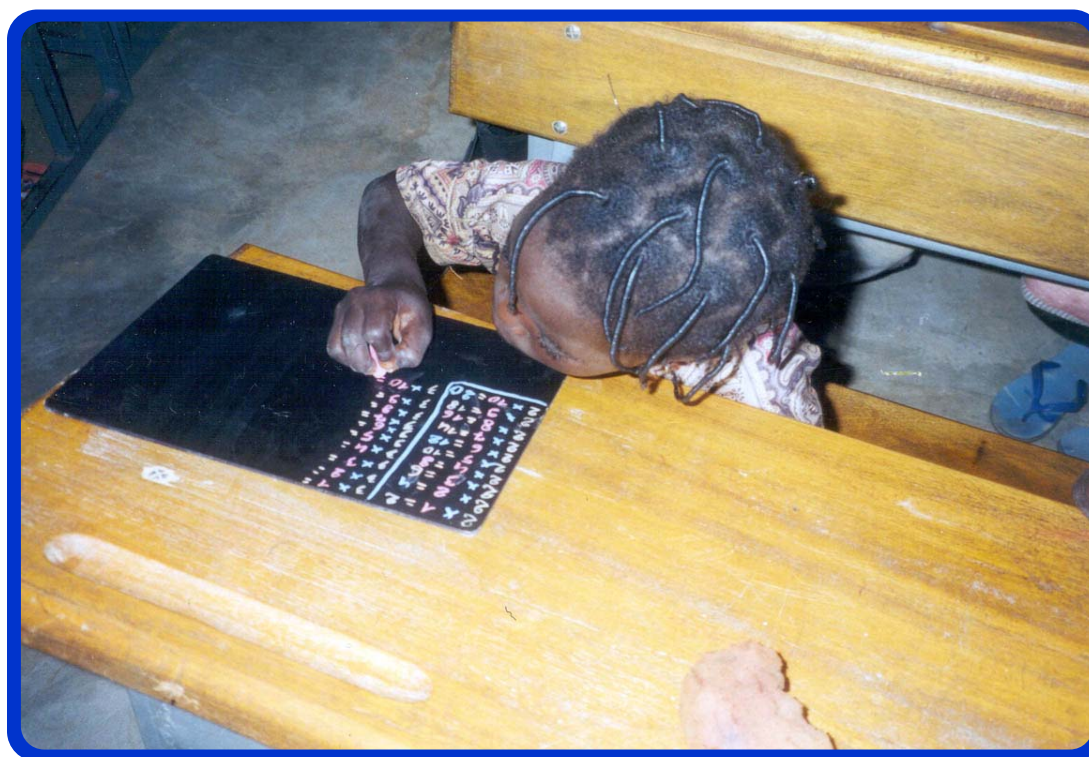


Local Solutions to Global Challenges: Towards Effective Partnership in Basic Education

BURKINA FASO



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The evaluation was commissioned by a group of thirteen donors and development organizations, who along with representatives from four partner countries, constituted an Evaluation Steering Committee.

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PREFACE

“Education for all” entails a vision and a set of objectives adopted by the world’s governments and international organizations in Thailand in 1990 and reaffirmed a decade later in Senegal. That shared goal requires new levels and forms of global cooperation, including significant and sustained external support. Alas, progress has been slower than anticipated.

What has happened? What have been the extent, forms, and consequences of external support to basic education in developing countries?

Reflecting the partnership at the core of the commitment to education for all, thirteen international and national funding and technical assistance organizations launched an evaluation of external support to basic education. Four partner countries, Bolivia, Burkina Faso, Uganda and Zambia participated in the evaluation, making it a truly joint effort. The oversight and governance of the evaluation was itself participatory, involving a steering committee which was constituted by the thirteen agencies and the four partner countries and which included representatives of both evaluation units and education departments.

Evaluating aid to education is particularly challenging. External support has both technical and political dimensions, each shaping and supporting, and sometimes obstructing, the other. Education is a marvellously complex, and often only partly visible process, and perhaps the most contested of public policy arenas. The evaluation’s major strategy for addressing these challenges was reflected in its objective, which was to examine the process of external support to basic education provided by international and national funding and technical assistance agencies. The evaluation was thus mainly concerned with external support (aid) and basic education, with primary emphasis on the links between the two.

Partnership and process have been central to the evaluation, both in its content and its conduct. Its focus had three major components. First, what has been the nature and evolution of external support to basic education? Second, what have been the effectiveness and efficiency of externally supported basic education activities? And third, to assess the evolution of the aid relationship more generally, has there been progress in restructuring foreign aid as partnerships for basic education development?

This evaluation has thus had a very broad reach. To assess external support to basic education globally, the evaluators reviewed a very large set of documents, including smaller and larger scale evaluations, project reports, sector studies, and other analyses of aid and basic education. To ground their findings empirically, the evaluators completed four illustrative detailed case studies, with the cooperation and participation of national education officials, in Bolivia, Burkina Faso, Uganda, and Zambia.

The evaluators were themselves a distinguished international group, led by the Association of Universities and Colleges of Canada and including Goss Gilroy Inc. and Education for Change Ltd. The evaluation team consisted of experts from the North and from the South.

The evaluation reports draw on the evaluators’ work over nearly eighteen months, including the document review, four country case studies, and the final report. Detailed separate reports on that work are available in both print and electronic format. This report reflects the findings of the case study in Burkina Faso.

What have we learned? External support has contributed to expanding access to basic education. Funding agencies and partner countries have developed new patterns of cooperation and collaboration. External support is now increasingly routed directly to the education ministry or to the national budget. At the same time, project support continues to have a useful role. The focus on formal primary education has often reduced attention and funding to adult literacy and other out-of-school education programmes. Increased standardization and coordination of approach among funding agencies has been accompanied by inattention to national and local needs and circumstances. The voices of teachers and others in the broader education community remain difficult to hear.

The findings are of course much richer and more detailed than these brief observations! Their presentation is readable and provocative.

Evaluations provide a mirror, helping us to see more clearly the choices we have made and the paths we have decided to follow. Their findings prompt us to reconsider those choices and explore other paths. That is the challenge we are facing today.

Rob D. van den Berg
Chair, Evaluation Steering Committee

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Our thanks go to the many people in Burkina Faso who met with us and patiently answered our questions and provided us with documents for this evaluation. Throughout the evaluation process, the team was provided with invaluable support from staff of the Ministry of Basic Education and Literacy, who met with us, provided access to key documents and data on the evolution and performance of the basic education system and participated in the workshop to review the evaluation findings. Special thanks are due to Honoré Ouédraogo, Technical Advisor to the Minister, for his insights and support to the evaluation process. Most importantly of all, we would like to thank the many school administrators, teachers, parents and students with whom we consulted during our travels in Burkina Faso.

We are also grateful for the participation of representatives of virtually all the active bilateral and multilateral agencies providing significant external support to basic education in Burkina Faso. In particular, Vincent Snijders, at the Royal Embassy of the Netherlands, provided able support and insightful guidance to the team.

Those who provided their knowledge and insight to the evaluation team deserve much of the credit for the work presented in this report. However, any errors and omissions are, of course, the responsibility of the evaluation team.

It is our sincere hope that the report that follows will be a constructive contribution to the ongoing story of Burkina Faso's efforts to provide quality basic education for its people.

Sheila Dohoo Faure
Richard Maclure
Kadiatou Ann Dao Sow
N'gra-zan Coulibaly

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LIST OF ACRONYMS

Acronyms Specific to Burkina Faso

AME	<i>Association de mères d'élèves / Mothers' of Students Association</i>
APE	<i>Association de parents d'élèves / Parents' of Students Association</i>
BPE	<i>Bureau de projets d'éducation / Office of Education Projects</i>
BSONG	<i>Bureau de coordination des ONG / NGO Coordination Office</i>
CCEB/BF	<i>Cadre de concertation des ONG/Associations en éducation de base au Burkina Faso/ Coordinating Committee for NGOs and Associations in Basic Education in Burkina Faso</i> CEBNF <i>Centres d'éducation de base non formelle / Non-formal Education Centres</i>
CEP	<i>Certificat d'études primaires / Primary School Leaving Certificate</i>
CFJA	<i>Centre de formation des jeunes agriculteurs / Training Centre for Young Farmers</i>
CM2	<i>Cours moyen 2 / Sixth Year of Primary School</i>
CPAF	<i>Centres permanents d'alphabétisation et de formation / Permanent Literacy and Training Centres</i>
DAF	<i>Direction des Affaires Financières / Directorate of Financial Affairs</i>
DAFD	<i>Direction de l'Alphabétisation/Formation pour le Développement / Directorate for Literacy/Training for Development</i>
DEP	<i>Direction des Etudes et de la Planification / Directorate of Research and Planning</i>
DGAENF	<i>Direction Générale de l'Alphabétisation et de l'Education Non Formelle / General Directorate of Literacy and Non-formal Education</i>
DGCOOP	<i>Direction Générale de la Coopération / General Directorate of Cooperation</i>
DPEBA	<i>Direction Provinciale de l'Enseignement de Base et de l'Alphabétisation / Provincial Directorate of Basic Education and Literacy</i>
DPEF	<i>Direction pour la promotion de l'éducation des filles/ Directorate for the Promotion of Girls' Education</i>
DRDP	<i>Direction de la Recherche et du Développement Pédagogique / Directorate of Research and Pedagogical Development</i>
DREBA	<i>Direction Régionale de l'Enseignement de Base et de l'Alphabétisation / Regional Directorate of Basic Education and Literacy</i>
DRH	<i>Direction des Ressources Humaines / Directorate of Human Resources</i>
ENEP	<i>Ecoles nationales des enseignants du primaire / Teacher Training Colleges</i>
ES/CEBNF	<i>Ecoles satellites et Centres d'Education de base non formelle / Satellite Schools and Non-formal Education Centres</i>
F CFA	Burkina Faso francs
FDC	<i>Fond pour le développement communautaire / Community Development Fund</i>
FONADES	<i>Fondation pour le développement et la solidarité / Foundation for Development and Solidarity</i>
FONAENF	<i>Fond pour l'alphabétisation et l'éducation non formelle / Literacy and Non-formal Education Fund</i>
GAP	<i>Groupes d'animation pédagogique / In-service Teacher Education Networks</i>
INA	<i>Institut National de l'Alphabétisation / National Literacy Institute</i>
INEBNF	<i>Institut national de l'éducation de base non formelle / National Institute of Non-formal Education</i>
MASSN	<i>Ministère de l'Action Sociale et de la Solidarité Nationale / Ministry of Social Action and National Solidarity</i>
MEBA	<i>Ministère de l'Enseignement de Base et de l'Alphabétisation / Ministry of Basic Education and Literacy</i>

MEBAM	<i>Ministère de l'Enseignement de Base et de l'Alphabétisation de Masse / Ministry of Basic Education and Mass Literacy</i>
PACEB	<i>Projet d'appui canadien à l'éducation de base / Canadian Project Support to Basic Education</i>
PAEB	<i>Projet d'appui à l'éducation de base / Project Support to Basic Education</i>
PAEN	<i>Projet d'appui à l'éducation nationale / National Education Project Support</i>
PAOEB	<i>Projet d'amélioration de l'offre éducative au Burkina Faso / Project for the Betterment of Educational Offering in Burkina Faso</i>
PASEB	<i>Programme d'appui au secteur de l'éducation de base / Basic Education Sector Support Programme</i>
PC/SEB	<i>Programme Conjoint/Secteur de l'éducation de base / Joint Programme/Basic Education Sector</i>
PDDEB	<i>Plan/Programme Décennal de Développement de l'Éducation de Base 2000/2009 / Ten-year Plan/Programme for the Development of Basic Education</i>
PENF	<i>Partenariat pour l'Éducation Non Formelle / Partnership for Non-formal Education</i>
PTF	<i>Partenaires Techniques et Financiers / Technical and Financial Partners (external funding agencies)</i>
RESAFAD	<i>Réseau africain pour la formation à distance / African Network for Distance Education</i>
SCAC	<i>Service de Coopération et d'Action Culturelle / Service for Cooperation and Cultural Action</i>
SEB	<i>Secteur de l'éducation de base/ Basic Education Sector</i>
SEB-ALPHA	<i>Soutien à l'Éducation de Base: Alphabétisation / Basic Education Sector Support: Literacy</i>
SP/PDDEB	<i>Secrétariat Permanent/Plan Décennal de Développement de l'Éducation de Base 2000/2009 / Permanent Secretariat/Ten-year Plan for the Development of Basic Education</i>
SYNATEB	<i>Syndicat national des enseignants de base / Basic Education National Teachers' Union</i>

External Agency Acronyms

AFD	<i>Agence Française de Développement / French Development Agency</i>
AUCC	Association of Universities and Colleges of Canada
Cathwell	Catholic Relief Services
EU	European Union
JICA	Japan International Cooperation Agency
OPEC	Organization of Petroleum Exporting Countries
OSEO	<i>Oeuvre Suisse d'Entraide Ouvrière / Swiss Organization for Worker Aid</i>
PRSP	Poverty Reduction Strategy Paper
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United National Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
US	United States (of America)
USAID	US Agency for International Development
WFP	World Food Programme

General Acronyms

CRG	Country Reference Group
ECD	Early Childhood Development
EFA	Education for All
EMG	Evaluation Management Group
ESC	Evaluation Steering Committee
FTI	Education for All Fast Track Initiative
GDP	Gross Domestic Product
GNP	Gross National Product
HIPC	Highly Indebted Poor Country (Initiative)
HIV/AIDs	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
MDG	Millennium Development Goals
NFE	Non-formal Education
NGO	Non-governmental Organization
PIP	Public Investment Programme
SAP	Structural Adjustment Programme
SWAp	Sector-wide Approach
TOR	Term of Reference
UPE	Universal Primary Education
WCEFA	World Conference on Basic Education for All

GLOSSARY OF TERMS

Abandonment rate – This reflects the number of children who do not return to school in a given year, expressed as a percentage of the total number of children in the previous year.

Basic education – While there is no universally accepted definition of what is included in basic education, the Jomtien Conference identified basic education as being the foundation for lifelong learning and human development and recognized that “the diversity, complexity, and changing nature of basic learning needs of children, youth and adults necessitates broadening and constantly redefining the scope of basic education” (Declaration 5).

Basic education programme – A programme is a grouping of activities that support one or more basic education objectives, but which are broader in scope than a project (for example, covering all regions of a country, addressing several components of basic education, using multiple strategies). A programme is usually funded and/or implemented by more than one external agency.

Basic education project – A project is a grouping of activities that support one or more basic education objectives, but which are limited in time and in scope (for example, targeted to one geographic area, addressing only one or two components of basic education, using only one strategy). A project is typically funded and/or implemented by one external agency.

Basic learning needs – Generally, the terms “basic education” and “basic learning needs” are used interchangeably. Basic learning needs generally include “early childcare and development opportunities, relevant, quality primary schooling or equivalent out-of-school education for children, and literacy, basic knowledge and life skills training for youth and adults” (Bentall, Peart, Carr-Hill and Cox, 2001, p. 15).

Budget support (direct budget support) – This is external financial support that is provided to the recipient country’s national government, usually through the Ministry of Finance. Budget support can be divided into three categories of increasing constraint:

- General budget support: flows from external sources into the general revenue of the government. Constraints are sometimes in the form of Poverty Reduction Strategy Paper (PRSP) conditionalities that require the government to keep spending in certain sectors (typically education and health) above negotiated thresholds;
- Sector support: external funding that is targeted for use in a specific sector or sub-sector; and
- Earmarked sector support: funding that is further constrained or targeted to a specific sub-sector (such as basic education), or even to particular activities within a sector or sub-sector. Within the constraints of sector or earmarked sector support, the line ministry usually has the flexibility to move resources around within the sector or sub-sector.

Classical schools (*écoles classiques*) – This refers to the main body of the “traditional” primary school system in Burkina Faso, which has retained more or less the same structure since the 1960s and offers a conventional subject-based curriculum (e.g., history, geography, mathematics, literature) in the French language.

Education for All – Based on the six goals of Education for All defined in the *Dakar Framework for Action*, externally supported efforts to attain Education for All could be expected to encompass activities in the areas of:

- Comprehensive early childhood care and education;
- Free and compulsory primary education of good quality;
- Addressing the learning needs of all young people and adults through equitable access to appropriate learning and life skill programs;
- Adult literacy, especially for women, and equitable access to basic and continuing education for all adults;
- Elimination of gender disparities in primary and secondary education, and achieving gender equality in education; and
- Improving all aspects of the quality of education so that measurable outcomes are achieved by all.

Gross enrolment rate – This reflects the number of children enrolled in a given level of education, expressed as a percentage of all children of legal age to attend school (i.e., 7 to 13 years of age).

Macroeconomic budget support – Support that is provided to the recipient country's national government, through the ministry of finance, and is not earmarked for any particular sector.

Project or programme support – Support that is provided by one or more external agencies for a specific set of activities that are defined in the project or programme design and in which there is limited flexibility to move resources between activities.

Promotion rate – This reflects the number of children promoted in a given year from one school level to the next, expressed as a percentage of all children in the initial level, in the initial year.

Sector – The operational definition of a sector varies from context to context. In some countries, basic education is considered to be a sector. In others, it is a sub-sector of the education sector.

Sector-wide Approach (SWAp) – Generally a SWAp includes support that:

- Is sector-wide in scope;
- Is based on a clear sector strategy and framework;
- Is based on long-term plans;
- Includes host country ownership and strong coordinated partnership with external agencies;
- Is developed and implemented with the involvement of, and partnership with, all local stakeholders;
- Includes the involvement of all main external agencies;
- Is based on common implementation arrangements and effective donor coordination,
- Relies on local capacity; and
- Includes provision for results-based monitoring.

Repetition rate – This reflects the number of children enrolled in the same level as the previous year, expressed as a percentage of the total enrolment in the given level in the previous year.

Universal Primary Education (UPE) – The Millennium Development Goal defines universal primary education as being a state in which children everywhere, boys and girls alike, are able to complete a full course of primary schooling of acceptable quality.

EXECUTIVE SUMMARY

This report presents the results of the case study of external support to basic education in Burkina Faso for the period of 1990 to 2002. It is one of four case studies carried out for the Joint Evaluation of External Support to Basic Education commissioned in February 2002 by a consortium of 13 external support agencies, with the participation of the four case study countries.

The work for this case study was carried out between April 2002 and January 2003 by a team of four consultants: two Burkinabè and two Canadian consultants. The Canadian consultants made three trips to Burkina Faso, in April and October 2002 and January 2003. Between those visits, the Burkinabè consultants had meetings with many individuals and continued the data collection. They also prepared analysis documents that have been synthesized in this report.

The Burkina Faso team benefited from the advice and guidance of the Country Reference Group (CRG), which included representatives of the ministry responsible for basic education – *Ministère de l'Enseignement de Base et de l'Alphabétisation* (MEBA) – external agencies, local researchers and civil society organizations in Burkina Faso. A similar group also provided important inputs to the evaluation process during a one-day workshop of key stakeholders hosted by the study team in Ouagadougou. As much as time would allow, the Burkina Faso team liaised both formally and informally with the other three country case study teams to encourage consistency in the methodologies across the four studies.

The following sections reflect the case study findings, the study team's analysis of these findings and its conclusions with respect to the three evaluation issues: external support to basic education; externally supported basic education; and partnership. The summary concludes with a discussion of the policy and programme implications for national partners and external agencies.

External Support to Basic Education

Throughout the 1990s, the external agency policies and intentions with respect to external support were consistent with international trends. In the latter half of the decade, the external agencies and the government became increasingly aware of the weaknesses of various external support modalities – project funding, targeted budget support and technical assistance. The current status of external support has been largely influenced by both the government's and external agencies' perceptions about the limitations of external support over the first half of the decade. In the mid-decade, there was a clear transition in the discourse of the external agencies towards programme, as opposed to project, support. This mirrored the shift that was occurring in the international community. However, only some elements of what is being proposed as programme support are, in fact, new. Some projects implemented over the past decade have also been programmes, in that they were broader in scope than traditional projects (i.e., covered more components of basic education and were implemented in a number of geographic areas), were funded by multiple external agencies, and were managed through the government either as projects (albeit through special project units) or budget support.

Three external agencies (World Bank, the Netherlands and Canada) are committed to common funding for the recently launched 10-year plan for the development of basic education in Burkina

Faso – *Plan Décennal de Développement de l'Éducation de Base 2001/2010* (PDDEB)¹ – and it is expected that other agencies (Belgium, France and Sweden) will join this core group. Other key external agencies (UNICEF, Switzerland and the European Union) have expressed their intent to work within the framework of the plan, but are not currently committed to participating in the common funding. These are all included among the 14 key agencies, comprising multilateral and bilateral agencies and non-government organizations, that have signed a partnership agreement with the government, which defines the relationship between them and their commitment to work within the 10-year plan. Some agencies committed to common funding will continue to finance existing projects. Other agencies will continue supporting basic education through projects, but within the framework of the plan. Yet, all external agencies have expressed, in recent years, their intention to change the way in which they provide support – whether it be programme or project support. They are committed to working within the government's framework; ensuring that the government plays a bigger decision-making role in the design, implementation and monitoring of projects; and increasing the involvement of nationals in the execution of projects.

However, whether there will be a fundamental shift in the reality of the nature of, and approach to, external support remains to be seen. Based on its development and launch, the PDDEB exhibits some characteristics of a Sector-wide Approach (SWAp) to external support. However, scepticism on the part of some stakeholders, some remaining characteristics of the project approach in the support being provided to PDDEB, and the lack of clarity on how project support will be integrated with programme support all suggest that the shift is not yet complete. It is certainly too early to assess the impact of the shift to programme support and the extent to which this constitutes a SWAp.

