			X	X	From 84.7% in 1995 to 69.7% in 1999 due to efficiency measures
Decrease subsidies for secondary and higher education			X	X	Mainly limited to female students studying science; Politically sensitive
Increase cost recovery in higher education				x	University tuition has risen

Note: The effectiveness of addressing issues was rated on the basis of statistics available.

Table 6: Burkina Faso - Indicators of Educational Performance

Indicator	1960	1981/83	1985	1991	1994	1996	1997
Gross Enrollment Rate							
Primary	5%		23%				40%
Secondary			4%				9%
Tertiary			0.5%				1.3%
Girls enrollment share							
Primary-public school only				31%			39%
Primary all				37%			40%
Secondary					34%		37%
Tertiary							22.5%
Private-school enrollment share							
Primary							10%
Secondary							39%
Percentage of repeaters							
Primary							17
Secondary						25%	24.5%
Student years per graduate (6 yrs=normal)			26				12
Percentage pass exam							
Primary (CEPC)			25%				53%
Transition to secondary school.						27%	28%
Middle school (BEPC)							38%
Baccalaureat (BAC)							35%
Adult illiteracy Rate							81%
Male							72%
Female							91%
Annual increase Gvt. Budget devoted to education (all)				9	9		9
to primary education				9.5	9.5		9.5
to post-primary				8.4	8.4		8.4

Source: Ndao 1998.

Basic Data Sheet

BURKINA FASO: EDUCATION PROJECT (CREDIT1598)

Key Project Data

	<u>Appraisal estimate</u>	<u>Actual or current estimate</u>	<u>Actual as % of appraisal estimate</u>
Total project costs (US\$)			23.2
Loan amount (US\$)			
Cancellation (US\$)			
Loan amount (SDR)			
Cancellation (SDR)			
Date physical components completed:			

Cumulative Estimated and Actual Disbursements (US\$ million)

	<u>FY91</u>	<u>FY92</u>	<u>FY93</u>	<u>FY94</u>	<u>FY95</u>	<u>TOTAL</u>
Appraisal estimate	19.5	21.8	-	-	-	
Actual	11.89	14.72	18.20	20.04	20.44	
Actual as % of estimate	54.5	67.5	83.5	92.0	94.0	
Date of final disbursement:						

Project Dates

<u>Steps in project cycle</u>	<u>Original</u>	<u>Actual</u>
Identification	n.a	08/88
Preparation	n.a	10/89
Appraisal	n.a	07/90
Negotiations	n.a	04/91
Board presentation	n.a	05/91
Signing	n.a	07/91
Effectiveness	n.a	01/92
Mid-term Review	09/94	04/95
Project Completion	n.a	06/98
Credit closing		12/98

n.a. = not available

Staff Inputs (staff weeks)

<u>Stage of project cycle</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>Total</u>
Through Appraisal	52.4	36.8											89.2
Appraisal to Board		37.9	36.4										74.3
Approval													
Board Approval to Effectiveness		12.1											12.1
Supervision			2.6	20.4	8.8	6.4	8.9	12.2	12.2	23.5	27.0	14.0	136.0
Completion												8.4	8.4
GRAND TOTAL	52.4	74.7	51.1	20.4	8.8	6.4	8.9	12.2	12.2	23.5	27.0	22.4	320.0

Mission Data

<u>Stage of project cycle</u>	<u>Date (month/year)</u>	<u>No. of staff in field</u>	<u>Duration of mission (# of days)</u>	<u>Specializations represented^a</u>	<u>Performance ratings</u>		<u>Types of problems^c</u>
					<u>Implement. Status</u>	<u>Develop. Objectives</u>	
Through Appraisal	6/82	2	7	GE,A	-		
FY83I	10/82	4	5	GE, A,E, Tx/C	-		
FY83	1-2/83	4	12	GE, A,E, Tx/C	-		
FY83	3/83	1	1	GE	-		
FY83	5/83	1	7	GE	-		
FY84	10/83	1	18	GE	-		
Appraisal through Board Approval							
FY86 Appraisal	3/84	5	12	GE,E,A/C,TE/C, Tx/			
FY85	7/84	1	2	GE			
FY85	3/85	1	6	GE			
Board Approval Through Effectiveness							
FY86	7/85	1	8	GE	-		
FY86	11/85	2	12	A, EC	-		
Supervision							
FY86	4/86	2	5	EP,A	2	2	
FY87	11/86	2	5	EP,A	3	3	M,O
FY87	2/87	2	7	EP,A	3	3	M,O
FY88	1-2/88	1	13	EP	1	1	M
FY88	4-5/88	1	18	EP	1	1	M
FY89	8/88	1	14	EP/C (UNESCO)	-	-	
FY89	10/88	3	13	EP,TE	1	1	M
FY89	2-3/89	2	27	EP,A	-	-	
FY90	4-5/90	1	14	EP	1	1	M,T,O
FY90	7/90	2	5	EP,A	1	1	M,T,O
FY91	5-6/91	1	12	EP	1	1	M,T,O
FY92	11/91	3	13	EP,A,Tx/C	2	2	M,T,O
FY92	2/92	4	12	E,A,Tx,GE	3	2	M,T,O
FY93	7/92	5	15	E,A,O,O,E/C	2	2	M,T,O
FY93	10-11/92	3	13	E,A,GE	2	2	M,T,O
FY93	3/93	3	8	GE,GE,O	2	2	M,T,O
FY93	5/93	2	7	GE,O	2	2	M,T,O
FY94	10/93	3	3	GE,O,E	2	2	M,T,O
FY94	12/93	3	13	GE,O,E	2	2	M,T,O
FY94	1/94	1	5	GE	2	2	M,T,O
FY94	4/94	2	11	GE,O	2	2	M,T,O

a/ Key to status as shown in Supervision Form 590: Rating from 1 (highest) to 4 (lowest).

a/ Key to specialized staff skills: GE= General Educator; E = Economist; A= Architect; TE-Technical Educator (incl. Agric. Educator); Tx = Textbook Specialist; EP= Educational Planner; O = Operations Officer; =/C=Consultant;

c/ Key to problems as shown in Supervision Form 590: F= Financial; M – Managerial; T= Technical; O = Other.

Note: Most missions also included supervision of preceding education project, and preparation of following project. On average, it is estimated that 1/3 of time spent in field, was actually used for work on other projects than the one being reviewing.

BURKINA FASO: EDUCATION IV PROJECT (CREDIT 2244)

Key Project Data

	<i>Appraisal estimate</i>	<i>Actual or current estimate</i>	<i>Actual as % of appraisal estimate</i>
Total project costs (US\$)			
Credit amount (US\$)			
Cancellation (US\$)			
Data physical components completed:			

Cumulative Estimated And Actual Disbursements (US\$ Million)

<i>Fiscal Year</i>	<i>Appraisal estimate</i>	<i>Actual amount</i>	<i>Actual amount as % of estimate</i>
1992	2.4	0.6	25
1993	6.8	0.6	9
1994	11.6	2.5	22
1995	17.6	9.5	54
1996	22.0	18.7	85
1997	23.8	23.6	99
1998	24.0	25.4	106
1999	24.0	26.0	108

n.a.: not applicable

Note: 108% of the US dollar amount was disbursed. However, because of changes in the exchange rate of various currencies used (SDR, US\$, CFAF, etc.), 99.81% of the SDR amount was disbursed.

Source: Staff Appraisal Report (April 24, 1991) for the appraisal estimate and Loan database (June 27, 1999) for the actual amounts.

Project Dates

<i>Steps in project cycle</i>	<i>Date Planned</i>	<i>Actual Date/Latest Estimate</i>
Identification (Executive Project Summary)	n.a	08/88
Preparation	n.a	10/89
Appraisal	n.a	07/90
Negotiations	n.a	04/91
Board presentation	n.a	05/91
Signature	n.a	07/91
Effectiveness	n.a	01/92
Mid-term Review	09/	04/95
Project completion	n.a	06/98
Credit closing	06/98	12/98

n.a. = not available

Staff Inputs (staff weeks)

<u>Stage of Project Cycle</u>	<u>Estimated</u>		<u>Actual</u>	
	Weeks	US\$ ('000)	Weeks	US\$ ('000)
Preparation to appraisal	n.a.	n.a.	85.0	150.7
Appraisal	n.a.	n.a.	78.8	156.3
Negotiations to Board	n.a.	n.a.	2.1	4.4
Presentation				
Supervision	n.a.	n.a.	181.2	143.4
Completion	n.a.	n.a.	8.2	20.8
TOTAL	n.a.	n.a.	355.3	475.6

n.a.: not available

source: Costs Accounting System (FACT, May 19, 1999)