One thing that has not changed over the decade, though, is the country's heavy dependence on external support. All indications from the interviews point to the fact that there is a heavy dependence on external support specifically for the basic education system. Nonetheless, only partial information on external support to the investment budget was available. Over 80% of MEBA's investment budget is financed by external support channelled through the Public Investment Programme (PIP). External support for basic education was increasing (from 3.7% in 1996 to 10.5% in 2000) as a percentage of all external support. It was impossible for the team to develop a complete profile of the volume of external support to basic education, since neither the government nor the agencies themselves had complete information.

The major external agencies providing financial support include Belgium, Canada, Denmark, the European Union (EU), France, Japan, the Netherlands, Switzerland, UNICEF, the World Food Programme (WFP), the African Development Bank and the World Bank. There have also been key international non-governmental organizations (NGOs) supporting basic education – notably, Catholic Relief Services (Cathwell), Oxfam International and PLAN International.

In addition, key external agencies have provided technical assistance and engaged in policy dialogue over the decade, including Belgium, the European Union, France, Japan, the Netherlands, UNESCO, UNICEF and the World Bank.

This financial support, technical assistance and conditionalities associated with these have been instrumental in contributing to policies that have shaped the development of Burkina Faso's basic education system. However, the dependence on external agencies continues to have implications

¹ The 10-year plan was initially developed in the late 1990s and the dates on the plan itself indicate a time frame of 2000 to 2009. However, as implementation has been delayed, the Ministry is now referring to this as a plan for 2001 to 2010.

for power relations between the external agencies and the MEBA and long-term programme sustainability.

Externally Supported Basic Education

Over the course of the last decade, the government reflected, in its policies and the organizational structure of education, a strong commitment to basic education – a commitment that preceded the international conference on basic education held in Jomtien, Thailand in 1990. This commitment was also reflected in the MEBA budgets that increased gradually over the latter half of the decade. However, there is contradictory information on whether actual expenditures have increased or decreased during the decade.

On the other hand, external assistance to basic education has been considerable and has been instrumental in facilitating substantial growth in the basic education system. Yet, most of the government's attention has been devoted to expanding the primary school system. Pre-schooling is marginal and undeveloped. It is a small sub-sector that is sustained mainly through private means and the interest of UNICEF and some NGOs. Likewise, support for functional literacy training by the MEBA is limited compared to public expenditures on primary schooling.

By and large, multilateral and bilateral external agencies have maintained the focus on formal primary education, with the bulk of external financial and technical assistance being allocated to construction of primary schools and teacher education schools, to the production and distribution of material and equipment (mainly for new schools), and to support for the training of primary school teachers. At the same time, however, external support for literacy training has been sizeable, but rather indirect, since most of this assistance has been channelled through national and international NGOs, all of which rely heavily on external funding and technical assistance for their operations. The key agencies providing support through NGOs include Canada, Belgium, France, the Netherlands, Switzerland and UNICEF. Considerable support has been directed to key national NGOs working in basic education – notably, *Oeuvre Suisse d'Entraide Ouvrière* (OSEO) and *Association Tin Tua (Tin Tua)*.

Given the preoccupation of external agencies and the government for rapid expansion of basic education (mainly primary schooling), there has been a tendency for external agencies to focus on specific aspects of the system within certain regions of the country. External support to educational expansion has thus been conducted in a fragmented, uncoordinated fashion.

Over the last 10 years, primary schooling in Burkina Faso has come to be regarded as a sector onto itself, rather than as a sub-sector of a more comprehensive, multi-faceted educational system. While substantial effort has been devoted to expanding school access and enrolments, to reducing repetition and abandonment rates, and to raising examination achievement levels, there seems to have been limited dialogue and reflection on the long-term aims of primary school expansion. In effect, the primary school system has not substantially changed from its longstanding classical forms of academic curricula and standardized assessment procedures. As well, there appears to have been little attention to the connection between schooling and the challenges that currently confront many young people in Burkina Faso.

The attention devoted to primary schooling reforms tends to be largely in response to resource constraints. Specific innovations, such as multi-grade classrooms, double cohort teaching and satellite schools have been introduced not as ways to fundamentally change methods of teaching and learning, nor to alter the purposes of schooling, but rather as ways of coping with disparities

between the supply and demand of schooling. Unfortunately, however, the track record of substantive school reform in Burkina Faso is not good. Rarely do such initiatives move beyond limited pilot project stages. Largely this is because none of the major stakeholders of basic education is able or willing to shoulder responsibility for institutionalizing major reforms on a national scale. Government appears unable to provide political leadership or generate the necessary consensus to institute fundamental changes in the primary school system. Local communities have neither the resources nor the knowledge base to maintain sustained support for primary schooling, let alone new primary school initiatives. External agencies, while eager to promote reforms and support pilot projects, continue to demonstrate profound reluctance to commit themselves to the long-term recurrent expenditures necessary for sustained support of major primary school reform. While primary schooling has received, and will continue to be the object of, the greatest proportion of state and external basic education expenditures, it is clear that given present levels of population growth and existing resource constraints, universal access to formal primary education will be difficult within the time frames foreseen in the new 10-year plan or even by 2015.

In contrast to primary schooling, non-formal literacy training is highly decentralized, is subject to much more diverse systems of management (often by NGOs and by community associations), is open to all age groups, tends to be more reasonably well-connected to the norms and rhythms of local life, and can be effectively integrated within the context of a host of other forms of education. However, despite much rhetoric about enhancing literacy levels, overall government efforts remain relatively small in this area. In effect, literacy training has been left largely to the non-governmental sector. The creation of the new literacy fund – *Fond pour l’alphabétisation et l’éducation non formelle* (FONAENF) – within the framework of the government’s new 10-year plan for development of basic education is a significant step towards enhancing the valorization of non-formal literacy training as a key component of basic education in Burkina Faso.

Partnership

There has been a lot of dialogue about partnership over the past decade with a shift in the second half of the decade to “renewed” partnerships. This, in part, reflects the commitment at Jomtien to partnership with all stakeholders – government, external agencies, private sector, NGOs and civil society. Commitments are reflected in the policy and planning documents of both government and the external agencies.

There have, in fact, been some significant achievements, particularly during the latter half of the decade, in the various partnership arrangements. Renewed partnership between external agencies and government has been reflected in the development of the 10-year plan for basic education, the establishment of the new literacy fund and the implementation of new conditionalities for budget support. These changes also reflect better coordination among external agencies. There is a general sentiment that partnership between government and the external agencies is more tangible today than it was during the first years of the past decade. However, there is still an overwhelming sense that government is not “in the driver’s seat” when it comes to setting the direction for basic education in Burkina Faso. There are still concerns about the sustainability of external support and indeed the entire Education for All (EFA) agenda – which has been strongly influenced by the World Bank and other major external agencies. There are questions about the extent to which there can be a true partnership when the partners are so unequal, in terms of capacity and resources.

Partnership between levels of government has also just begun to change. Despite the commitments to the necessity of decentralization, policy decisions have remained firmly centralized with the central offices of the ministry responsible for basic education. Decentralization of decision-making power and resources is a key component of the new 10-year plan and has just begun to be felt at the regional and provincial levels. Regional and provincial staff are cautiously optimistic about the changes.

Government and external agencies have long talked about the importance of civil society (including NGOs) in the basic education system. For most of the decade the role ascribed to civil society was one of implementation and/or funding of basic education activities. Communities were asked to pay for schools without having a strong voice in decision-making. NGOs (most of which are extensively funded by external agencies) were responsible for implementation of basic education projects, particularly in non-formal education. Towards the end of the decade, there have been some signs of a shift in the role of civil society. The new literacy fund – jointly managed by government, external agencies, civil society and the private sector – formalizes the role of civil society in at least this part of basic education.

Policy and Programme Implications

On the basis of the findings of this case study, and in light of the PDDEB – which was recently adopted following years of discussion and reflection, and is now the framework for basic educational development in Burkina Faso for the next 10 years – the team has identified a number of implications for national partners and external agencies with respect to basic education policy and programmes. These implications are in the areas of partnerships, long-term financing, governance and reforms in the basic education system.

Partnerships

As a whole, external agency influence on the system for basic education has been significant and, in many respects, quite positive. However, as a result of the limitations of the project approach, the external agencies and the government have developed an alternative approach to external support to basic education – the programme approach. The PDDEB provides the framework for this support and signals improvements in aid modalities for basic education. Nevertheless, effective longer term commitments to institutional partnerships will only be realized if all external agencies work consistently towards the objective of putting the government “in the driver’s seat.”

Long-term financing

There is a strong sense, on the part of all stakeholders – government, external partners and the non-governmental sector – that the current emphasis on expanding and improving the quality of basic education is generating a system that is not sustainable since it continues to be heavily supported by the external agencies. The case study suggests that Burkina Faso will not be able to achieve the EFA goals – or even the PDDEB targets – in spite of the external resources being proposed under the PDDEB. On a more hopeful note, though, the case study has revealed that by promoting and endorsing the PDDEB, key external agencies have demonstrated a growing commitment to enhance coordination, effectiveness, and long-term sustainability of external assistance to basic education. It will be necessary, however, for those involved in this approach to external aid to continue to work closely with other multilateral and bilateral agencies, which have not as yet demonstrated the ability or willingness to embark on this type of approach, to ensure the adequate integration of projects into the new programme approach.

Governance of basic education

It is clear that current systems and processes of educational governance present serious obstacles to effective expansion and qualitative improvements in the primary school system. Many capable, motivated individuals working in the basic education system are hampered by an administrative system and an organizational culture that make it difficult for qualified individuals to do their best to achieve the goals for basic education. Organizational and human resource management policies of the government have tended to undermine the implementation and sustainability of basic education. In line with a recent organizational review, commitments have been made to undertake a number of structural changes within the MEBA and to modify administrative procedures. These are positive steps forward. Nevertheless, despite the provision of funding for purposes of capacity building within the framework of ministerial reorganization, there have been delays in the implementation of the results of the organizational review. This suggests that improvements in administrative structures and procedures will require considerable political will on the part of senior politicians and bureaucrats.

In addition, only recently has attention been devoted to the decentralization of planning, decision-making, and financial disbursements. Administrative decentralization is a process that requires strong political commitment, particularly from politicians and bureaucrats in the centre, ongoing efforts to strengthen knowledge bases and technical capacities at regional levels, the development of strong partnerships among regional government offices, NGOs, and community groups, and greater latitude for regional initiatives and for structural flexibility.

At the same time, however, effective decentralization will require ongoing sensitivity and attention towards the perspectives and evolving educational aspirations of civil society in Burkina Faso. Without the appropriate technical capacities, institutional foundations, and resource bases, many village societies in Burkina Faso are ill-prepared to undertake substantial ownership of schools to which they are enjoined to send their children. The conundrum for government is that, for the foreseeable future, expansion of primary schooling, while conceivably a long-term investment in children and in Burkina Faso's socio-economic development, will also remain an increasingly heavy financial burden for the state and for external agencies.

Reforms in basic education

A key challenge that has long affected the way that the MEBA responds to the need to reform the basic education system is the lack of political will to take the necessary decisions to expand and change the system in a cost-effective way. Over the past decade various external agencies have sponsored innovative approaches designed to reform to aspects of the system. Although the government has accepted such projects, largely because of the external financial and technical support that accompanies them, the state has been reluctant to undertake new initiatives on its own, or to assume full responsibility for administering pilot projects and eventually integrating innovations into the system as a whole.

Within the entire system of basic education in Burkina Faso, teachers constitute the critical human factor. The level of anxiety and declining morale among many in the profession is a significant challenge. Some provisions of the PDDEB worry teachers, many of whom fear that, as a profession, they will be downgraded in relation to other professions. This, then, is an issue not just of salary scales but also of fundamental professional pride. It is vital, therefore, that the government and its external partners strive to foster a culture of trust and re-invigorated professional commitment among primary school teachers. In order to do so, greater credence

must be given to the principle of teachers as partners and “owners” in the development of primary education in the country. This will necessitate extensive, ongoing dialogue and a concrete commitment to sustained professional development and support.

External agencies and government have focused primarily on the expansion and qualitative improvement of primary schooling. There is growing concern, however, that such attention has rendered primary schooling a discrete target of assistance, with the result that insufficient heed is being paid to the dilemmas confronting young post-primary school leavers. But, it is all too clear that, for the vast majority of children who complete primary school and who find themselves unable to continue on in other forms of education, the “competencies” they have gained in primary school do not readily facilitate their transition into the next stages of their lives. On the contrary, there is strong indication that achievement in primary school, when followed by prolonged unemployment and uncertainty about personal futures, can in fact be a source of profound frustration. While there is no question about the importance of basic education as a social right to which all children are entitled, more attention must be paid to covering the gap between children’s completion of primary school and the assumption of adult responsibilities.

There has already been discussion about the option of extending formal basic education from the end of the primary school cycle up into the third year of secondary schooling. Unfortunately, the implications of this would mean massive expansion of “junior” secondary schooling. Apart from the voluminous rise in expenditures that this would incur, there is no likelihood that three more years of essentially academic schooling would resolve the problems of post-school integration that many adolescents face. Another option is to strengthen and expand the functions of the many literacy training centres – *Centres permanents d’alphabétisation et de formation* (CPAFs) – transforming them into community education centres that aim to facilitate youngsters’ transition from primary schooling to the world of work.

In comparison to primary schooling, both the possibilities and the current limitations of literacy training in Burkina Faso are instructive. While primary schooling has received and will continue to be the object of the greatest proportion of state and external basic education expenditures, it is clear that given present levels of population growth and existing resource constraints, universal access to primary education will be difficult within the time frames of the PDDEB or even by 2015. It is a costly enterprise, difficult to reform, and remains an uncertain social investment in light of the bottlenecks to post-primary education and the restrictions of labour markets. The literacy training centres, despite their variability in structure and quality, nonetheless appear to comprise great potential for further development.

PART ONE: BACKGROUND

1.0 Introduction

1.1 Background to the Study

This report presents the results of the case study of external support to basic education in Burkina Faso for the period of 1990 to 2002. It is one of four case studies carried out for the Joint Evaluation of External Support to Basic Education.² A group of bilateral and multilateral funding and technical assistance agencies³ came together to commission this evaluation to review the modalities and results of external support to basic education and to make recommendations on the nature of future support to basic education in developing countries.

The evaluation is jointly funded by a group of nine bilateral and three multilateral external agencies active in basic education support and is directed by the Evaluation Steering Committee (ESC) with members drawn from each participating agency and each case study country. The Evaluation Management Group (EMG) manages relations with the executing consortium and acts as the liaison between the Steering Committee and the executing consortium.

A consortium of private firms with experience in evaluation and in basic education is carrying out the evaluation. The Association of Universities and Colleges of Canada (AUCC) is the lead organization in the consortium, which includes Goss Gilroy Inc. of Canada and Education for Change of the United Kingdom.

This case study was guided by the Framework Terms of Reference (TORs) developed after a review of country-specific documents on basic education policy and practice and a preliminary mission to Burkina Faso. The TORs were approved by the ESC and are consistent across all four case studies.

The objectives of this case study are to:

- Explore and illustrate the key findings and lessons learned from the review of literature on external support to basic education (document review);
- Provide further evaluation evidence that either reinforces or calls into question the lessons learned at global level, as reflected the document review;
- Serve as a stand-alone evaluation of external support to basic education in Burkina Faso over an important period in the evolution of both external support and national efforts to address basic education needs; and
- Identify important lessons learned for improving policy and programming in external support to basic education at the global, as well as the national, level.

² The other case studies focus on Bolivia, Uganda and Zambia. In addition to the case studies, the Joint Evaluation includes an extensive review of literature on external support to basic education.

³ This includes the Canadian International Development Agency (CIDA); Ministry of Foreign Affairs – Danida, Denmark; European Commission (EC); Ministry for Economic Cooperation and Development (BMZ), Germany; Department of Foreign Affairs, Ireland; Japan International Cooperation Agency (JICA); Netherlands Ministry of Foreign Affairs; Ministry of Foreign Affairs, Norway; Swedish International Development Cooperation Agency (Sida); Department for International Development (DFID), United Kingdom; United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations Children’s Fund (UNICEF) and the World Bank.

1.2 Structure of the Report

This report is organized as follows:

Part I: Background

Section 1.0 presents this introduction and overview.

Section 2.0 provides an overview of the methodologies used during the Burkina Faso case study and discusses both their strengths and challenges.

Part II: Findings

Sections 3.0, 4.0 and 5.0 present the analysis and findings of the Burkina Faso case study. These three sections of the report are organized according to the three key areas of enquiry of the evaluation: External Support to Basic Education; Externally Supported Basic Education; and Partnership. Further, each area of enquiry is analyzed at three different levels: Intents, Policies and Strategies; Practices; and Results. The organization of these findings is shown in Table 1 below.

Section 6.0 presents an integrated analysis of the conclusions from the previous chapters covering the findings on the three key areas of enquiry. This chapter reflects the conclusions and opinions of the team, based on the findings in the previous chapters.

Section 7.0 of the report summarizes the case study team's reflections on the implications of the case study for policies and programmes at the national and global levels.

Finally, the report includes annexes that provide a profile of external support and basic education in Burkina Faso, details on the methodologies used during the evaluation, comments from the CRG, and a bibliography.

Table 1: Organization of Findings Section of the Report

	Intents, Policies and Strategies	Practices	Results	Conclusions
Nature and Evolution of External Support	Section 3.1	Section 3.2	Section 3.3	Section 6.0
Basic Education Receiving External Support	Section 4.1	Section 4.2	Section 4.3	
Partnership	Section 5.1	Section 5.2	Section 5.3	

The organization of the evaluation issues and levels of enquiry guided the data collection and analysis and served as basis for a clear focus on the core mission of evaluating external support to basic education. It also helped the team to sort the evaluation information into the appropriate cells in the issues matrix. It is important to note, however, that there are strong inter-relationships across the cells in the matrix. For example, the policy dialogue between national and external interests on basic education receiving external support has a direct influence on national practices in basic education. Section 6.0 pulls together the three issues and presents an integrated analysis of the conclusions for each issue.

2.0 Methodology

2.1 Overview of Methodology

The development of the TORs and a Quality Assurance Workshop held between the first and second missions to Burkina Faso provided the opportunity for members of the four case study teams to identify a common approach to the case studies and consistent quantitative and qualitative indicators. This common methodology is reflected in the specific methodology for the Burkina Faso case study.

2.1.1 Methodology for Burkina Faso Case Study

There are five main components to the methodology for this case study:

- Review of secondary data (qualitative and quantitative) from documents pertaining to external support for basic education in Burkina Faso;
- Interviews and discussion groups with key stakeholders;
- Site visits to schools and regional and provincial offices of the ministry responsible for basic education;
- A workshop with key stakeholders in Burkina Faso; and
- A round table discussion with graduate students from Burkina Faso studying in Canada.

Two Burkinabè consultants and two Canadian consultants conducted the case study:

- Kadiatou Ann Dao Sow, Ouagadougou
- N'gra-zan (Christophe) Coulibaly, SudConsult, Ouagadougou
- Richard Maclure, University of Ottawa, Ottawa
- Sheila Dohoo Faure, Goss Gilroy Inc., Ottawa (team leader)

This work was undertaken during the period of April 2002 to January 2003 (see the chronology of events in Table 2) and was anchored around three missions by the Canadian consultants to Burkina Faso.

Table 2: Chronology of Events in the Burkina Faso Case Study

Date	Event
April 7-13, 2002	Inception mission to Burkina Faso and preliminary interviews (team leader and two Burkinabè consultants only)
May 7-8, 2002	EMG meeting in Ottawa (review of draft TORs) (team leader only)
July 2-3, 2002	EMG meeting in Ottawa (review of revised TORs) (team leader only)
September 12-13, 2002	Evaluation Steering Committee meeting in Ottawa (both Canadian consultants and one Burkinabè consultant)
September 14-15, 2002	Quality Assurance workshop in Ottawa (both Canadian consultants and one Burkinabè consultant)
October 5-17, 2002	Second field mission to Burkina Faso (all four Canadian and Burkinabè consultants)
October 7, 2002	First meeting of the Country Reference Group (CRG)

Date	Event
October 13-15, 2002	Team visits to regions
October 18, 2002	Second meeting of the CRG
November 2002-February 2003	Additional interviews and data collection by Canadian consultants (telephone interviews) and Burkinabè consultants
January 13-18, 2003	Third field mission to Burkina Faso by Canadian consultants.
January 17, 2003	One-day workshop with key stakeholders in Ouagadougou
January-February 2003	Final data gathering and report drafting.
February 7, 2003	Round table discussion with Burkinabè students in Montreal

The following provides an overview of the work carried out at each stage of the case study. (Details are found in Appendix 3.)

- During the first mission, the team leader and the Burkinabè consultants conducted interviews, primarily with representatives of external agencies and non-government organizations (NGOs). They collected some limited documentation on basic education in Burkina Faso and planned the rest of the case study methodology.
- Between the first and second mission, the team developed the TORs for the case study and analyzed the existing documentation. The team also began the collection of more extensive quantitative information on external support to basic education.
- Both Canadian consultants participated in the second mission with both Burkinabè consultants. During this mission, further interviews were conducted primarily with government representatives (at the national, regional and provincial levels), teachers, NGO staff, community representatives (parents' and mothers' associations), and other stakeholders (including union officials, academics and other observers of the process of external support to basic education in Burkina Faso).
- The team divided into two groups (one Burkinabè and one Canadian consultant each) to conduct site visits. These visits were carried out in two regions of Burkina Faso – one with low schooling and literacy rates and one with higher rates. In the eastern region, which has lower basic education indicators, the team visited Fada N'gourma and Boulsa. In the western region, which has higher indicators, the team visited Bobo Dioulasso and Banfora. They visited regional and provincial offices of the ministry, teacher education colleges and schools (classical, bilingual, satellite) and met with community members.

Figure 1: Stakeholder Workshop, Ouagadougou, January 2003



- Following the second mission, the team continued to collect and analyze documentation on basic education. Having received limited quantitative information on external support, the team submitted a questionnaire to external agencies asking for information on their support to basic education in Burkina Faso since 1990. The team prepared a short summary of issues for discussion at the stakeholder workshop planned for the third mission.
- During the third mission, the team hosted a workshop for a wide range of stakeholders, including representatives of government, external agencies, NGOs and other stakeholders in the basic education sector. At the workshop, the team presented the preliminary findings from the case study. Participants commented on the findings and discussed the policy and programme implications for external support for basic education in Burkina Faso and for international policy and programming.
- Following the last mission, the team prepared a draft report for review and comment by the ESC. The report was also translated into French and circulated for comment to key stakeholders in Burkina Faso, including the government, the external agencies and NGOs.
- During the preparation of the report, the Canadian consultants participated in a round table discussion with 10 people – for the most part, Burkinabè students who are currently studying in three Canadian universities, in Quebec and Ontario.
- Comments from the ESC and the stakeholders in Burkina Faso were integrated into this final report. Feedback was received primarily from external agencies – some of which had not previously participated very actively in the case study. These comments were very useful in correcting errors and omissions in the first draft.

Finally, it should be stated that, while the team consulted widely with stakeholders in Burkina Faso and tried to make sure that their voices are reflected in this report, the findings and conclusions presented are the responsibility of the case study team alone.

2.1.2 Country Reference Group

The evaluation was supported by the Country Reference Group (CRG), which was constituted by the ministry responsible for basic education – *Ministère de l'Enseignement de Base* (MEBA) – and included representatives of the ministry, the external agencies and the community. The CRG met on two occasions:

- At the beginning of the second mission, to provide input to the conduct of the case study; and
- At the end of the second mission, to comment on very preliminary findings from the mission and to provide feedback on the planning for the stakeholder workshop for the third mission.

2.2 Strengths and Challenges

The methodology proposed for this study was consistent with the methodology for the overall global evaluation. This global methodology, and the way in which it was specifically implemented in Burkina Faso, have both strengths and challenges.

2.2.1 Strengths of the Methodology

The country case study benefited from a number of factors that strengthened the quality and quantity of information available to the team, hopefully, the study as a whole.

The fact that the Canadian consultants were able to make up to three visits to Burkina Faso facilitated the process of collecting both primary and secondary data. As a result, the team was able to participate in regional visits to locations outside Ouagadougou, which provided a perspective not necessarily available in the capital, and to organize a workshop for key stakeholders in the country. The team was also able to have multiple interviews with some stakeholders, allowing for the opportunity to raise additional questions emerging from the data collection.

The involvement of the government in Burkina Faso was initially limited because the previous national representative on the ESC was no longer available. However, once the MEBA appointed a replacement, and after his first meeting with the ESC, the government became a leading player in the evaluation. The government allocated resources to set up and manage the CRG, which was established just prior to the second field mission. Representation from the government on the CRG and, ultimately, at the final workshop was good and reflected the interest of the MEBA in this study.

The level of national interest in basic education, and in the study itself, was also reflected in the openness and interest demonstrated by all Burkinabè stakeholders – government officials and representatives of various civil society groups whom the team met.

During the third mission, the team was able to host a workshop attended by about 50 people. The strong participation of government staff led to very energetic discussions in some of the small groups and in the plenary sessions, on several key issues that are reflected in this report. While the team was drafting the report, the two Canadian consultants had the opportunity to meet with a group of Burkinabè students (most of whom were studying in the education faculties at Canadian universities in Quebec City, Montreal and Ottawa). This provided the opportunity for the team to

exchange ideas with a group of individuals who are both intimately familiar with basic education in Burkina and able to assess the system from a distance.

The study team drew heavily on existing documents, particularly reviews and evaluations of the basic education sector. These included evaluations of externally supported projects and programmes, as well as reviews of specific components of the basic education system.

2.2.2 Challenges to the Methodology

There were also challenges to the methodology. The challenges related to the way in which the common methodology could be, or was, applied in Burkina Faso.

There was limited interest in the case study on the part of the major external agencies involved in supporting basic education in Burkina Faso. In spite of expressed support from the government, it was difficult to engage them in the process. It was difficult to organize interviews with representatives of some agencies and, in some cases, the most appropriate respondents were not available. Agencies' participation in the CRG and the final workshop was limited. External agencies were very busy with the development, launch and initial implementation of a new strategic plan for the development of basic education in Burkina Faso. This meant that there were many meetings, planning and evaluation missions and other demands on the time of key stakeholders, making it difficult for them to participate in this evaluation.

The limited "buy-in" from the external agencies in Burkina Faso raises the risk that they will not see the study results as valuable, or perhaps not even credible. This will limit the usefulness of the study to the country and, perhaps, frustrate the government representatives who have participated in the study. However, a number of external agencies, which had not previously participated actively in the case study, did provide very helpful comments on the draft report.

Despite the receptiveness of government officials during interviews, the team experienced considerable difficulty in obtaining financial information from the government as well as the external agencies. The team began in the first mission to request data from all partners – initially in the interviews and then by follow-up telephone calls and visits by the Burkinabè consultants. In spite of repeated requests, it was impossible to get consistent information on government expenditures on basic education for the full 12-year period. Similarly, the government does not have complete information on external support. As a result the team decided to add to the existing methodology by preparing a questionnaire for external agencies (multilateral and bilateral organizations and NGOs) asking them to identify all support to basic education since 1990. Unfortunately, the response was very limited. The questionnaire was sent to 18 multilateral or bilateral external agencies and 11 NGOs. Responses were received from eight multilateral or bilateral external agencies and three NGOs.

The team was, therefore, required to base the analysis of the volume of external support on information from secondary sources. Although there was good participation by government staff in the case study, limited information was available on budgets and expenditures in basic education and the information reflected in this report also came mainly from secondary sources. Data on external support and internal resources was gleaned from a variety of government and external agency reports. However, the information available did not cover the same time periods, was often not comparable and, in some cases, was contradictory. The quality of the reports was sometimes questionable and it was at times difficult to determine exactly what was covered in financial tables. For example, it was not always possible to figure out whether the tables included

recurrent and investment expenditures, whether the tables reflected budgets or actual expenditures, or whether the information reflected external support in addition to internal resources. This means that not only was the information not available for this evaluation but also suggests that there may be significant gaps in the availability of information for policy and programme planning in basic education in Burkina Faso.

The team made an effort to identify and review information from sources other than the government and external agencies. However, it appeared that even when this information could be located, the analysis was, in fact, often based on the same limited information available from the government and the external agencies.

Consequently, it was impossible to develop a complete picture of external support over the past 12 years. In addition, it took longer than expected to access information that was available. As a result, the documentation provided to the team for review during the second mission could not be taken into consideration during the bulk of the interviews. This affects primarily the findings in Section 3.0. In addition, the team had considerable difficulty finding documents that had been identified by respondents in the interviews.

It should be noted that these challenges in accessing reports, information and data, which allow for a good analysis of the sector, are not unique to this study. They were also noted in a review of basic education studies conducted from 1994 to 1999 (Ilboudo et al., 2001). Similarly, the World Bank's evaluation of its Country Assistance Strategy noted that in "... many sectors [there] was a lack of familiarity of staff, in the Bank and in the Government, with key pieces of recent World Bank work on their sectors, as well as with much of the literature available on Burkina itself" (World Bank, 2000a, p 24).

The challenges of accessing documentation information and the limited "corporate memory" of interview respondents combine to make it very difficult to get a historical perspective on external support to basic education. As will be seen in this report, staff of the ministry responsible for basic education are transferred frequently. It was literally true that very few of the governments respondents in the interviews had been in their current function for more than one year. Many were very new to their function and did not always have the history of the area in which they were working. Having said that, many had been involved in basic education for many years and could comment on the more general issues related to external support for basic education. Similarly, the rotation of staff in the external agencies hampered the data collection. Few had been in place for more than a few years and, as a result, tended not to have detailed information on the activities of their predecessors. This posed a particular challenge for the collection of information on volumes of external support.

Despite the challenges to the methodology, particularly with respect to the financial data and the historical perspective on external support, the team was able to collect very useful information on qualitative aspects of external support to basic education, particularly over the latter half of the decade.

2.3 Terminology

A challenge for this case study has been the use of terminology. On the one hand, the team wants to respect the language used in Burkina Faso to describe key concepts in the country – such as basic education and support modalities. Yet, on the other hand, since the case studies are key components of a global study, it is important that there be some commonality in the use of terms. This section outlines how terms have been used in this report and relates this usage to the global definitions. A glossary of terms can be found at the beginning of this report.

2.3.1 Basic Education

While there is no universally accepted definition of what is included in basic education, the Jomtien Conference identified basic education as being the foundation for lifelong learning and human development and recognized that “the diversity, complexity, and changing nature of basic learning needs of children, youth and adults necessitates broadening and constantly redefining the scope of basic education” (Declaration 5). The terms “basic education” and “basic learning needs” are often used interchangeably. However, in Burkina Faso, the term “basic education” is most common.

The term Education for All (EFA) is not a term to which stakeholders in Burkina Faso often refer. Most of the EFA goals, however, are incorporated into the national plan for the development of basic education.⁴ Based on the six goals defined in the Dakar Framework for Action, Education for All includes:

- Comprehensive early childhood care and education;
- Free and compulsory primary education of good quality;
- Addressing the learning needs of all young people and adults through appropriate learning and life skill programmes;
- Adult literacy, especially for women;
- Elimination of gender disparities in primary and secondary education; and
- Improving all aspects of the quality of education.

In Burkina Faso, the law defines basic education as including pre-school education and formal primary education, i.e. the first six years of schooling. In reality, basic education includes also non-formal education. Burkina Faso’s new national plans for the development of basic education cover pre-school and formal and non-formal education.⁵ Non-formal education initiatives include literacy and basic training programmes, including pre-professional training, for out-of-school children, youth and adults.

There are many documents in Burkina Faso that define basic education and non-formal education. The most generally accepted definition – also the most detailed – is the one that was elaborated in 1989 at a national seminar on basic education held in Koudougou. Accordingly, the characteristics of basic education include:

- Mastery of instrumental knowledge of one national language and the official language;
- Development of an aptitude to protect, manage, and improve the natural environment;

⁴ The national plan does not, however, include specific targets for early childhood care and education and the targets for other goals are not consistent with the EFA goals.

⁵ As the work on this report was drawing to a conclusion, the government indicated its intention to expand basic education to include the first four years of secondary school.

- Development of an aptitude for science and for research;
- Openness to the external world;
- Desire and capacity for self-learning;
- Ability to deal effectively with problems related to health and nutrition;
- Assure understanding of reproductive knowledge;
- Capacity for technical learning;
- Assure knowledge of civic and political life; and
- Acquisition of appreciation for physical exercise (Belloncle, 1997).

2.3.2 Support Modalities

Both national and international stakeholders in Burkina Faso typically use two terms to describe modalities of external support – *project* and *programme funding*. The term “Sector-wide Approach” (SWAp) is not often used by government staff and only occasionally by people from the external agencies. However, in order to ensure that the results of this case study can be integrated into the global evaluation of external support for basic education, it is important to situate these terms with respect to the movement in the international community to SWAps.

There are a number of key characteristics of a SWAp in education. To assess the evolution to a SWAp it is important to consider the extent to which:

- The scope of the support covers the whole sector;
- There is national ownership of the approach, including both government and non-government actors;
- All external agencies are committed to supporting the national plan;
- All funding is channelled through the government (although not necessarily through common funding);
- Implementation is by the government, not the external agencies; and
- The external agencies are prepared to make long-term commitments to support the sector.

Burkina Faso has moved towards meeting these conditions for a SWAp even though the term is seldom used at the country level. A detailed assessment of the extent to which these conditions are being, or are likely to be, met is provided in Section 6.0. However, those characteristics that are referred to in Burkina as the characteristics of *programme* support are consistent with the global definition of a SWAp. As a result, the terms *project* and *programme* support will be used in this report to be consistent with the language used in Burkina Faso.

Although in the literature, education is usually defined as a “sector,” with basic education being a “sub-sector,” in Burkina Faso, basic education is commonly defined as a “sector” and this definition has been adopted for this report.

2.3.3 Other Terminology

Burkina Faso is the official name of the country in which this case study was conducted. The word “Faso” means Republic. As is the case in many countries in which the term “Republic” is included in the official name of the country, the word is often dropped in favour of the shorter name. It is so in Burkina Faso, where the country is often referred to by the term “Burkina” alone (e.g. *Banque internationale pour le commerce, l’industrie et l’agriculture du Burkina*). Both formulations will be used in this report.

The term “external agency” is used to refer to agencies providing external support that might include both financial assistance (funding) and technical assistance. In Burkina Faso, these agencies are called technical and financial partners (*partenaires techniques et financiers* – PTF). As a result, the abbreviation PTF will also be used to refer to the external agencies.

For terms specific to Burkina Faso, the abbreviations used are, in most cases, those that come from the French titles and terms. For example, the ministry responsible for basic education is *Ministère de l’Enseignement de base et de l’Alphabétisation* (MEBA) – Ministry of Basic Education and Literacy. The abbreviation “MEBA” is used throughout this report.

PART TWO: FINDINGS

3.0 External Support to Basic Education

3.1 Intents, Policies and Strategies

This section focuses on addressing the evolution of the broad framework of ideas, understanding and institutions within which external assistance is provided to basic education in Burkina Faso. Specifically, it addresses the following questions:

- How have the framework, or its major components, changed over the past decade?
- Have there been real changes in the framework of basic education support over the years?
- How have changes in this framework influenced the development of the new 10-year plan?

There has been considerable evolution in the discourse of the external agencies since 1990. The discourse of agencies supporting basic education in Burkina Faso has mirrored that of the international community. A substantial shift occurred in the mid-1990s from language that referred to *project* funding to one which referred to *programme* support.

3.1.1 Policy Shift from Project to Programme Support

Basic education in Burkina Faso has been supported by external agencies since long before independence. Initially France, as the former colonial power, provided teachers for the school system. Gradually more external agencies became involved through the funding of projects, most notably the construction of schools at all levels – primary, secondary and university – and the provision of materials and bursaries. The project approach was particularly suited to punctual interventions, such as infrastructure projects to build schools. External agencies did not support the recurrent costs of basic education. This then left the government with responsibility for the recurrent costs of maintaining and staffing schools that had been constructed with external support. By the beginning of the 1990s, the government was facing large budget deficits for the operation of the formal primary school system. External agencies also supported, sometimes directly, more often indirectly through NGOs, the development of non-formal education. They contributed to the establishment of centres that provide functional literacy programmes and some vocational training for youth.

In the early 1990s two things changed the context for external support to basic education in Burkina. The Jomtien Conference had focused the international community's attention on basic education, including both formal and non-formal education, and the country was beginning its first Structural Adjustment Programme (SAP).

By the mid-decade, under the influence of trends emerging in the international community, the PTF and the government began to reflect on the limitation of the project approach to external support and the lack of integration of efforts to address all development needs. As a result, the focus of PTF discourse shifted to a “programme” rather than a “project” approach and to greater integration of basic education as a priority sector for addressing poverty reduction.

In the second half of the decade, the PTF, responding to initiatives in the international development community, encouraged the government to prepare integrated development plans. In

1995, at a round table with external agencies, the government presented the “*Lettre d’intention de politique de développement humain durable*.” This represented a turning point for the government as it was now beginning to emphasize long-term planning, not the short- and medium-term planning that had characterized the first half of the 1990s. (A chronology of significant events related to basic education in Burkina Faso is shown in Table 3, below.) In 1996, the government passed the law that provides the legislative framework for basic education in Burkina and gave priority to basic education as an engine of development. In 1997, Burkina Faso was declared eligible for debt relief under the Highly Indebted Poor Country (HIPC) initiative. Accordingly, in consultation with the external agencies, the government began the development of the Poverty Reduction Strategy Paper (PRSP) that was finally adopted in June 2000. The PRSP identifies basic education as a social sector priority that is essential to poverty reduction and outlines objectives and strategies for basic education for the following 10 years (Ministry of Economy and Finance (2000).

Table 3: Important Dates in Basic Education in Burkina Faso

Date		Event
1989		Koudougou seminar on basic education
1990		Ten-year plan for the protection of young children (1990 to 2000)
		Three-year plan for the development of literacy (1991 to 1993)
1991		Development of the second five-year plan for the popular development of basic education
	October 3	Decree establishing the <i>Association de parents d’élèves</i> (APE)
1992	April	Beginning of the process of setting up the EFA national committee
1994		Establishment of the EFA national committee
		Development of action plan for the development of girls’ education
	September	Etats Généraux sur l’Education (<i>States General on Education</i>)
1995		Third round table of external agencies active in Burkina Faso – development of objectives for sustainable development – “ <i>Lettre d’intention de politique de développement humain durable</i> ”
		Establishment of <i>Cadre de concertation des ONG/Associations en éducation de base du Burkina</i> (CCEB/BF)
1996		Launch of test of new conditionalities for disbursement of macroeconomic budget support
	May 9	Law providing orientation for education adopted (<i>Loi d’Orientation de l’Education</i>)
1997		Development of multi-year programme for education sector
		Development of the EFA plan of action
		Burkina Faso was determined to be eligible for HIPC initiative
1998		Reform of public sector adopted
	August 3	Decree providing general orientation of decentralization in Burkina Faso
1999		Development of PRSP
	June 23	Council of Ministers approved the <i>Plan décennal de développement de l’éducation de base</i> (PDDEB) (2000 – 2009) ⁶
	September	National Forum on Literacy in Burkina Faso: Implementation of the PDDEB 2000 to 2009

⁶ The 10-year plan was initially developed in the late 1990s and approved by the Council of Ministers in 1999. The dates on the plan itself indicate a time frame of 2000 to 2009. However, as implementation has been delayed, the Ministry is now referring to this as a plan for 2001 to 2010.

Date		Event
	November	First joint mission (PTF and the MEBA) on PDDEB – focus on the infrastructures
2000	April	Two joint missions (PTF and the MEBA) on PDDEB – the first focusing on the operationalization of the PDDEB and the second on costing
	June	Government adopted the PRSP
2002	September 14	Launch of PDDEB

During the 1990s, many external agencies also began to express their commitment to a more integrated approach to development. The Third Round Table of External Agencies Active in Burkina Faso, which took place in Geneva in 1995, identified poverty reduction as a key development objective for 1995 to 2005. This was followed by the preparation of external agency integrated development frameworks, including the Country Assistance Strategy (World Bank, 2000b) and the United Nations Development Assistance Framework (UNDP, 2001b). These frameworks identify basic education as a priority, make clear the link between basic education and poverty reduction, identify 20 provinces in Burkina Faso as priority provinces for support and give priority to addressing gender equity issues. They also include common indicators for measuring success in achieving basic education goals.

At the same time, influenced by trends in the international community and by common perceptions that the project approach to external support was not effectively achieving the goals of improving access to, and the quality of, basic education, PTF in Burkina began to talk about a shift to programme support. Three agencies were leaders in this shift from project to programme support – the Netherlands and the World Bank. Later the Canadian International Development Agency (CIDA) joined the efforts to shift to programme-based support.

Since a key requirement for a programme approach was that there be a framework within which external support could be provided, these agencies were instrumental in encouraging the MEBA to begin developing in 1997 a 10-year plan for the development of basic education in Burkina Faso. This *Plan Décennal pour le Développement de l'Éducation de Base* (PDDEB) was approved by the national assembly in 1999 and launched in September 2002. (See Section 4.1 for details on the PDDEB.)

There had been, in the past, other plans for the education sector, and basic education specifically. However, some authors have noted the lack of a comprehensive vision (i.e., a coherent policy) for basic education (Ilboudo et al., 2001). The PDDEB is an effort to resolve this lack of vision through the creation of a strategic framework. In the view of many respondents, this plan is more strategic and comprehensive than previous documents. It signals a recognition that real gains in basic education will require more strategic and concerted efforts on the part of all key stakeholders. The PDDEB and the external agencies' support for it reflect the importance of better coordination and accelerated efforts both to expand access and improve the quality of basic education.

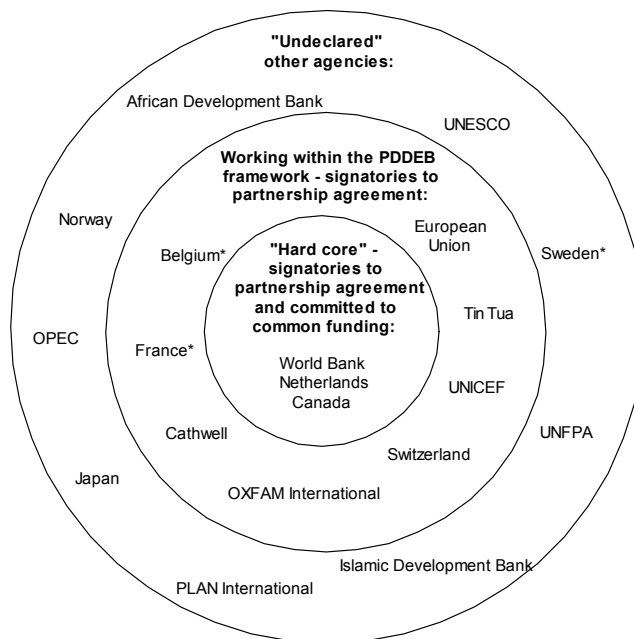
This PDDEB provides the framework for all external agencies providing support for basic education in Burkina Faso. However, not all agencies are planning on using the same modalities for supporting this programme. Those that currently provide support can be identified as three groups, according to their intentions with respect to support for basic education (see Figure 2).