Mission Data

<u>Stage of project cycle</u>	<u>Month/Year</u>	<u>Number of Persons</u>	<u>Days in Field</u>	<u>Specialized staff skills represented</u>	<u>Performance ratings</u>		<u>Types of problems</u>
					<u>Implement. Status</u>	<u>Develop. Objectives</u>	
A. To Appraisal:							
Identification	02/88	5	15	A, EC, ED, RM			
Preparation	04/24/88-05/1/88	2	10	ES, ED			
Preparation	08/88	2	10	ED, RM			
Pre-evaluation	02/89	6	16	ED, RM, A, E, TP			
Preparation	04/90	2	15	ED, OO			
B. Appraisal through Board Approval							
Evaluation	06/24/90-07/19/90	8	26	ED, POP/IEC, MGT, WID, RM, VET, IS, A			
C. Board Approval through effectiveness							
Supervision	11/91 to 12/97: 17 missions	59	211	A, E, ED, HE, EP, FA, HS, IEC, IS, PR, LTA, MGT, PH, PO, RM, WID, TP, PES< HRE, TRG, NSHS	2	2	
Completion	01/99		10	ED, IT< RM, LTA< A	2	2	

Specialization:

A: Architect; DC: Division Chief, EC: Economist; ED: Principal Education Planner; ES: Education Specialist; FA: Financial Analyst; HRE: Human Resources Specialist; IEC: IEC Specialist, IS: Implementation specialist; IT: Implementation Team Member; LTA: Language Team Assistant; PEV: EPI Specialist; OA: Operations Officer, PES: Public Expenditures Specialist; PG: Planning Specialist; PO: Project Officer; PR: Procurement Specialist; RM: Resident Mission staff; SOO: Sr. Operations Officer; TP: Textbook Specialist; TRG: Training Specialist.

Types of problems for performance:

/aOF: Availability of Funds; CLC: Compliance with Legal Covenants; DL: Disbursement Lag; OS: Overall Status; PDO: Project Development Objectives; PMP: Project Management Performance; PF: Procurement Progress; SP: Studies Progress; TAP: Technical Assistance Progress; TP: Training Progress

Performance Rating: 1: Highly satisfactory; 2: satisfactory; 3: Unsatisfactory; 4: Highly Unsatisfactory; n.ap: not applicable; n.a: not available.

Other Project Data

Borrower/Executing Agency:

Related Bank Credits

<i>Credit title</i>	<i>Objectives</i>	<i>Year of approval</i>	<i>Status</i>
Preceding Operations Cr. 430-UV	The First Education Project (for an amount of US\$2.8 equivalent), closed in November 1980, was designed to: (a) support informal sector training by providing rural youth with basic literacy and agricultural managers; and (b) strengthen the teaching of science in secondary schools.	1973	Closed
CR. 956-BUR	The Second Education Project (for an amount of US\$ 21.6 million equivalent), closed on March 31, 1994, supported the development of primary education and the education of per pupil costs through: (a) restructuring teacher training and teacher salary scales to lower costs; (b) providing low-cost textbooks and teaching materials; (c) developing cost-effective methods of school construction; and (d) improving sector management through assistance to MEBA, MESSRS, and the Ministry of Rural Cooperatives.	1979	Closed
Following Operations ITF N00070-BUR	The ongoing Post-primary Education project (for an amount of US\$26.0 million equivalent), effective since October 16, 1997, assists the Government in the implementation of its program through: (a) the promotion of cost effective and equitable use of public education resource; and; and (b) the increase of access to and the quality of education through: (c) the construction of and provision of equipment for CEGs, (ii) the reform and improvement of pre-services and in-service teacher training, (iii) the increase of the availability of textbooks and pedagogic materials, and (iv) the improvement of existing education programs, at the secondary level. The Project should also improve MESSR's capacity to manage and plan secondary, higher education and scientific research, and to coordinate ongoing education projects in Burkina Faso.	1997	Ongoing

GOVERNMENT COMMENTS

[Sent by e-mail]

J'ai bien reçu votre rapport en anglais et en français. Il est très complet et n'appelle pas de commentaires particuliers. Attention à vérifier certaines informations :

1. Bien distinguer éducation informelle et éducation non formelle
2. p.10 point 3.4 il y a discussion sur des aspects financiers (salaire des maîtres) et institutionnels (déconcentration décentralisation et restructuration du ministère.)

date: 6/21/2000
Issa Josef Diallo
Directeur
Unité des Projets d' Education

Translation:

I have received well your report in English and in French. It is very complete and has no need for specific comments. Please make sure to verify the following information:

1. Distinguish between informal and nonformal education
2. P. 10 point 3.4 has a discussion on the financial aspects (teacher salaries) and institutional aspects (decentralization and restructuring of the Ministry).

These comments were taken into account. The terminology use of "informal" to denote "nonformal" was due to a translation error in the French version.