3.1.1.1 The “Hard Core” Agencies

The Netherlands, the World Bank and Canada constitute the first group – the group that is called the “hard core.” These agencies are committed to providing their financial support for the government plan through a common fund.

These “hard core” agencies⁷ have signed a partnership agreement with the government that specifies the intentions of each party:

Figure 2: Current Situation of External Agencies with Respect to PDDEB



* Are considering contributing to common funding

- All funding for basic education in Burkina, and particularly that of the PTF, will be for activities that fit within the framework of the PDDEB;
- The MEBA will develop action plans, budgets and three-year investment programmes for basic education, in accordance with the PDDEB, that are acceptable to the PTF;
- The PTF will support deconcentration and decentralization;⁸
- The MEBA and the PTF will work towards the development, by 2005, of common procedures (planning, financial, administrative, evaluation) to the extent possible within their individual regulations. Until these common procedures have been developed, the technical and financial support will be implemented using the procedures of each partner;

- As the situation allows, the PTF will use the MEBA structures or the Literacy and Non-formal Education Fund (FONAENF) mechanism for the execution and financial management of their support;⁹
- The PTF will work towards the longer-term goal of providing their financial support in the form of non-targeted sectoral budget support; however, project support will be maintained, for the time being, from those partners unable to provide budget support; and
- The PTF will participate actively in monitoring PDDEB implementation.

⁷ These three agencies are only three of 11 agencies that have signed the agreement. The others include Belgium, France, Switzerland, EU, UNICEF and three NGOs (Cathwell, Oxfam International, *Tin Tua*).

⁸ A distinction is usually made between deconcentration and decentralization. Deconcentration refers to the transfer of functions from central offices to regional offices. Decentralization, however, refers to the transfer of power and resources, as well as the functions.

⁹ FONAENF is a fund that is co-managed by the government, the PTF and NGOs, for funding non-formal education activities. See Section 4.2.3.3 for more details.

There are stated underlying principles with respect to how the PTF and the government will work together. These include:

- A commitment of the MEBA and the PTF to sharing information with respect to changes in programming by either the government or the PTF, including changes by PTF not represented in Burkina;
- The responsibility of the MEBA to take initiative in calling meetings with the PTF for monitoring the implementation of PDDEB;
- The preparation by the MEBA of semi-annual reports on the technical and financial status of the implementation of PDDEB in advance of joint monitoring and evaluation missions; and
- Collaborative planning of semi-annual joint monitoring and evaluation missions, which will replace the missions of individual PTF. This will include the development of common indicators for assessing results.

The PTF in the “hard core” are providing support to PDDEB through a common fund, managed by the MEBA, with common accountability procedures.¹⁰ Some of the PTF in the “hard core” (Canada and the Netherlands) will continue funding existing projects until their completion. These projects are consistent with the objectives of PDDEB.

3.1.1.2 Agencies Working Within the PDDEB Framework

A second group of agencies that are actively supporting basic education, including multilateral (UNICEF¹¹ and the European Union) and bilateral (Belgium, France, Switzerland) agencies and NGOs (Catholic Relief Services (Cathwell), Oxfam International and *Tin Tua*) have also signed the partnership agreement, but are unable or unwilling to provide support through a common fund. The United Nations (UN) agencies and the NGOs are prevented from contributing to a common fund because of their mandates. Some countries, such as Switzerland, prefer, as a matter of policy, to continue supporting basic education through the non-governmental sector rather than through the government.

The European Union (EU) works within the PDDEB framework by providing budget support under new conditionalities that tie that support to the achievement of objectives that are consistent with those of PDDEB (see Section 3.2.1.2 for a description of the new conditionalities). However, it will also continue to fund its existing project – *Programme d'appui au secteur de l'éducation de base* (PASEB) – which started about the same time as the PDDEB was developed. Although it is consistent with the PDDEB objectives, it is not consistent in conception and management structure with the programme approach of the PDDEB (Gosparini et al., 2001).

Three other agencies (Sweden, Belgium and France) are considering the possibilities of joining in the common funding. Belgium is preparing financial support for PDDEB over a four-year period beginning in 2004. In the meantime, Belgium is executing its last project – a multi-sectoral support programme in three provinces – that fits within the PDDEB framework.

¹⁰ For the first phase, the funds will flow to the government through separate accounts for each agency and, at least on paper, the funds will be allocated to specific activities. However, even in the first phase, there will be common accounting procedures.

¹¹ Although there are a number of bilateral agencies supporting basic education directly in Burkina Faso, it is important to note that, through UNICEF and other UN agencies, other bilateral external agencies, which provide core and program funds to UNICEF, also support basic education, albeit indirectly.

France is committed to a support role in all areas of PDDEB, in collaboration with the other PTF. It was, in effect, very supportive of the development of the PDDEB by providing technical assistance to the MEBA. Although it is not currently committed to the common funding, it is considering this possibility or support for EFA goals through the Fast-Track Initiative (FTI).

3.1.1.3 “Undeclared” Agencies

There is a third group of agencies, which have provided support for basic education in the past, but have not yet signed the partnership agreement or committed to common funding.¹² This includes the African Development Bank, Islamic Development Bank, Organization of Petroleum Exporting Countries (OPEC), UNESCO, UNFPA, JICA, Norway and PLAN International.¹³ It is likely, however, that some will continue to support basic education in Burkina. The team was only able to interview a representative of one agency – JICA. The Japan International Cooperation Agency has committed to working within the overall framework of the government 10-year plan but will continue to implement separate projects within the PDDEB framework, albeit using its own implementation procedures. This agency remains unconvinced of the effectiveness of the common funding approach and will continue to monitor the situation and the experiences in other countries (e.g., Tanzania) as well.

3.1.2 Policy Shift on Budget Support

By the beginning of the 1990s, the government of Burkina was facing large budget deficits, at least in part as a result of the recurrent costs of maintaining the infrastructure developed by external support for investment costs. The government was in the process of implementing a SAP and addressing economic constraints and competing claims from other public sectors. This led to a decline in the proportion of government spending on education. In 1990 the educational budget was 17.5% of total public expenditure, a decline of 8.5% from 1984, and spending per primary school was less than it had been in 1980 (UNESCO, 1993a).

As a result, some external agencies gave priority, from 1990 to 1994, to budget support and support for the balance of payments, in line with macroeconomic reforms. The key external agencies providing budget support included France, the Netherlands, Denmark, Belgium, EU, Sweden, Switzerland and the UN agencies. They returned to giving priority to investment support in 1995. This period was referred to as a period of post-adjustment (UNDP, 2001b).

For some agencies (e.g., the EU), that support was targeted to the social sectors and to basic education in particular. Concerns were expressed about the fungibility of this support. There was no way to guarantee the added value of the support since it could lead to the shift of state resources from the social sectors to other sectors. In the second half of the 1990s, a number of agencies, under the leadership of the EU, proposed new innovative conditionalities for this support, linking budget support to results, not inputs or activities. Under these new conditions, the budget support would no longer be targeted to basic education. There are two components to the support. The first (fixed) component is based on the macroeconomic performance of the country. Disbursement of the second (variable) component is based on the results achieved with respect to social sector indicators that are negotiated with the government. The measurement of the indicators developed for disbursement decisions will be based on a joint evaluation conducted by

¹² Provisions have been made for those PTF that have not already signed the partnership agreement but wish, in the future, to support basic education activities, to sign the agreement.

¹³ PLAN International recently showed interest in working within the PDDEB framework by participating in a joint external agency review in March 2003.

the government and the EU. These indicators have also been incorporated into the PRSP, providing for better integration across frameworks and across external agencies (UNDP, 2001b).

The importance of this change as an innovation in the conditionalities for budget support is highlighted in the EU evaluation of external support for basic education. The willingness of the external agencies to link their budget support to performance rather than to specific activities is expected to improve the efficiency of budget support (Gosparini et al., 2001).

3.1.3 Other Support Modalities

As the government was developing its 10-year plan and the agencies were developing their proposals for funding implementation of the PDDEB, the external agencies were encouraging the government to participate in other initiatives of the international community, including the HIPC and FTI. These initiatives are expected to make more funds available for implementation of activities for the social sectors (HIPC) and basic education, specifically (FTI).

3.1.3.1 Highly Indebted Poor Countries Initiative

The HIPC initiative is a debt reduction strategy that is linked to the PRSP process and enables countries to reinvest debt payments into poverty reduction activities, such as basic education. In fact, however, there is a debate about whether the funds that are made available for the social sectors through HIPC constitute external support or not. One argument suggests that, since HIPC is a reallocation of national funds, HIPC money is not external support but rather national investment in the social sector. Others argue, however, that the debt payments would otherwise be going back to countries providing external support and, hence, these funds should be considered as another form of external support. For the purposes of this discussion, funds made available through the HIPC initiative are being considered as external support.

When the HIPC initiative was developed in Burkina Faso, priority was given to basic education, reflecting the commitment of both the government and the PTF to this sector. In 1997 Burkina was one of the first countries to qualify under the HIPC initiative. Nearly half the HIPC funds being made available will be allocated to basic education activities. However, in spite of the high percentage of HIPC resources going to basic education, the structure of the initiative gives more control and responsibility to the Ministry of Economy and Finance than the MEBA (Gosparini et al., 2001).

Analysis of information on the Public Investment Programme (PIP) shows that, as of mid-2002, HIPC resources had not yet begun to flow through the PIP for basic education activities. The release of funds was slowed because of delays in the government meeting the conditions for funding: reduction of teacher salaries and changes in the status of teachers (Gosparini et al., 2001). One respondent indicated that some HIPC resources had been spent in 2001 (2 billion F CFA) and 2002 (7 billion F CFA). The government notes, however, that HIPC resources will not be sufficient to cover the cost of implementing all the complementary activities to address poverty reduction as outlined in the PRSP (World Bank, 2000b).

3.1.3.2 Fast Track Initiative

At the World Education Forum in Dakar, the international community promised that no country with a viable and sustainable plan for achieving Education for All would be unable to implement it for lack of resources. In September 2000, the UN Millennium Summit identified Universal Primary Education (UPE) and gender equality by 2015 as two of its Millennium Development Goals (MDGs). In 2001, the World Bank's Development Committee asked the Bank to prepare an action plan for accelerating progress towards the achievement of the MDGs and the FTI was a core element of this plan.¹⁴

The objective of FTI, which is widely cited as being a World Bank initiative, is "to accelerate progress towards the achievement of universal primary completion through a combination of stronger national policies, improved capacity and incremental financial resources, both domestically and from the donor community" (World Bank, 2002).

To qualify for financing under the FTI, countries must give priority to primary education and have policies that aim at improving the quality and efficiency of their primary education systems. The two specific criteria are that the country has a full PRSP in place and that the country has, and is effectively implementing, an education sector-wide plan agreed to by the external agencies.

The government in Burkina Faso, with the encouragement of some external agencies, is committed to participating in the FTI, in order to provide additional funds to accelerate the achievement of the MDGs. These goals are consistent with, but not as comprehensive as, the PDDEB. The PDDEB includes non-formal education objectives and does not focus solely on the goal of improving completion rates for quality primary education and gender equality. The government was rushed to prepare a proposal for the Initiative in 2002.¹⁵

3.2 Practices

This section, on the changes over time with respect to practices in external support to basic education, focuses on the following questions:

- Have the practices of external support in Burkina Faso really changed over time?
- Has there been a shift from project to programme support?
- Are there new forms of external support that did not exist previously?
- Have changes in the intents, policies and strategies (if any) been matched by changes in practices?

The evolution of practices in basic education support since the early 1990s has been less evident than the evolution of policies and strategies. While the rhetoric of the external agencies has shifted considerably over the latter half of the decade, practices in external support have changed much more slowly. Indeed, it is still too early to tell whether recent changes in the rhetoric will be matched with changes in practices.

¹⁴ The external agencies' commitment was reaffirmed at the International Conference on Financing for Development held in Monterrey, Mexico in March 2002. The international community pledged additional funds to support partner countries in achieving their education plans and other development priorities. In spite of these commitments, external agencies have been slow in actually committing funds to the FTI, and establishing the instruments for the initiative have taken considerable time. As a result, countries were asked to prepare their proposals only in 2002.

¹⁵ Burkina Faso's proposal was approved at the FTI Donors' Meeting in Paris in March 2003.

External resources have supported basic education in Burkina since before independence. This section profiles the contributions of the various stakeholders to the financing of basic education, both in terms of the modalities and the value of their financial contributions. As has been outlined in the challenges to the methodology for this study (Section 2.2), it is very difficult to present a complete picture of the volume and nature of external support for basic education. The following sections include the best picture possible of the volume of support provided.

3.2.1 Volume of Financial Support

Multilateral and bilateral agencies provide financial support to basic education through grants and loans (international financial institutions only) to the government and through direct expenditures. The first part of this section outlines the volume of support that flows through the government PIP. However, as will be seen in this section, this does not account for all external agency support to basic education. The information from the PIP is supplemented, in the subsequent section, with information obtained from the external agencies through a questionnaire. Nonetheless, as has been noted in the discussion of the challenges of the case study methodology (see Section 2.2.2), it was very difficult to get a complete and consistent picture of the volume of external financial support for basic education in Burkina Faso. Complete information was not available from either the government or the external agencies. Although the team made the best possible use of secondary sources, the picture is far from reliable.

3.2.1.1 Government Data

There are two ways in which external agencies provide support through the government to the basic education sector – loans and grants. Both loans and grants can be provided as either budget support or project/programme support. These forms of external support are all subject to agreements signed between the government and the external agency (Mbiye, 2002).

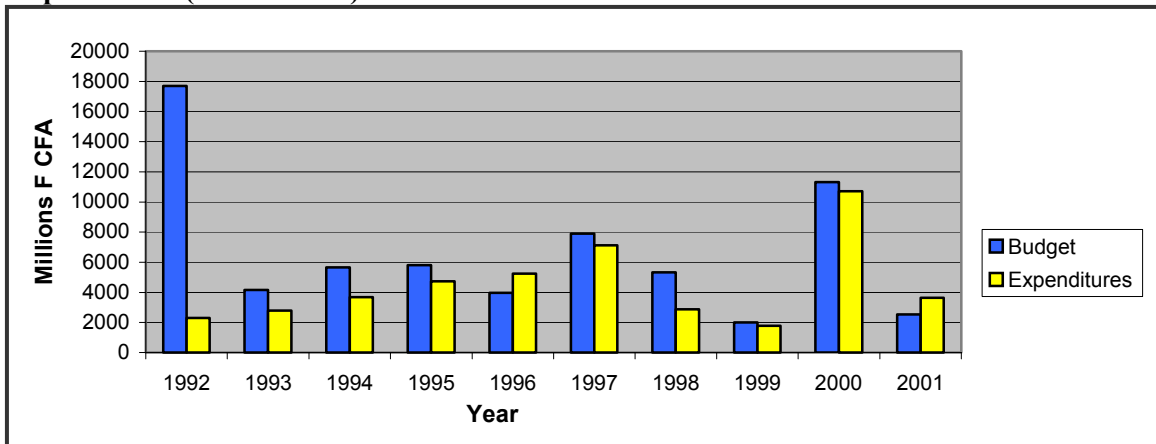
The national budget is divided into four components – salary, operational, transfer payments,¹⁶ and investment. The only overall information available from the government on the contributions of the external agencies (including loans and grants) is that which is provided in support of the national investment budget.

The absolute value of external support (expenditures) to the investment budget of the MEBA rose steadily throughout the first half of the 1990s, but declined in the late 1990s (see Figure 3).¹⁷ The *Education IV* project, which involved a number of external agencies, ended in 1998, leading to the significant drop in both budget and expenditures figures in 1999.

¹⁶ These are funds that are transferred from the MEBA to cover the costs of autonomous structures (such as the teacher education colleges).

¹⁷ The difference between budget and expenditures in 1992 is accounted for by the fact that, in that year, there was a significant World Bank commitment to the *Education IV* project that was not spent.

Figure 3: Absolute Value of External Support to the MEBA Investment Budget, Budget and Expenditures (1992 to 2001)



Source: *Public Investment Program, Ministry of Economy and Finance, 1992 to 2001*

Both budget and expenditures, as shown in the PIP data, rose sharply in 2000, as a result of significant commitments by several external agencies to the construction of schools (JICA), non-formal education centres (UNICEF) and teacher education colleges (the Netherlands). The Japanese commitments for school construction alone accounted for over half the budget and expenditures in 2000.

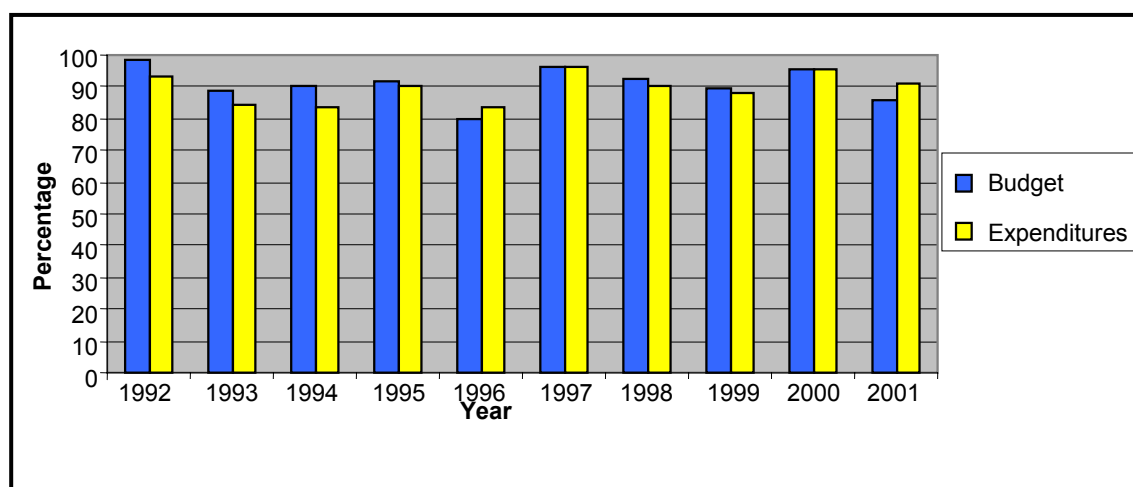
However, a note of caution needs to be expressed with respect to drawing conclusions from these changes. Since the PIP reflects only a portion of the external support flowing to basic education, particularly for large projects, the numbers are very sensitive to changes in project funding from year to year.

Over the period of 1992 to 2001, external support accounted for over 80% of the total investment budget of the MEBA (see Figure 4).¹⁸ Although there has been considerable variation in the absolute value of external support flowing through the PIP, this support has continually accounted for a large portion of the investment budgets of the MEBA, which has depended almost entirely on the amount of external support available.

Other financial studies in Burkina Faso use government financial data to develop a profile of expenditures in, and external support for, the sector. The Public Expenditure Review conducted in 2000 uses data from the PIP to analyze the public expenditures for basic education in Burkina Faso (Ouédraogo and Koussoubé, 2000). However, it includes only information from 1996 to 1999 (or, occasionally 2000) and includes only the external support provided as grants and loans. It does not, therefore, include other expenditures on basic education that are made by external agencies, but not channelled through the government.

¹⁸ A comparison of the information in the graph and in the Mbiye (2002) report provides an illustration of the challenges in obtaining comparable financial data in Burkina Faso. According to Mbiye, the total external support for the investment budget in 2001 was 7,898 million F CFA (or 72% of the total investment budget). However, data from the Ministry of Economy and Finance suggests that the total external support for the investment budget in that year was 2,935 million F CFA (budgeted) and 3,996 million F CFA (expended) (or 86% and 91%, respectively).

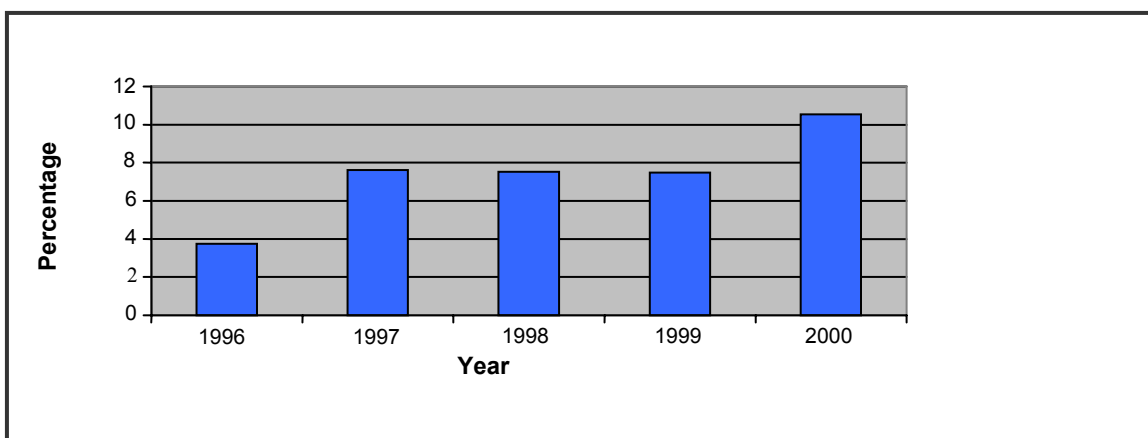
Figure 4: External Support (Budget and Expenditures) Channelled Through the Public Investment Programme as a Percentage of the MEBA Investment Budget (1992 to 2001)



Source: Public Investment Programme, Ministry of Economy and Finance, 1992 to 2001

Over the five-year period from 1996 to 2000, external support in Burkina as a whole constituted a gradually decreasing percentage of the national budget – declining from 43% in 1996 to 34% in 2000. However, the percentage of external support that goes to basic education (the MEBA budget only) has risen considerably over the same period – increasing from 3.7% in 1996 to 10.5% in 2000 (see Figure 5) (Ouédraogo and Koussoubé, 2000).

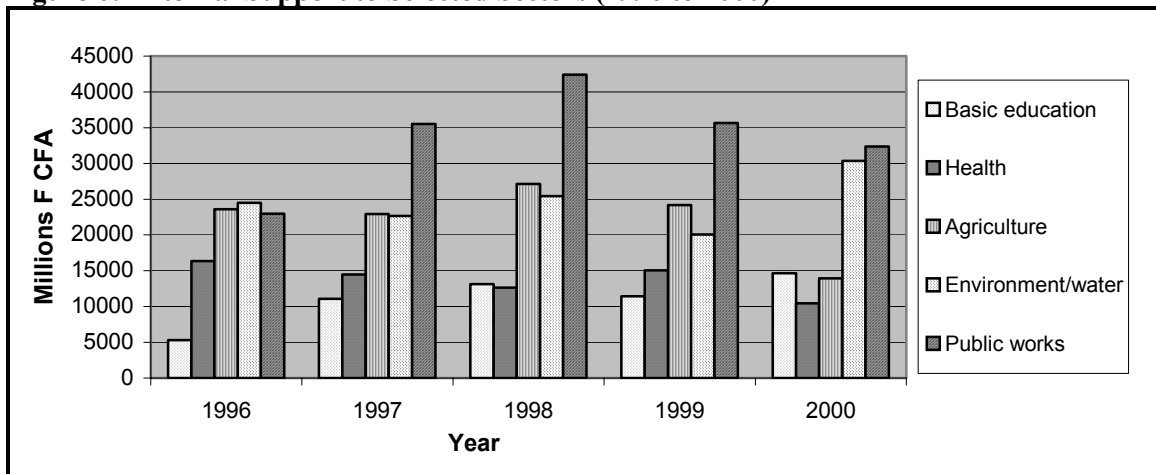
Figure 5: External Support to the MEBA as a Percentage of Total External Support (1996 to 2000)



Source: Ouédraogo and Koussoubé (2000)

Nevertheless, the allocation to basic education has been small in relation to other sectors (water, environment, agriculture and public works). In fact, each year, the two social sectors (basic education and health) have received fewer resources than these other sectors (see Figure 6) (Ouédraogo and Koussoubé, 2000).

Figure 6: External Support to Selected Sectors (1996 to 2000)



Source: Ouédraogo and Koussoubé (2000)

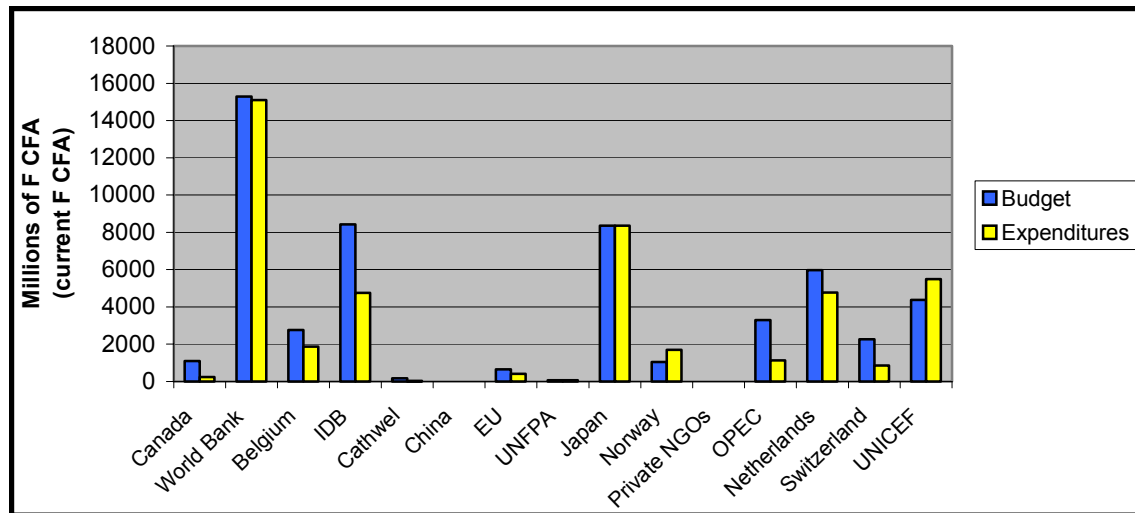
Unfortunately data are not available for subsequent years. It was difficult, therefore, to assess the impact of the commitments of both the government and the external agencies, in the latter half of the 1990s, to give priority to the social sectors in support of poverty reduction.

The team was unable to find clear and complete information on the relationship between external and internal resources for basic education. All indications from the interviews point to the fact that there is a heavy dependence on external support for the basic education system. Information provided in Figure 4 highlights the dependence on external support for the MEBA's investment budget. However, information was not available on the impact of external support on the recurrent budget for basic education or on external support for investments not channelled through the government's PIP.

The Public Expenditure Review provides information on the rate at which external support to the MEBA is expended. Unfortunately data are available for only three years. In 1996, 1997 and 1998, 97%, 66% and 70% respectively of the external support committed was actually spent. This rate of expenditure is comparable to the rates for external support provided to the government as a whole in the same years (79%, 82% and 65%) (Ouédraogo and Koussoubé, 2000). However, it does raise a question about the capacity of the MEBA, towards the end of the decade, to spend the allocated resources. The Public Expenditure Review draws the conclusion that the problem of financing for basic education is less an issues of the availability of resources than it is a problem of the rational and equitable *use* of available resources (Ouédraogo and Koussoubé, 2000).

Figure 7, below, shows the key external agencies and the total financial support that they have provided through the PIP between 1992 and 2002. As can be seen from the figure, in terms of the volume of external support, the key agencies are the World Bank, the Islamic Development Bank, Japan, the Netherlands and UNICEF. However, the financial support of some key agencies is not fully reflected in the PIP data. In the case of Canada, for example, this is because much of its support flows through projects implemented by Canadian executing agencies. In the case of the EU, this is because much its support flows through budget support.

Figure 7: Key External Agencies Contributing to the MEBA Through Public Investment Programme (1992 to 2001)



Source: *Public Investment Programme, Ministry of Economy and Finance*

3.2.1.2 External Agency Questionnaire

Developing a profile of external support based on information from the PIP or other government data seriously underestimates the total volume of external support. In addition to this support, external agencies also provide considerable aid that does not appear in the state's investment budgets. This includes funds for such activities as:

- Technical assistance;
- Projects implemented by executing agencies on behalf of external agencies;¹⁹
- Monitoring or review missions;
- Budget support for other components of the MEBA budget (salary, operations, transfer payments); and
- Macro-economic budget support.

Since the government data do not reflect the total volume of support, the team sent a questionnaire to all external agencies (multilateral and bilateral agencies and key NGOs) that have provided support to basic education. Responses were received from only eight multilateral and bilateral agencies and three NGOs. Some of the information received was not complete. However, this section presents an analysis of the information that was available both from the questionnaires²⁰ and from interviews with respondents in Burkina. (See Annex 1 for detailed information by external agency.)

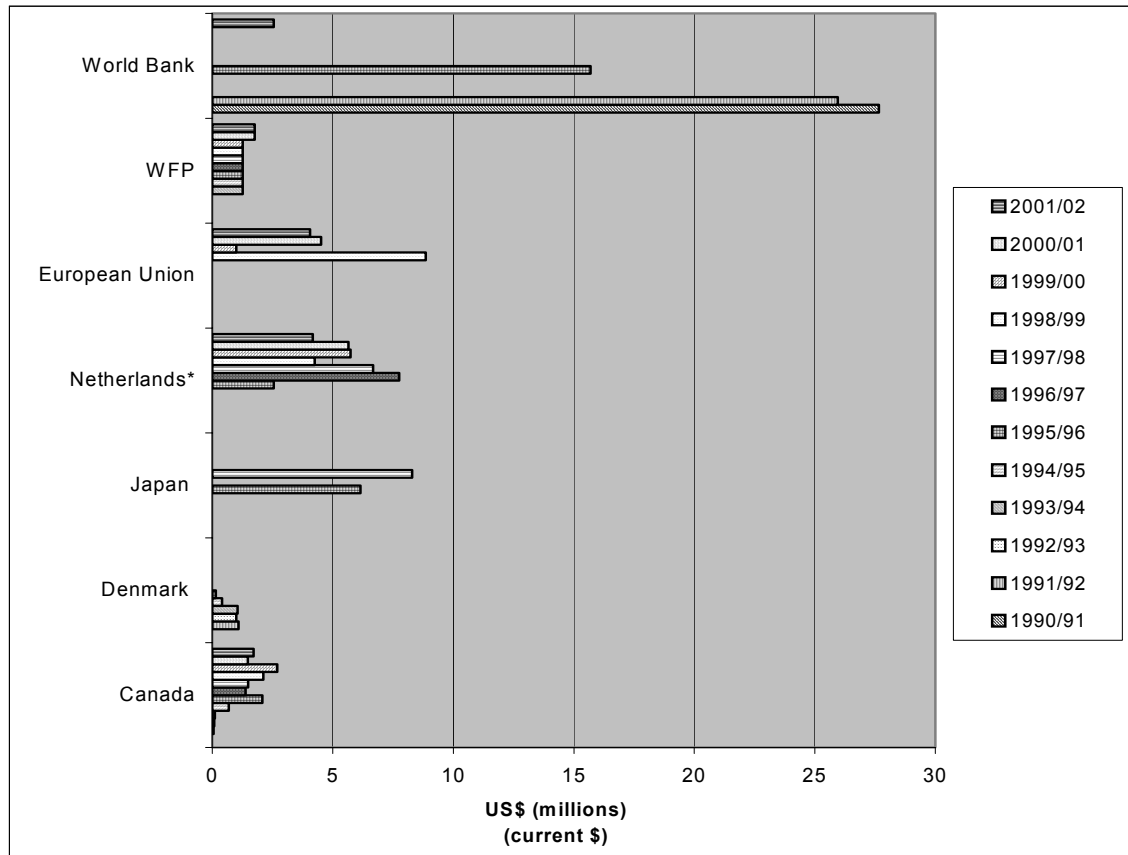
As shown in Figure 8, among those agencies that responded to the questionnaire, by far the largest funder of basic education in Burkina Faso over the past decade has been the World

¹⁹ Samoff (2001) reports that in 1996 project aid (in contrast to investment funds) constituted 55% of external support.

²⁰ It should also be noted that these figures include some double-counting. For example, funds provided by the EU through the World Bank's *Education IV* project (US\$3.7 million) may be counted in the responses of both the EU and the World Bank.

Bank.²¹ The Bank has provided nearly US\$72 million over the twelve-year period – all as loans to the government. The EU provided an additional US\$18 million – 85% of it as a grant and the remaining as funding through NGOs. The World Food Programme (WFP) is a major external agency supporting basic education through the provision of food, primarily for literacy centres. The three key bilateral external agencies are the Netherlands,²² Japan and Canada, which provided US\$36.8 million, US\$14.4 million and US\$13.9 million respectively.

Figure 8: External Support to Basic Education from Agencies Responding to Questionnaire (1990/1991 to 2001/2002)²³



Source: External Agency Questionnaires
Data is missing for the period prior to 1995/1996

²¹ Note that not all agencies provided funding in each year. The amounts given are the total amounts for the 12-year period of the study. Sweden and China also responded to the questionnaire but because they did not provide any external support during the period of the study, they have not been included in the graphs.

²² Note that data on external support from the Netherlands prior to 1995/1996 are not available.

²³ Many external agencies responding to the questionnaire provided the volume of external support in their national currency. In order to make comparisons with other agencies, these figures have been converted to US dollars, using the best available information on exchange rates applicable at the time the support was provided. The figures are given in current dollars. To the extent possible, the team attempted to account for the devaluation of the F CFA in 1994. It should also be noted that the period of the fiscal year varies from agency to agency, so the time periods are not identical for each agency.

It is difficult to draw any conclusions about the profile of external support based on the responses of only seven multilateral and bilateral agencies. A number of key external agencies are missing from this analysis. Questionnaires were not received from the following agencies that are known to provide financial support: France, UNICEF, the African Development Bank, Switzerland, Norway and Belgium.²⁴

France has long been a key player in external support to basic education in Burkina Faso, using a multitude of channels. France provides support through two financing windows: the Ministry of Foreign Affairs (represented at the country level by the *Service de coopération et d'action culturelle* [SCAC]) and the *Agence française de développement* (AFD). In addition, it provides technical assistance (see Section 3.2.3), supports French NGOs working with national NGOs and funds research (from the *l'Institut français de recherche pour le développement*, which supports research in Burkina through the *Atelier de recherche en éducation burkinabè*) and, as noted above, through budget support. Since 1994, France has reduced its bilateral external support globally and now channels more assistance through the EU and the World Bank. France is also supporting the HIPC initiative.

UNICEF provides its support through specific initiatives, particularly related to reforms of the basic education system. These include pre-schools, activities in support of girls' education, satellite schools, non-formal education centres and changes to educational curricula (see Section 4.2 for a fuller description of UNICEF's contributions).

While it has not been possible to develop one profile of external support to basic education, the PIP data on support for investments and the data from the external agencies are consistent to the extent that they both identify some of the same major external agencies in terms of financial support: the World Bank, the Netherlands and Japan. Other players – notably France, UNICEF, the EU and Canada – have played key roles in support of basic education.

3.2.1.3 Budget Support

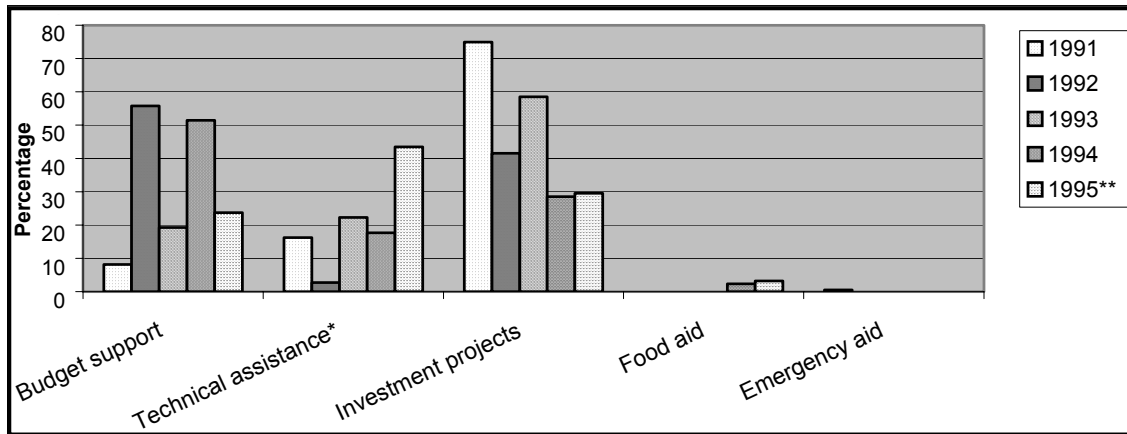
Throughout the 1990s, several external agencies (France, the Netherlands, Denmark, Belgium,²⁵ EU, Sweden, Switzerland and the UN agencies) provided macroeconomic budget support to the government to counteract the negative impacts of SAPs on the social sectors. It was external support in the early 1990s that supported the government's recurrent costs for education and health.

Information from the Ministry of Economy and Finance indicates that in the first half of the decade external budget support to Burkina Faso accounted for between 8% and 56% of all external support to the country (see Figure 9).

²⁴ For example, Belgium and Norway both provided support to basic education through the World Bank project, *Education IV*.

²⁵ Belgium provided budget support only once – 5 million euros in 2002.

Figure 9: Expenditures of External Support, by Type (1991 to 1995)



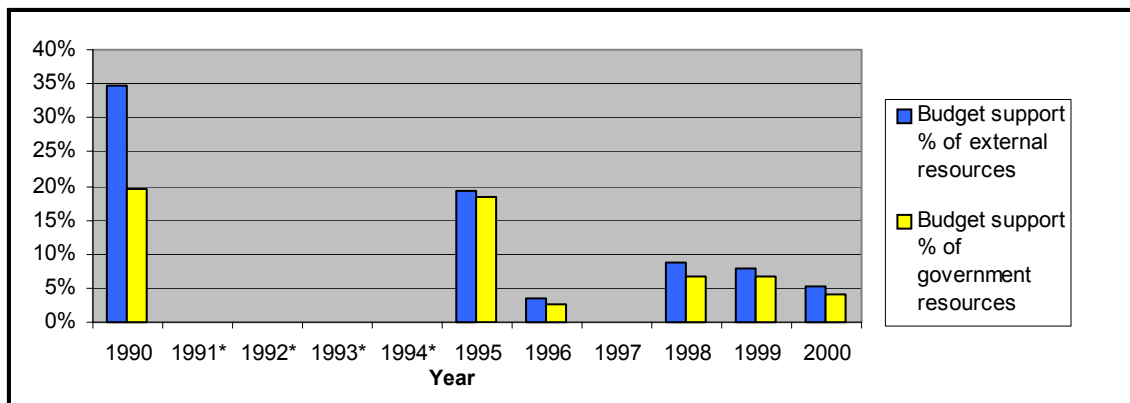
Source: Ministry of Economy and Finance (1999)

* Includes technical assistance within investment projects

** Planned expenditures

The World Bank (2000c) report “*Coûts Financement et Fonctionnement du Système Éducatif du Burkina Faso: Contraintes et Espaces pour la Politique Educative*” – provides information from 1990, albeit with considerable missing data in the early part of the decade (see Figure 10). This information shows that the level of budget support at the beginning of the decade was high (35%) and that it dropped off considerably towards the latter half of the decade to levels of less than 10% and that, over the same time period, it represented a similarly decreasing percent of government resources.

Figure 10: Budget Support as a Percentage of Total External Support to Burkina Faso and as a Percentage of Government Resources (1990 to 2000)



Source: World Bank (2000c)

*Data missing

This indication of a drop in budget support is consistent with information in Samoff (2001). In his review of support to basic education, he notes that overall budget support to the Government of Burkina Faso dropped dramatically from US\$175 million in 1994 to US\$88 million in 1996, but that, even at the lower level, it constituted 20% of all external support to the country.

The EU is one of the major providers of budget support. Between 1991 and 1998, 60% of the EU budget support was targeted to the social sectors, with support to education accounting for about 10% of the total budget for education. Within basic education, the EU funds were targeted to specific activities of the MEBA, including personnel costs, material and equipment, training, construction, school feeding programmes and literacy (Gosparini et al., 2001).

3.2.2 Nature of Support to Basic Education

Although it is difficult to get a clear picture of the *volume* of external support, a clearer picture of the *nature* of external support emerged from the interviews.

3.2.2.1 Modalities of External Support

Annex 1 provides a summary, by agency, of the types of support (and the volumes of support when this is known). This was based initially on project lists from the Directorate of Research and Planning (DEP). This information was supplemented with the information from the Ministry of Economy and Finance on the PIP, interviews in the field, financial reviews and other documents and, when available, the information from the survey sent to all external agencies.

Ilboudo et al. (2001) note the high number of stakeholders in the basic education sector in Burkina Faso. This is mostly consistent with the profile developed for this study. The profile suggests that the following multilateral and bilateral organizations have provided support to basic education over the decade:

- Agencies providing support for basic education in the early 1990s included France, the World Bank, UNICEF, the Netherlands, Canada, Denmark, European Union, WFP, Cathwell, Islamic Development Bank, Switzerland and OPEC;
- All of these agencies continue to support basic education to the current time, with the exception of Denmark and OPEC, which appeared to have stopped providing support in mid-decade; and
- New agencies – Japan, China, Belgium and UNFPA – began their support in the second half of the decade.

Although some interview respondents believe that there has been an increase in the level of interest in basic education among external agencies, this analysis of the number of agencies supporting basic education does not show a major shift from the early 1990s. Four new agencies began providing support in the mid-decade but, at the same time, a couple of agencies dropped their support for basic education.

Agencies provided support in the different forms. Table 4 below shows the modalities for external support, by agency, over the period of 1990 to the present. This information is based on the multiple sources of information used to develop the profile of external agency support in Annex 1.

Table 4: Modalities of External Support 1990 to 2002

Support Modality	External Agency/Country
Project Support	Belgium, Canada, China, France, Japan, Netherlands, Norway, African Development Bank, EU, International Development Bank, OPEC, UNDP, UNFPA, UNICEF, WFP
Project Support and Support to NGOs	Canada, Belgium, France, Netherlands, UNICEF
Only Support for NGOs	Switzerland, Denmark, United States
Other Forms of Support and Technical Assistance	France, Japan, EU, UNESCO
Macroeconomic Budget Support	Denmark, France, Sweden, Switzerland, Netherlands, African Development Bank, EU, World Bank, Belgium, UN agencies

Most bilateral external agencies engaged in more than one type of support, whereas the international financial institutions only provided loans for project funding. However, the analysis suggests that the project approach was the predominant form of external support throughout the decade. This is consistent with the impressions of representatives of both government and the external agencies. They identified a number of ways in which these projects emerged:

- In some cases, external agencies initiated projects, based on their priorities and areas of intervention – both in terms of the components of basic education to which they gave priority and to the geographic zone of their interventions;
- In some cases, the MEBA identified, based on its priorities, projects that it submitted to external agencies for funding. The agencies might have made amendments to the project design to ensure consistency with their own priorities; and
- In some cases, projects have been submitted directly to external agencies by either NGOs or other external agencies (such as the UN agencies).

Nonetheless, when the projects emerged, they were, for the most part, put into operation by separate project implementation units that may or may not have been housed in the MEBA. They were realized using the agencies' procedures (for design, implementation, contracting, monitoring and evaluation, etc.) rather than those of the MEBA, and the units were often staffed with expatriates.

3.2.2.2 External Financial Support for Formal and Non-formal Education

Information from the external agency questionnaires (see Table 5) indicates that the majority of the external financial support has gone to formal education.

Table 5: Split of External Financial Support Between Formal and Non-formal Education for Agencies Responding to the Agency Questionnaire (1990/1991 to 2001/2002)

External agency*	Percent for formal education	Percent for non-formal education
Canada	Over a 12-year period (1990 to 2002), in all but four years, 60% or more was spent on formal education	Over a 12-year period (1990 to 2002), in only one year, was more than 60% spent on non-formal education
Denmark	100% in every year between 1991/1992 and 1995/1996 on formal education.	
EU	100% and 98% in 1999/2000 and 2000/2001**	
Japan	100% of expenditures in every year between 1995/1996 and 2001/2002 on formal education	
Netherlands	Between 77% and 90% of expenditures between 1997/1998 and 2001/2002 on formal education***	Between 10% and 23% of expenditures between 1997/1998 and 2001/2002 on formal education***
WFP		100% for non-formal education between 1992/1993 and 2001/2002
World Bank	100% for formal education in each of the four years in which expenditures were reported – 1990/1991, 1991/1992, 1995/1996 and 2001/2002.	

* Includes only those external agencies that responded to the case study questionnaire.

** Data missing for the years prior to 1997/1998.

*** Data missing for 2001/2002.

The World Bank is the agency that has provided the most external financial resources for basic education in Burkina Faso over the past decade. Yet, it has provided no support for non-formal education – a fact that was highlighted in the most recent evaluation of the Country Assistance Strategy. The report noted that the exclusion of literacy from World Bank funding since the mid-1980s was “... part of the effort to focus macroeconomic and political attention on primary education” (World Bank, 2000a, p. 10). With the integration of non-formal education activities in the PDDEB, Bank funding will begin to flow to non-formal education.

With the exception of the WFP, the majority of the external agency support identified in the external agency questionnaire was directed to formal education. On the other hand, Switzerland is known to direct all of its external support to non-formal education through the NGO sector.

3.2.2.3 The Use of Conditionalities

External agencies place conditionalities on external support that shape the nature of the policy or programme environment for basic education or the basic education system itself. This includes, for example, conditions requiring links between basic education system reforms and public sector reform or poverty reduction initiatives, as well as conditions stipulating that external resources be earmarked for specific aspects of basic education.

Overall, in Burkina Faso, the government has been generally receptive to external agency conditionalities. As a former minister in the Burkina Faso government is reported to have said “When one is poor, one has to be nice.” External agencies have used conditions on support to influence the policy framework for basic education and the government has been willing to comply. Examples of external influence include:

- Encouraging community participation – The expectation that communities would contribute to the costs of school construction was key to the World Bank’s *Education IV* project. However, this condition initially limited the implementation of the project and the condition had to be changed as a result of the mid-term review (World Bank, 1999a);
- Addressing the high cost of teacher salaries – The World Bank’s current understanding is that the only way for Burkina Faso to achieve the EFA goals is for the government to reduce overall expenditures on teacher salaries. The 2002 evaluation of the Country Assistance Strategy notes that the only gap in the Bank’s education strategy in Burkina Faso prior to 1993 was “... its failure to point out the constraint to higher enrolment rates created by the high teacher salaries” (World Bank, 2000a, p. 10). Reducing the cost of teacher salaries is a key component of the current 10-year plan for basic education;
- Strengthening the move towards decentralization – The PDDEB includes the expectation that initiatives will be taken, consistent with the administrative reforms in the country, to decentralize governance in the basic education system. The World Bank project for funding the PDDEB reinforces this by requiring that infrastructures and procedures be established at regional and provincial levels;
- Shaping the relationship between external agencies and the government – The external agencies partnership agreement with the external agencies and the World Bank’s project for funding for PDDEB require both the government and the agencies to accelerate the move towards the adoption of common reporting procedures; and
- Promoting the linkages between development initiatives, such as basic education and poverty reduction – To be eligible for the FTI, Burkina Faso had to have both an education sector programme and an approved PRSP.

Although not usually considered to be “conditionalities” as such, external agencies have also imposed conditions on the government that govern the management of external support, but also influence the policy environment. In the PDDEB, these conditions relate notably to the types of activities for which the funds can be used and the way in which the funds are to be disbursed (e.g., the development of implementation procedures and procurement plans, the use of external agency country expertise, the provision of national counterparts, and the commitment of internal resources). It also relates to the way in which the funds are accounted for and the results are measured (including establishment of financial management systems and reporting mechanisms, financial audit requirements, activity and results monitoring and evaluation requirements).

Conditionalities are also reflected in the joint monitoring of the PDDEB implementation carried out by the government, external agencies and other stakeholders (NGOs, parent associations, etc.). Twice yearly, these organizations conduct a review of all PDDEB components. The review report highlights, for each component of the plan, the commitments of the external agencies, but also includes statements about the expectations of the MEBA. It notes what the government “should” do to respect the commitments made in the PDDEB and identifies deadlines by which

these commitments are to be fulfilled (*Aide-mémoire – Programme décennal de l'éducation de base (PDDEB). Mission conjointe gouvernement/partenaires techniques et financiers (05-12 mars 2003)*, 2003). Although these are agreed-upon statements of what needs to be done to implement the PDDEB and are not directly tied to the release of funds, they also represent clear statements of the expectations of the external agencies about conditions that need to be fulfilled.

Some external agencies continue to impose strict conditions on their support. For example, Japanese external support has traditionally been, and continues to be, tied to the use of some, if not all, Japanese expertise (in both its technical assistance and the implementation of its financial support, through the use of Japanese firms – commonly known as “tied aid”) and also the use of Japanese designs for school constructions. There are also strict conditions with respect to completion dates.

Other agencies have begun to change the nature of conditionalities. As discussed above, under the leadership of the EU, external agencies providing budget support have recently shifted the conditions of the provision of that support to focus on the results achieved with respect to social sector indicators rather than on specific activities undertaken.

3.2.3 Technical Assistance

Technical assistance has been provided by key external agencies throughout the decade – including UNESCO, France, EU, the Netherlands, Belgium, Japan and the UN agencies. Information from the Ministry of Economy and Finance (see Figure 10 in Section 3.2.1.2) indicates that in the first half of the decade technical assistance accounted for between 3% and 44% (on average, 23%) of all external support (not just for basic education) to the country. Even during the period of strong budget support in the latter half of the decade, the provision of technical assistance was always the second priority of the external agencies – accounting for 14% of all UN external support between 1996 and 1998 (UNDP, 2001b).

UNESCO was key in the process of policy dialogue with the government and other external agencies in the mid-decade. Although it does not have large funds available to support basic education activities, UNESCO has provided funds to support studies, such as the sectoral analysis of the basic education system in 1993, and to support and participate in study tours in 1993 and 1994 to other countries (Tapsoba et al., 2000). However, since the late 1990s, UNESCO has become less influential in the policy dialogue in Burkina. In 2001, as a result of the restructuring of UNESCO country offices and the creation of sub-regional offices, the office in Ouagadougou was closed. UNESCO projects in Burkina Faso are now managed through the Mali office.²⁶

In their responses to the questionnaire and in other notes to the team, four agencies – the EU, the Netherlands, Japan and France – confirmed that they have provided technical assistance for basic education over the past decade.

France has long provided extensive technical assistance to basic education. Since 1996, there have been about twelve French technical experts working with various national directorates within the MEBA. The approach of the French to technical assistance has changed since 1990 from one of “substitution” (doing things *for* the national government, albeit at the request of the

²⁶ As a result, the case study team was not able to interview current or recent UNESCO staff responsible for programming in basic education in Burkina Faso. In part this explains the extent to which the role of UNESCO, both currently and in the past, is reflected in this report.

government) to one of developing national capacity through the joint implementation of activities. French technical assistance over the decade has contributed to, among other things:

- Planning for the basic education system – including developing a methodology for school mapping, establishing a reliable management information system and, in a significant way, contributing to the development of the current 10-year plan;
- Teacher education – including support for documentation and harmonization of practices in teacher education colleges and distance education for school principals; and
- Non-formal education – through the establishment of a resource and information exchange centre for the former national literacy institute, the development of teaching materials for adults, and co-sponsorship of a national forum on literacy programming.

Other technical assistance provided by other external agencies has been as follows:

- The World Bank supported the development and use of computer simulation models that served as the catalyst for a reorientation of the primary education system (World Bank, 2000a);
- Japan has provided support for the inclusion of environmental education into curricula and, more recently, support for school mapping;
- Canada has provided technical assistance through its project support;
- Switzerland, UNESCO and UNICEF provided technical assistance for the forum that led to the development of the new literacy fund; and
- Various external agencies have provided support for in-service training and, particularly, for the development of in-service training networks for teachers.²⁷

It is expected that PDDEB will provide the framework for the coordination of technical assistance from various external agencies.

3.2.4 Non-governmental Organizations

In 1989, a workshop on basic education held in Koudougou brought together all the stakeholders in basic education. At that workshop, the NGO sector was encouraged to include components of basic education in their activities. Most stakeholders perceive that there has been a significant increase in the engagement of NGOs in basic education over the past decade. NGOs have contributed to all components of basic education, including increasing the supply of, and facilitating demand for, primary school and improving the quality of basic education (Mbiye, 2002). NGOs such as the Cathwell and PLAN International have provided considerable assistance for the development and maintenance of primary schooling.

However, the most significant role of the NGO sector has been in the expansion of literacy programmes. Whereas the capacity of the government is weak in this area, there are many strong, active NGOs, particularly in rural areas. NGOs vary from the large funding agencies which may or may not implement their own projects (e.g., PLAN International, Cathwell, Oxfam International) to local NGOs that are, for the most part, funded by external agencies and implement projects with this funding (e.g., *Fond pour le développement communautaire, Tin Tua*). A survey conducted by the *Bureau de coordination des ONG* (BSONG) in 1996 indicated that there were 296 NGOs officially registered in Burkina Faso, of which nearly two-thirds (199)

²⁷ In addition, Germany has provided technical assistance not specifically for basic education, but for cross-cutting issues, such as HIV/AIDS.

were international NGOs and the remaining one-third was national NGOs. Nearly a third (84) of all the NGOs intervened in the education sector (Mbiye, 2002).

In 2001, the BSONG estimated that approximately one-quarter of all NGO funding (23 billion F CFA) is invested in the education sector each year. The report notes the significance of the 6 billion F CFA invested by NGOs in relation to the approximately 9 billion F CFA managed by the MEBA for the sector (Mbiye, 2002).²⁸

Three NGOs responded to the case study team’s survey of external agencies. They contribute between 28 million F CFA and 1.087 billion F CFA each year to basic education (see Table 6). A rough calculation, based on the BSONG estimate, suggests that Cathwell’s contribution of over 1 billion F CFA a year accounts for a significant portion of the total NGO expenditures on basic education. Cathwell’s sponsorship of school canteens has been key to the expansion of primary schooling.

Table 6: Selected NGO Contributions to Basic Education (1990/1991 to 2001/2002)

NGO	Volume of External Support (1990/2001 to 2001/2002) (in millions of F CFA)	
	Total	Average/year
Christian Children’s Fund of Canada	323.4 F CFA	107.8 F CFA
Cathwell	6,524.5 F CFA	1,087.4 F CFA
Fondation pour le développement et la solidarité (FONADES)	228.7 F CFA	28.6 F CFA

There are other key NGOs involved in basic education – *Tin Tua* and *Oeuvre Suisse d’Entraide Ouvrière*.

Tin Tua, which was created as a small support vehicle for literacy promotion in the province of Gourma, has evolved into the representative organism of a quasi-federation of village committees in the province, which solicit external support for a range of rural development projects. Currently *Tin Tua* has 25 permanent staff working in four areas: basic education, food security and poverty reduction, decentralization and institutional development, administration and accounting. To this are added many village-based trainers during literacy campaigns. Given its expertise and experience in developing sustainable, good quality literacy programmes, *Tin Tua* is now considered as a veritable national partner by UNICEF and other external agencies in promoting and developing local language instruction programmes. *Tin Tua* currently has a four-year, 5 million euro plan which is financed by a group of external agencies notably Switzerland, the Netherlands, Novib (Oxfam Netherlands), Oxfam International and Diakonia (a Danish-funded NGO).

The *Oeuvre Suisse d’Entraide Ouvrière* (OSEO), which has been active in Burkina Faso since 1974 with Swiss funding, began with the delivery of vocational training programmes and the production of literacy programme materials. Since 1990 it has been involved in education (primarily basic education). Following the *Etats Généraux sur l’Education* in 1994, in an attempt to address the fundamental problems of the relevance of primary schooling, OSEO developed a bilingual primary school programme (*Programme ALPHA*). The programme, which is different from that developed by *Tin Tua*, offers initial teaching in local languages and then the passage to

²⁸ Note that some of this support comes from bilateral external agencies that provide support through international and national NGOs.

French as the language of instruction. It is a five-year programme that has been introduced in many Catholic schools in Burkina. There are now about 70 bilingual schools offering the *Programme ALPHA* and there are plans to expand this number by about 20 to 25 schools a year under the PDDEB.

Other NGOs, in different regions of the country, function along similar lines, mobilizing local populations around various non-formal educational activities, yet relying heavily on foreign funding and occasional foreign technical assistance. In fact, some countries (such as Switzerland) have chosen to work exclusively with NGOs because they are concerned about the capacity of the MEBA to deliver basic education activities. They have chosen to channel their support through NGOs rather than through the government (Vellutini, Le Goff, Burban, 2001).

3.3 Results

This section, on results, addresses the following questions:

- What have been the results and consequences of external support to basic education in Burkina Faso and how have they influenced evolving practices in external support?
- What have been the limitations to external support and why has the support resulted in limited change in basic education results in Burkina Faso?

The current status of external support has been largely influenced by the perceptions of both the government and the external agencies about the results – both successes and limitations – of external support over the first half of the decade. All stakeholders noted a number of difficulties with the project approach, which was the predominant form of external support in the early 1990s. It is their perception – a perception that is supported in many documents – that the project approach has not adequately contributed to achieving the goals of improved access to, and quality of, basic education. The weaknesses of the project approach are also noted in several evaluations of basic education projects. The limitations of the project approach include:

- The tendency of the external agencies to work independently and develop projects with different objectives for different target groups, in different sectors of the country. This situation of different funding modalities and different administrative procedures engendered a fragmented approach to the development of basic education and a lack of coordination among external agencies in the field. These constraints are also noted in the PACEB evaluation (Boisvert et al., 2000), the review of studies in the basic education sector (Ilboudo et al., 2001), and a review of NGO interventions under PDDEB (Coulibaly, 2000);
- The tendency of the external agencies to identify projects with limited involvement of the government or other national stakeholders – particularly in decision-making roles – has led to a lack of commitment on the part of the national stakeholders to project objectives and activities. The evaluation of the French project – *Projet d'Appui à l'Education de Base* (PAEB) – notes the difficulties that arise when a project is designed not only by the external agency but also at the headquarters of that agency (de la Gorgendière et al., 2000);
- The lack of continuity and follow-up to projects on the part of both the external agencies (as they moved on to new projects and without exit strategies for existing projects) and the government (because of lack of resources for, and ownership of, the activities) has

undermined the sustainability of many project activities and exacerbated the inefficiencies of the project approach to the development of basic education. Related to the issue of lack of continuity is the observation that little use is made of project evaluations – so the PTF are not always aware of strengths and weaknesses of other projects, or the lessons that can be learned from these. A review of studies carried out in the education sector noted that Ministry staff have little time to focus on research or analytical activities because they are so busy with administrative matters. The studies that do exist tend to be more descriptive than analytical. In addition, the government resource centres are not well supplied with documents and access to the information that does exist is difficult (Ilboudo et al., 2001);

- The establishment of separate project implementation units and weaknesses in the technical assistance provided has not contributed to long-term capacity development of national resources. The evaluations of recent basic education projects all identify concerns in this area. The EU, for example, has traditionally provided technical assistance to the MEBA but the evaluation of its activities suggests that, in spite of the experts' efforts, their ability to transfer knowledge has been very limited. The evaluation also notes the limitations of a separate project execution unit and the lack of integration with the unit responsible for planning PDDEB (Gosparini et al., 2001). The evaluation of the French PAEB project notes also the importance of involving national experts (de la Gorgendière et al., 2000). The PACEB evaluation also noted the lack of adequate transfer of capacity to nationals involved in the project and an overall lack of project attention to institutional capacity building that might enhance the prospects of project sustainability (Boisvert et al., 2000);
- Activities specifically designed to address capacity building in the Ministry have had limited success because they have failed to take into account the important impact of the organizational culture. This issue of the impact of the organizational culture of the MEBA is raised in the PAEB evaluation. The evaluators note that even if Ministry staff working on the project are trained and motivated, their influence is limited if, as a result of their position within the Ministry, they are unable to act as catalysts for change (de la Gorgendière et al., 2000). The PACEB evaluation also notes the importance of ensuring the overall organizational and functional coherence of the MEBA if capacity is to be developed (Boisvert et al., 2000); and
- The multiplicity of funding modalities and administrative procedures has led to fragmentation of the MEBA and its staff. Much of individual staff members' time is spent in responding to new projects, different sets of procedures and other external agency demands. This represents wasteful demands on ministry staff – many meetings for the same activities and many discrete reports to read – and likely results in higher transaction costs for both the government and the external agencies.

External agencies and government believe that the shift to a programme approach will help to alleviate problems identified with the project approach. Programme support is seen as a way to enhance the strategic, efficient, and equitable use of public resources, regardless of the source. It can be expected to allow for the more effective incorporation of cross-cutting issues of capacity building, gender and decentralization (World Bank, 2001c). For this reason, the external agencies, largely influenced by trends in the international community towards programme or SWAp, strongly encouraged the government to develop a long-term plan that could form the framework for different funding modalities.

The external agencies also recognized the limitation of the former conditionalities for targeted budget support. The new conditionalities for budget support, developed under the leadership of the EU, have allowed for a shift from targeted budget support, for which funds were disbursed according to specific line items and activities, to results-oriented budget support. This leaves the government with the flexibility to use the resources as required and in line with the pace of activities in the sectors that affect the overall indicators.

4.0 Externally Supported Basic Education

This chapter examines the policies, practices and results of basic education in Burkina Faso during the last decade, notably those areas of education that have been either directly or indirectly affected by the policies and practices of external agencies.

4.1 Intents, Policies and Strategies

This section addresses the following questions:

- Within the policy framework for basic education in Burkina Faso, to what extent and in what ways has external support been integrated?
- To what extent has basic education reform in Burkina Faso been influenced by funding agencies and their external support?
- What has been the level of government commitment to the basic education, EFA goals and specific priorities?
- Has external support influenced the level of commitment and the national definition of basic education over the years?

Primary education has been a priority in Burkina Faso since 1984. In 1988, a separate ministry for basic education was created with the view to developing both primary schooling and literacy programmes for adults. Then, in 1989, the ministry responsible for basic education hosted a seminar in Koudougou to which all key stakeholders, including other ministries, the PTF and representatives of the non-government sector were invited. Participants at this seminar reviewed all activities in basic education across all ministries, defined the concept of basic education and proposed the major themes for a policy and action plan on basic education (Tapsoba et al., 2000). So, before the international conference at Jomtien, the government of Burkina Faso had begun the process of reflection on the actions required to expand access to, and improve the quality of, basic education.

In spite of the fact that education in Burkina Faso has long been a priority public expenditure, as one of the poorest countries in the world, Burkina has been severely limited in its capacity to expand and improve its overall educational system. Thus, despite the fact that since the mid-1970s the largest proportion of public sector spending has been regularly directed towards the formal school system, reaching a high of 26% in 1984 (Ouédraogo, 1993, p. 8), by 1990 only 37% of Burkina Faso's estimated 1.8 million children aged 7 to 12 years were able to attend primary school, substantially lower than the average gross enrolment rate of 68% for sub-Saharan Africa as a whole (UNESCO, 1993a). Primary school enrolment rates varied within Burkina Faso as well, ranging from 82% in the national capital region to 8% in the Sahel region of the north, and with 46% of eligible boys and only 29% of eligible girls enrolled nation-wide (MEBAM, 1991; UNESCO, 1993b). Although gross primary school enrolment had risen steadily in the 1980s, the prospects of boosting enrolment ratios through increased government spending were regarded as slim. In fact, at the end of the 1980s, with the government in the throes of a comprehensive structural adjustment programme, economic constraints and competing claims from other public sectors had led to a decline in the proportion of government spending on education by the early 1990s. Devaluation of the F CFA had likewise further limited government capacity to finance educational expansion.

At the beginning of the 1990s, therefore, the inability of the government of Burkina Faso to extend much beyond its existing level of support for education had led to grave concerns about the qualitative shortcomings of education, especially at the primary level. The most commonly cited of these were: shortages of fully-trained primary school teachers, less than 20% of whom possessed the country's advanced teacher's certificate (Ouédraogo, 1993, p. 124); inadequate supplies of books and learning materials (Maïga et al., 1988); insufficient pedagogical supervision and support (Diallo et al., 1990); and rising levels of repetition and early leaver rates (Ogbu and Gallagher, 1991).

In response to these financial constraints and qualitative deficiencies, the government of Burkina Faso, in conjunction with a consortium of multilateral and bilateral external agencies – principally the World Bank, France, the EU, Norway, and Canada – initiated a nation-wide programme that aimed to redress what were perceived as the root causes of Burkina's primary school crisis: weak planning and management, inefficient use of resources, limited community participation, and constraints on the development of private initiatives (World Bank, 1991). Henceforth policies and programmes were to be oriented not only to a continued expansion of the primary school system, but to a strengthening of institutional capacity and the promotion of greater private sector and community responsibility to support and manage primary schooling. These overall policy objectives were in line with the Jomtien declaration that basic education must 'be seen . . . as the responsibility of the entire society . . . [with] multisectoral strategies and action [involving] many partners' (World Conference on Basic Education for All, 1990, p. 4).

During the latter half of the 1990s, the government promulgated several policy pronouncements that officially encapsulated the overall direction of basic education in the country and its significance as a cornerstone of sustainable development and poverty reduction. The most notable of these policy documents have been:

- *La Lettre d'Intention de Politique de Développement Humain Durable* (1995);
- *La Loi d'Orientation de l'Éducation* (1996);
- *Le Plan Décennal de Développement de l'Éducation de base* (PDDEB) (1999); and
- *Le Cadre Stratégique de Lutte Contre la Pauvreté* (CSLP) (2000).

While incorporating the ideal of basic education as an investment in socio-economic development, these policy statements reflect an overall social policy framework that is very much shaped by the country's macroeconomic situation, one that is weak and highly dependent on foreign support. Consequently they also reflect the strong influence of the multilateral and bilateral agencies that have collectively become a significant presence in Burkina Faso. As such, in the wake of structural adjustment policies imposed by foreign lending institutions in the late 1980s and early 1990s, the government has increased the proportion of its overall education budget on basic education, which is now generally regarded as comprising three components: pre-schooling for children aged three to six years; primary schooling for children aged seven to 12 years; and non-formal literacy training for adolescents and adults. The body that is officially responsible for administering the latter two components is the *Ministère de l'Enseignement de Base et de l'Alphabétisation* (MEBA). Most of the ministry's budget, however, is directed to primary schooling, which is deemed to be more cost-effective than secondary and tertiary education. The first component, pre-schooling, is officially administered by the *Ministère de l'Action Sociale et de la Solidarité Nationale* (MASSN), but pre-schooling remains very much a peripheral set of activities.

In summary, the main policy thrusts of basic education in Burkina Faso since 1990, as stipulated in the government's aforementioned policy pronouncements, have consisted of the following:

- An increase in the availability of primary schools, particularly for regions of the country where enrolments have been persistently low;
- An increase in the availability of literacy training centres so as to augment levels of literacy and numeracy in local languages, both for instrumental (functional) reasons and for purposes of strengthening cultural identity;
- Promotion of education for girls and women, by encouraging increased female enrolment in primary schools and in adult literacy centres;
- An increase in the number of primary school teachers through the construction and provisionment of new teacher education colleges;
- An improvement in the qualifications of teachers through technical assistance in pre-service training and in-service professional development;
- The introduction of educational innovations, particularly those oriented towards enhancing the cost-effectiveness of primary schooling and encouraging greater community involvement in school management;
- Decentralization of the administration of basic education through the expansion and staffing of provincial and regional education offices;
- Encouragement of private sector and denominational schooling, as a way to simultaneously expand civil society involvement and reduce the burden of public sector expenditures on education;
- Continued encouragement and support of parents' associations as the organizational vehicles for increased community engagement in school administration; and
- Encouragement of continuing NGO support for basic education, particularly in the realm of non-formal literacy training.

Towards the end of the decade, it was clear that despite government and external agency commitments to these policies, Burkina Faso still lagged far behind much of the rest of sub-Saharan Africa in the development of basic education. As a result, in light of concerns about the numbers of children who remained out of school, the deficiencies of educational quality, and continuing high levels of illiteracy, the government, in collaboration with the major external agencies, formulated the *Plan Décennal pour le Développement de l'Éducation de Base* (PDDEB). Promulgated as a policy document in 1997, it was approved by the national assembly in 1999 and officially launched as a full-fledged programme in September 2002.²⁹

In the lead up to PDDEB, funding (over one billion F CFA, provided by the Netherlands and Canada) was provided over a one-year period to support the MEBA in the development of the plan. This funding provided for capacity building in key ministry structures, the recruitment and training of new personnel and the purchase of equipment.

PDDEB is divided into three phases to be implemented over 10 years. It focuses on three priority issues – access, quality, and capacity building:

- Increasing access by reducing gender gaps, and geographic and socio-economic disparities through: new school construction, recruitment and training of new teachers, implementing specific activities to reduce disparities, and encouraging private sector involvement;

²⁹ The initial plan documents refer to a 10-year period from 2000 to 2009; however, as a result of delays in implementation, the Ministry now refers to the 10-year plan as running from 2001 to 2010.

- Enhancing the quality, relevance and efficiency of basic education by: improving pre- and in-service training, school inspection and guidance; increasing distribution and broader use of textbooks and teacher manuals; refurbishing old and dilapidated schools; and improving systems of monitoring and evaluation; and
- Developing institutional capacities for management, monitoring and evaluation at the central and decentralized levels through: departmental reorganization within the MEBA, an improvement in the ministry's knowledge base and research capacities, and ongoing training of the MEBA staff (MEBA, 1999).

At the time of the Plan's formulation, a fourth objective was delineated: promotion of literacy. However, rather than establishing it as a separate objective, it has since been integrated into the other three objectives and includes the following activities: setting up a competitive grants fund for literacy and non-formal education projects (FONAENF); developing staff capacities to design, plan coordinate and evaluate literacy programmes; and developing alternative learning approaches to reach out-of-school children and youth.

The 10-year plan also consists of a set of ambitious quantitative objectives that are tied to poverty reduction initiatives. In line with the overall goal of increasing the rates of school enrolment to 70% and adult literacy to 40% by 2009, these objectives include the following:

- Expansion of school canteens in rural areas to encourage increased access to basic education in poor areas;
- Free provision of school textbooks and supplies in poor areas; and
- Reduction of opportunity costs through the adoption of a flexible school calendar adapted to local needs and the exemption of parental fees to parents' associations (APE) for girls' enrolment in poor areas (MEBA, 1999).

As a strategic plan, the PDDEB signals a recognition on the part of both the government and the major external agencies that further advances in basic education will require closer collaboration and harmony among key institutional stakeholders. In terms of the general direction of basic educational development, however, the PDDEB represents continuity in Burkina Faso's struggle to reconcile the imperative of expanding access to education with the need to improve educational quality, all within the context of severe budgetary constraints. If there is a departure from previous policies, it lies essentially in the emphasis that is being placed on acceleration and improved coordination between the government and external agencies (Gosparini et al., 2001). In sum, however, the government's current strategies and policies for basic education, while strongly influenced by external agencies and constrained by difficult choices, have remained relatively consistent with those of the 1990s.

4.2 Practices

This section addresses questions related to the actual practices in externally supported basic education:

- At the operational level of basic education, to what extent and in what ways has external support been integrated?
- What have been the real priorities in external support for basic education?
- To what extent has external support contributed to addressing both the demand and supply side of basic education?

- Have changes in the intents, policies and strategies for externally supported basic education (if any) been matched by changes in practices?
- To what extent did external funding contribute to the development and evaluation of alternative approaches to basic education?
- To what extent were successful pilot projects expanded to full implementation?

Throughout the decade, external agencies have provided support to all components of basic education in Burkina Faso. Priority, however, has been devoted to the following areas:

- Formal primary education, with specific emphasis on expanding access to primary schools and on improving the quality of classroom instruction and learning. As such, funds have been allocated for substantial increases in infrastructure, material, and equipment, particularly in regions of the country where enrolments have been comparatively low, and to support for teacher education. In addition, in the last decade external agencies have consistently been promoting heightened levels of girls' enrolment throughout the country; and
- Indigenous language literacy training, mainly for adults. This support has been provided primarily to NGOs and, most recently, through the establishment of the national competitive grants fund (FONAENF) to be earmarked for new diverse literacy projects.

This section examines the details of the integration of external support to basic education in Burkina Faso. In doing so, it highlights the advances made, as well as the limitations, shortcomings, and contradictions of externally supported basic education in the country.

4.2.1 Pre-schooling

Despite early fervour for the development of pre-schooling, the expansion of public pre-schooling has proceeded at a snail's pace. While in 1989 there were 53 *garderies* (day-care centres) staffed by 159 pre-school teachers, which offered places for an estimated 4,000 children, by 1998 there were 80 *garderies* with a total of 234 pre-school teachers and just over 11,000 children. All of these are located in urban areas. Similarly, there are approximately 75 privately run *jardins d'enfants* (kindergartens), all situated in Ouagadougou and Bobo Dioulasso. These are managed as commercial enterprises and can only be afforded by affluent families. Both public and private pre-school institutions vary in terms of quality of content and expertise of teaching staff.

Out of an estimated 1.3 million children aged three to six years, less than 20,000 toddlers attend pre-school institutions (a gross enrolment rate of 1.5%) (*Rapport Annuel*, 1998). This contrasts with the average pre-school gross enrolment rate for sub-Saharan Africa as a whole, which was estimated at 10.6% in 1998 (UNESCO Institute for Statistics, 2001). In part, at least, low pre-school enrolment in Burkina Faso appears to have been due to a degree of confusion and rivalry between the MEBA and the Ministry of Social Action and National Solidarity (MASSN) concerning jurisdiction over pre-schooling. Overall, however, in a context of scarce resources for educational spending, there has been little willingness to allocate public and private funds to pre-schooling. In addition, there remains a general lack of conviction in Burkina Faso about the value of pre-school education. Many parents see little value in paying fees to have other adults supervise the play of their small children.

Since 1997, UNICEF, in conjunction with the WFP and Cathwell, has initiated a relatively small number of rural pre-schools. Commonly known as *bisongos* they have been introduced as a pilot

project in three provinces. In 2000 there were ten *bisongos* but the number has increased to 25 (in six poor provinces) in 2002. Although still in a preliminary stage, an espoused purpose of the newly established *bisongos* is to reduce the traditional child care responsibilities of older girls and thus allow them the time to attend school as well. Until recently the long-term viability of the *bisongos* has been uncertain since pre-school teachers are expected to be hired locally and receive remuneration from parents and/or their host communities, thus effectively privatizing the project. However, pre-school activities have been incorporated into the PDDEB and funds are being made available.

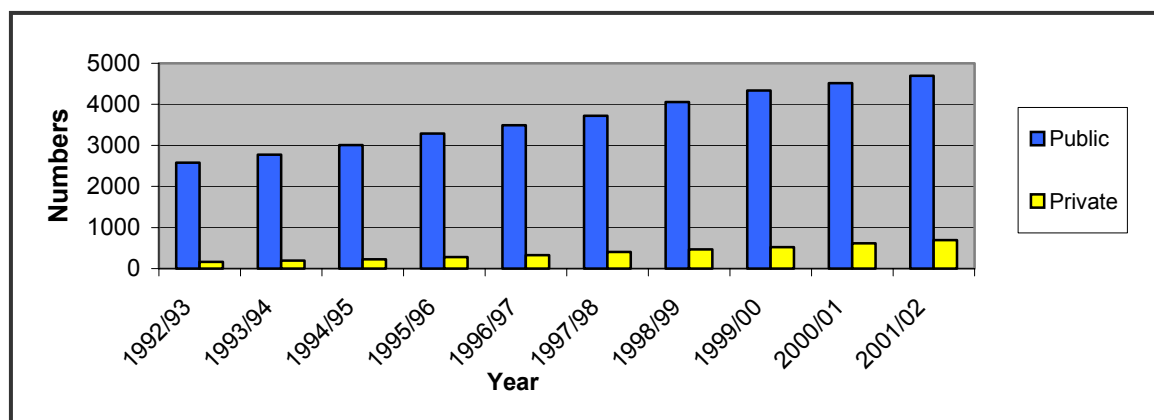
4.2.2 Primary Schooling

Throughout the entire post-Independence period, primary education in Burkina Faso has received the lion's share of public expenditures. Consistent with this trend, throughout the last decade all multilateral and bilateral agencies, except the Swiss, have allocated the largest proportion of their basic education assistance to the primary school sector. Several NGOs have also provided significant assistance to the development and maintenance of primary schooling. Since the government of Burkina has had to devote almost all its primary school budget to recurrent expenditures, most of which are teachers' salaries, external support has been directed mainly towards capital expenditures designed to expand the system and for short-term technical assistance aimed at improving the quality of the system. This section examines the developments of those aspects of the primary school system that have received prominent external support in the last decade.

4.2.2.1 Augmentation of Infrastructure and Materials

Since 1990 the construction of primary schools in Burkina Faso has been considerable. Of all public schools currently operating, 59.9% were built after 1990 (MEBA, 2002a). In 1992 there were 2,575 schools in the public system; by 2002 there were 4,697, a rise of 82% (Figure 11). This translated into an 89% increase in classroom space, from 8,756 to 16,619 classrooms (ibid.). Most such schools have been built in rural regions, in provinces where enrolment rates have traditionally been low, and all have been financed in whole or in part by numerous external agencies.

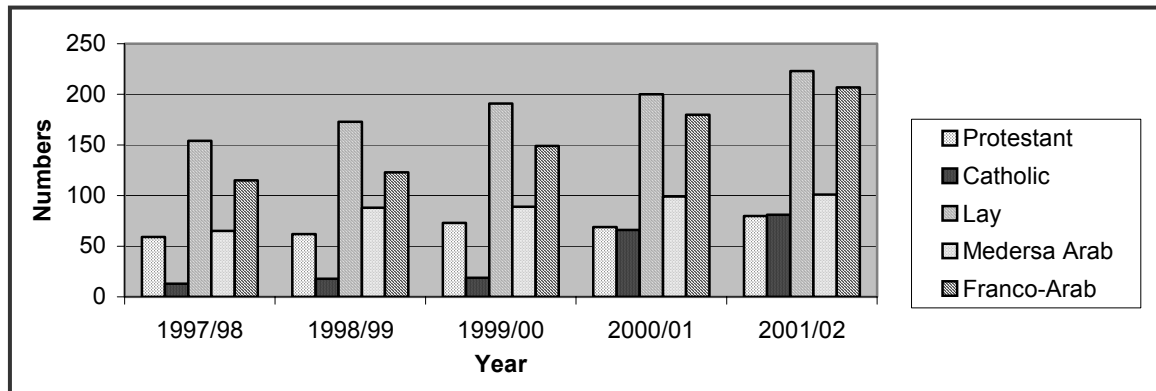
Figure 11: Evolution of Schools (Public and Private)



Source: Direction des Etudes et de la Planification, MEBA (2002)

Apart from the official public system, what is also notable has been the steady growth of private schooling over the last decade. Between 1992 and 2002, the private system experienced an increase of over 300%, from 166 schools to 692 schools. Indeed, 69.5% of all the private schools in Burkina Faso were constructed between 1990 and 2002. While still relatively small in terms of the overall number of schools in the country, an interesting feature of this growth has been the role of various religious and non-governmental cultural organizations in sponsoring private schooling. As shown in Figure 12, of all the private schools in Burkina Faso, only about one-third are lay schools that have been funded mainly through private means. Another third are Franco-Arab schools, many of which have received support from Saudi Arabia and other Middle-Eastern countries. Moreover, since 1997 the most significant growth has been in the number of Catholic schools that have increased by over 500%.³⁰ While local community involvement has doubtlessly contributed to the construction of schools that are affiliated with religious organizations, financial support has also emanated from external church sources.

Figure 12: Evolution of Private Schools, by Type

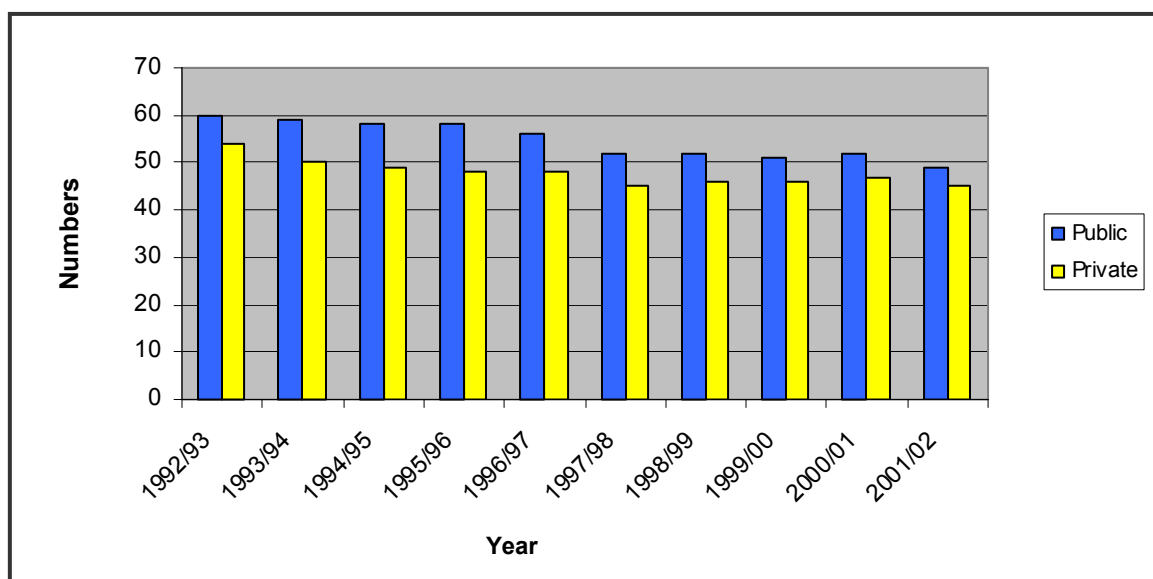


Source: Direction des Etudes et de la Planification, MEBA 2002

This fairly rapid expansion of schooling has coincided with a reduction in the average number of students in each class, as shown in Figure 13. The average number of students per class (in public and private schooling combined) has fallen from 59 in 1992 to 49 in 2002. In some regions, this appears to reflect a better match between the supply of schooling and heavy demand. In other regions, however, as will be discussed below, these figures reflect minimal or falling demand even as new schools are built.

³⁰ This growth in the Catholic school system comes after a period of about twenty years during which the importance of the Catholic school system has declined.

Figure 13: Average Number of Children per Class, by Type (1992/1993 – 2001/2002)



Source: Direction des Etudes et de la Planification, MEBA (2002)

Box 1: Private School System

Both the government of Burkina Faso and several external agencies (most notably the World Bank) have actively encouraged the expansion of private primary schooling. Yet the quality of private schooling in Burkina Faso appears to be decidedly mixed. According to officials of the Directorate of Private Schools within the MEBA, which is charged with licensing and regulating all private schools so that they conform with the structures, procedures, and curriculum of the public system, the highest pupil primary school test results regularly emanate from private schools. Three key factors appear to explain such positive outcomes: strong school leadership, high teacher morale and motivation, and active involvement of parents. Together these factors help to foster a sense of shared ownership (even pride) in the school and a shared commitment to ensuring children's scholarly success. Undoubtedly, underlying these factors are parental resources that ensure job security and satisfaction among teachers, and ample books and learning materials for staff and pupils. It is not surprising, therefore, that most such successful private schools are located in major urban centres that comparatively are more affluent than rural regions of the country.

In contrast, there are other private lay "schools" that do not heed ministry regulations and are therefore not officially accredited by the MEBA. This relates particularly to the phenomenon of "pirate schools." Generally, these are operated by individuals who have received secondary or higher education diplomas but who have been unable to find work. Unfortunately, the long-term status of such schools is uncertain, and unless they become accredited by the MEBA the children who are enrolled in them are not eligible to sit for official primary school certification (CM2) and secondary school entrance examinations. Despite these clandestine operations, rarely is the Directorate able to close them down, in part because it does not have the resources to conduct such crackdowns, and in part because closing "pirate schools" would simply thwart the prospects of educating numerous children, regardless of the quality of instruction.

Figure 14: Classical School in Banfora, Burkina Faso



Curiously, however, the rise of school infrastructure has not been matched by a corresponding increase in the production and distribution of school supplies and materials. Figures from the *Direction des Etudes et de la Planification* indicate that in the last five years the volume of primary school instruction manuals in the subjects of reading, arithmetic, history, geography, and general science that have been distributed free of charge to primary

school teachers has increased by 18% (MEBA, 2003). This does not include purchases of books from private vendors that teachers often make on their own. Similarly the volume of textbooks in the various subjects for all six grades of primary school has risen 21%. These figures clearly indicate that while substantial effort has been made to expand school infrastructure so as to facilitate children's increased access to school, less attention has been devoted to the production and free distribution of instructional and learning materials, thus necessitating private purchasing on the part of teachers and families.

4.2.2.2 Teachers and Teacher Education

Inevitably, with the expansion of school infrastructure, it has been necessary to increase greatly the numbers of teachers in the country. Between 1992 and 2002 the primary school teaching profession rose by 120%, from 9,409 to 20,676 teachers. This figure includes school principals who are effectively regarded as head teachers. Given the obvious concerns about the lack of pedagogical skills among these new teachers, five primary school teacher education colleges (ENEPs) were constructed during the 1990s with the support of key external agencies, notably the Netherlands, the Islamic Development Bank and the OPEC.

The ENEPs have offered a two-year pre-service teacher education programme. During the first year students have spent almost all their time on campus doing theoretically oriented course work, with short observational periods in schools. Their second year of training has been devoted entirely to school-based practice teaching, during which supervision was largely transferred to school directors.

While the ENEPs offer training for individuals who ultimately teach in both the public and private school systems, the burgeoning Catholic school system in Burkina Faso has also recently established its own teacher education college, thus augmenting both the legitimacy and the autonomy of accredited confessional schools.

Although many teachers are recruited without pre-service training, promotion and career advancement (which are dependent on a series of in-service examinations) are strong incentives for in-service professional development. During the last decade, various external agencies have consequently provided substantial technical assistance for in-service training (Maclure, 1994; Boisvert et al., 2000). In particular, efforts have been made over the years to support the creation and functioning of in-service teacher education networks – *Groupes d'animation pédagogique*

(GAP). As a recurrent expenditure, in-service professional development of teachers is a government responsibility, and as such has been managed by the regional (DREBA) and provincial (DPEBA) offices of the Ministry, mainly through the supervision of itinerant pedagogical supervisors working in conjunction with school principals and the GAPs. In addition, the Directorate of Pedagogical Research and Development (DRDP) in the MEBA is responsible for regularly scheduled in-service radio emissions and the publication and circulation of the professional newsletter, *ARC*. Unfortunately, in-service training has been weak in most provinces due to the inter-related problems of lack of resources and poor morale.

4.2.2.3 Promotion of Girls' Education

Promotion of girls' education has been strongly supported by external agencies, and a substantial proportion of direct assistance for this purpose has been channelled to the Directorate for the Promotion of Girls' Education (*Direction de la promotion de l'éducation des filles*) in the MEBA. During the last decade, a plan of action supported by various external agencies was implemented and comprised the following interventions across all regions of the country:

- Action research programme: This was undertaken as a way of identifying, in conjunction with community groups, reasons underlying girls' relatively low enrolment in schools, and possible conditions and means by which girls' education could be increased. The World Bank was particularly supportive of this programme;
- Community-based consciousness-raising and mobilization: Following upon, and overlapping with, the action research programme, a campaign was undertaken to encourage communities and parents to enroll girls in school. The campaign engaged many different civic groups – women's associations, religious organizations, literacy training centres, parent associations (APE) and student mothers' associations (AME). Likewise, various means of mobilization have been used – popular theatre, films, and discussion groups. CIDA and, more recently, UNICEF, have supported this activity;
- Training and sensitization of teachers: Through seminar groups (e.g., the GAPs, supported by CIDA) and the production of a girls' promotion manual (financed by UNESCO), efforts have been made to encourage teachers to promote girls' education and to increase their own gender awareness in order to reduce levels of girls' alienation in schools and classrooms;
- Special incentives programmes: Food provided via Cathwell-sponsored school canteens has been used as a way to attract girls to schools (e.g., *Opération de farine*, in which households received compensatory food assistance in return for sending their girls to school). Elsewhere, school books and materials have been provided free of charge for girls attending school; and
- Promotion of the status of women: Further positive influences on girls' enrolment in education are assumed to derive from contributions to the multi-sectoral campaign to eradicate the practice of female excisions and to campaign against the discrimination of women in general.

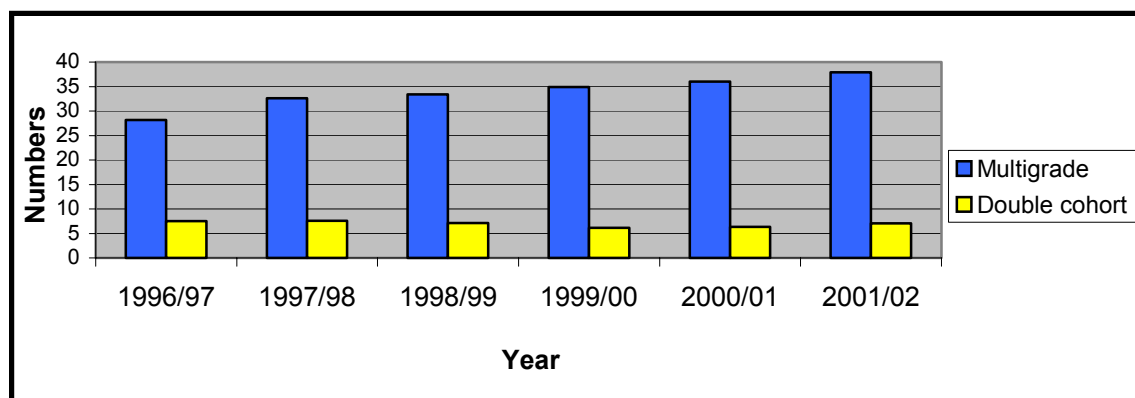
4.2.2.4 Primary School Reforms

The vast majority of primary schools in Burkina Faso are regarded as “classical schools” (*écoles classiques*). These essentially constitute the main body of the “traditional” primary school system that has retained more or less the same structure since the 1960s and offers a conventional subject-based curriculum (e.g., history, geography, mathematics, literature) in the French language. For years, however, the quality and relevance of classical schools have been sources of concern and debate. Consequently, there have been many efforts to introduce reforms to primary schooling in Burkina Faso. In general, the government of Burkina and the external agency community have regarded school reform largely from three main perspectives: as a means to reduce inefficiency and “wastage,” as a way to improve relevance and quality, and as a way to enhance community “ownership” of schools. Although numerous innovations over the years have been attempted, three reform efforts in the primary school system, all strongly supported by various external agencies, have been notable: multi-grade teaching in rural communities, the introduction of double cohort classes in mainly urban areas, and community “satellite” schools.

Multi-grade Teaching

During the 1980s and into the 1990s, many schools in rural Burkina Faso were deliberately constructed with three classrooms only, instead of six classes, one for each grade level. In part, this was intended as a way to minimize per pupil expenditures, with only three teachers rather than six on the payroll, and in part it was a cautionary measure in light of inconsistencies and uncertainties of demand for schooling in some regions. In order to broaden children’s access to school by ensuring that each year students could be recruited, multigrade teaching was introduced in the early 1990s at the behest primarily of the World Bank. Effectively this has meant that teachers in multigrade schools are responsible for two grades of children in each classroom. As external agency-financed construction of rural three-room schools has occurred at a steady pace over the last decade, the necessity of integrating multigrade teaching into the school system has likewise expanded. As shown in Figure 15, the proportion of multigrade schools relative to all public schools in the country has increased from 28% to 38% in the last five years. While representative of improved internal efficiency, it has created a distinction between teachers who are responsible for students in one grade level and those in multigrade teaching situations who are required to teach simultaneously two cohorts of students at different grade levels and thus ostensibly have increased responsibilities.

Figure 15: Evolution of Multigrade and Double Cohort Schools



Source: Direction des Etudes et de la Planification, MEBA (2002)

Double-cohort Classes

In urban areas, where demand for schooling has often outweighed the supply of primary schools, an alternative reform was introduced in the 1990s – the double-cohort classroom. In this modality, as a way of reducing crowded classrooms, classes are divided into two groups, with one group generally attending class in the mornings, and the second group attending in the afternoons. In these circumstances, teachers are required to teach the same material to two successive groups of children who are in the same grade. Since most external agency-funded school expansion has occurred in rural regions, many over-crowded urban schools have been compelled to adopt a double-cohort policy.

Although the proportion of double-cohort schools, in relation to the primary school system as a whole, has not expanded, as have multigrade schools (see Figure 15), there has been an actual increase from 288 double-cohort schools in 1996 to 379 such schools in 2002. In order to ensure that students in double-cohort schools would not be short-changed in terms of instructional time, in principle those children who were not in the classroom with their teachers were originally expected to continue their schoolwork in peer groups under shelters adjoining the schools. However, it is now generally acknowledged that most such shelters have not been erected. Consequently, children who are not in classes generally wander away.

Satellite Schools

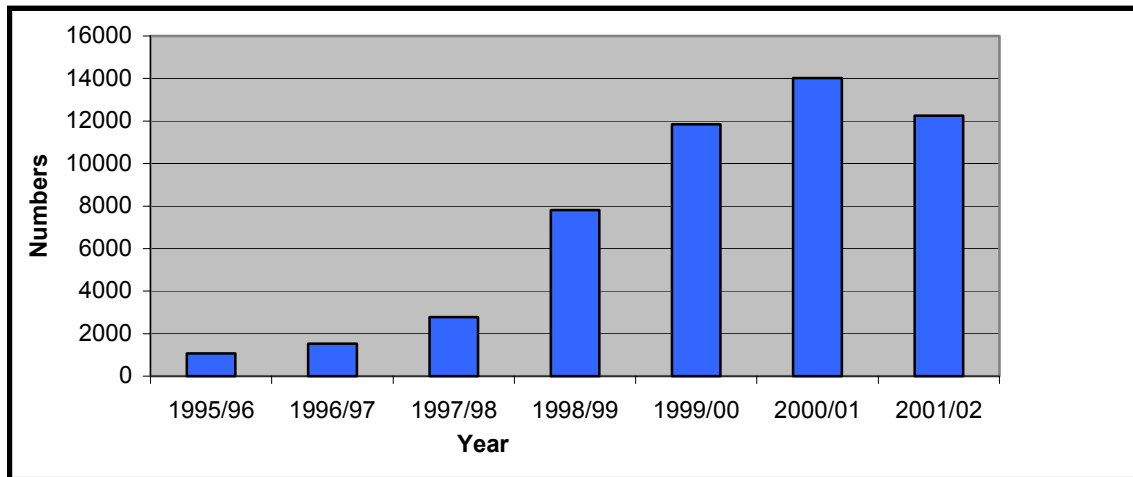
In an effort to create primary schools that are more attuned to local community needs and realities than conventional “classical” schools and to reduce the distances that young children had to travel to school, in 1995 the Burkina government, in conjunction with UNICEF, France, PLAN International, and *Tin Tua*, introduced what has become commonly known as bilingual satellite schools. Satellite schools have been constructed in communities that were situated far from regular schools, but where demand for schooling was perceived to be relatively high.

Satellite schools are distinctive from mainstream “classical” schools in several ways. First, from the very outset, strong emphasis has been placed on enrolling as many girls as boys; consequently enrolments in satellite schools tend to reflect gender parity. A second key aspect of satellite schools is that local languages have been deliberately incorporated as the languages of instruction in the first year of school. As far as possible, all pedagogical and learning materials for the first year of schooling are printed in the appropriate local languages of the regions where the schools are located. In addition, in light of the pilot project status of satellite schools, new methods of pupil assessment have been introduced that are designed to allow for open and closed forms of evaluation (integrating subjective and objective methods of assessment). A further distinctive characteristic of satellite schools lies in the conditionalities of teacher hiring and remuneration. Teachers are hired on contract by their host communities, not by the MEBA. As such, although they tend to be native residents who are well known and respected by their neighbours, they are not fully accredited civil servants formally attached to the MEBA. Instead, while a portion of their salary is paid by the government, the remainder must be covered by the communities that have hired them on contract. It is clear, therefore, that a substantial financial and managerial role of host communities is necessary if the conditions of support for satellite schools are to be maintained.

While the satellite school project has been in existence for only a relatively short time, it appears to have demonstrated some modest success (Ouédraogo and Ouédraogo, 1998). There seems to be a consensus that mother-tongue instruction in the schools is an innovation that should be

further developed and expanded throughout the primary school system. There is also some evidence indicating that in part, because of early mother-tongue instruction, students can learn in five years what they normally learn in six in “classical” French-language schools. Initial enthusiasm and support for the project are reflected in Figure 16. In 1995, the year the project began, 1,060 children were enrolled in the first schools. By 2001 the number of schools had increased, and over 14,000 children were enrolled. A year later, however, this number had decreased to 12,200, a signal that the satellite pilot project may have peaked.

Figure 16: Evolution in Enrolment in Satellite Schools



Source: Direction des Etudes et de la Planification, MEBA (2002)

In fact, as the case study team discovered, by late 2002 the continuation of satellite schools was in jeopardy. This was due mainly to the status of satellite school teachers and the designation of these schools as being more of a community responsibility than schools in the regular system. Because teachers in satellite schools have been contracted by their communities rather than by the MEBA, they have no guarantee of long-term employment, nor do they have a salary scale that is commensurate with that of their counterparts in the regular primary school system. Morale among satellite school teachers has consequently fallen, and there have been numerous incidents of teachers abruptly quitting their jobs and being replaced by untrained recruits in mid-school year (Diourbiel and Derra, 2002).

Box 2: Satellite Schools

As a prototype of an external agency supported pilot project, satellite schools reflect prevailing contradictions of efforts to foster primary school reform in Burkina Faso. At the outset, the satellite schools project was heavily supported by UNICEF, which financed school construction and sponsored the development of the national language curriculum. Other external agencies, such as PLAN International, contributed by constructing teachers' houses. France provided technical assistance for the MEBA and supported national training and monitoring sessions. However, satellite schools are widely identified as being a "UNICEF project" or an "external project." The MEBA's responsibility has been confined essentially to paying a portion of the teachers' "honoraria," and to ensure ongoing pedagogical support from the DPEBA. While, ideally, communities have been expected to assume substantial responsibility for the upkeep and recurrent expenses of these schools, the research team was repeatedly told that, in the long run, communities have neither the will nor the means to maintain such levels of support. In particular, it was commonly felt that the teachers should be accorded the same civil service status as regular primary school teachers, and that, henceforth, they should receive equivalent salaries paid by the MEBA. By the end of 2002, it was clear that the well-being of the existing satellite schools was in jeopardy.

Overall, the problem confronting the satellite schools project centres on the thorny question of "shared ownership." Not only is this an administrative and financial issue, but also it is a political problem that relates directly to the long term responsibilities of international external agencies, the state, and local communities.

Bilingual Schools

In addition to the introduction of local languages through the satellite schools, other NGOs have developed other approaches to the use of both French and local languages in primary schools and implemented these in bilingual schools. The *Oeuvre Suisse d'Entraide Ouvrière* (OSEO), with funding from Switzerland and other external agencies, has introduced the *Programme ALPHA* in which students do their primary schooling in both French and a local language.

The bilingual schools include only five years of instruction. Students begin one year later but at the successful completion of the primary cycle students can move into the classical secondary school system. Bilingual schools are community schools, set up only on the request of communities. These schools also include production-related activities (for example, learning geometry through the building of wooden benches); emphasis on culture and values; parental involvement in the curriculum (including having community members help in the schools) and promotion of gender equity. Teachers receive the same training as teachers in classical schools, but also receive training from OSEO, as do the inspectors and itinerant pedagogical supervisors who work in the areas with bilingual schools.

Figure 17: Bilingual School, Moussobadougou, Burkina Faso



The team was told that the MEBA has approved the bilingual school approach as the preferred national approach and has authorized the regional offices of the MEBA to convert classical schools to bilingual schools if the local community so requests. The conversion is not easy to achieve, however, and requires considerable time for discussions with, and developing the commitment of, the community. Just over 100 bilingual schools have been opened in the past few years.

4.2.3 Non-formal Literacy Training

Since the late 1970s, local language literacy training has been widely regarded in Burkina Faso as an important element of non-formal education (NFE), which has also encompassed other forms of instruction and learning in primary health care, farm methods, basic accounting, committee management, and various artisanal skills. For years NFE has been the purview of most national and international NGOs. Indeed, most community development initiatives supported by NGOs throughout Burkina Faso include a component of literacy training. In practice, therefore, literacy training has varied widely in terms of its objectives and modalities of delivery, and has been conducted in a relatively uncoordinated manner.

Nevertheless, the government's *Institut National de l'Alphabetisation* (INA) has long attempted to mediate non-governmental literacy programmes by producing common indigenous language pedagogical manuals, establishing standardized monitoring and testing procedures, and facilitating networking activities among NGOs that have sponsored literacy training in different regions of the country. With the creation of the MEBA, however, INA assumed departmental status within a large bureaucracy, and literacy was conceptually re-defined as a discrete element of basic education alongside pre-schooling and formal primary schooling. While in many respects this has not altered non-governmental NFE programmes that integrate functional literacy training, it has nonetheless reinforced the idea of literacy as an end in itself rather than as a means towards further learning and progressive actions. It would appear that this perspective has affected two domains of literacy instruction that have received external support: longstanding adult literacy centres and recently developed youth literacy centres.

Figure 18: Literacy Programme



4.2.3.1 Literacy Training Centres

National permanent language literacy centres – *Centres permanents d’alphabétisation et de formation* (CPAFs) – have long been a central feature of non-formal education throughout Burkina Faso. Supported by an array of external agencies (the Netherlands, Switzerland, UNICEF and WFP) and national (OSEO) and international (Cathwell) NGOs, the CPAFs have not only contributed substantially to heightened levels of basic literacy and numeracy, but with the assistance of INA they have enhanced the status of Burkina Faso’s major indigenous languages as written scripts and as bona fide media of “modern” instruction and learning. In contrast to the formal school system, CPAFs tend to function during a relatively limited period. Training is usually provided during the dry months of the year (December to April) when people are free from farm work. For the most part, literacy instructors are recruited by their own village neighbours and serve in their own villages or in their own regions. Many of these instructors possess primary school leaving certificates, and invariably they have been trained to read and write in their own local languages. The centres themselves attract male and female adult learners, sometimes separate and sometimes in mixed groups. The number of CPAFs had reached 4,088 in 2001 but dropped to 3,554 in 2002, primarily because of the withdrawal of the WFP’s activities (PDDEB, 2003).

Box 3: Village Literacy Trainers

While village literacy trainers are generally supported by their own communities, and thus have no formal official status or guaranteed long-term employment, there are indications that those who willingly take on these positions and give a good account of themselves in terms of their demonstrable community service and their teaching capacity, over time tend to realize gains in their social as well as economic stature. (In contrast, young people who depart for work in Côte d’Ivoire (Ivory Coast) and return several years hence, often struggle to re-integrate themselves into their communities despite the initial financial largesse that they may have earned).

Despite the relative cost-effectiveness of establishing and maintaining CPAFs, overall state support for literacy is proportionately far lower than for primary schooling. Approximately 1% of the government’s education budget is devoted to literacy, and even less of the MEBA’s personnel

budget is allocated for staff who are working in the literacy sector. However, the *Loi de la Politique Educative* commits the government to increase the MEBA's share of funds for non-formal education to 7% by 2011.

In addition, there is evidence that in contrast to many NGO programmes, government-sponsored literacy projects, in part because of the lack of resources, are poorly adapted to learners' interests and needs, and poorly delivered (World Bank, 2001c). Consequently, under auspices of the PDDEB, the government and external agencies have adopted an out-sourcing approach ("*faire-faire*" approach) in which NGOs and local associations will continue to serve as the providers of literacy and other forms of non-formal education under contract with communities and the MEBA. (See Section 4.2.3.3 for details on the *faire-faire* approach).

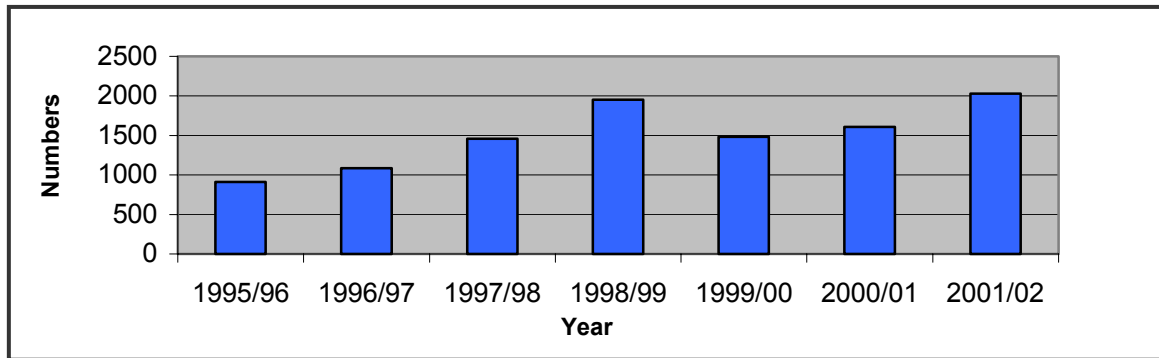
4.2.3.2 Non-formal Education Centres (CEBNFs)

In response to concerns about the numbers of rural children and youth unable to attend primary school, the government of Burkina, in conjunction with UNICEF and several NGOs, initiated the *Centres d'Education de Base Non Formelle* (CEBNFs) in 1995. A four-year seasonal training programme intended to focus mainly on indigenous language literacy teaching and learning, the overall aim of the CEBNFs has been to enhance the likelihood of young people remaining in their home villages as farmers and productive participants in community life. In this respect the programme is somewhat similar to the satellite school pilot project in the formal primary school system. Teachers are hired on contract locally, and a key objective is to ensure that enrolment is evenly divided between girls and boys aged 10 to 15 years. In 2002 there were 2,062 students enrolled in CEBNFs – an increase of 87% from the previous year – and, of these, 58% were girls (PDDEB, 2003).

There are now about 50 CEBNFs in the country. As shown in Figure 19, since their inception in 1995 the enrolment in CEBNFs has grown unevenly. In 1995, enrolment tallied at 910 students, and rose to 1,954 students in 1999. In the following two years, enrolment dipped, but rose again modestly to its most recent level of 2,031 students. Clearly the project has not moved beyond its small pilot phase. Indeed, there are currently strong indications that the CEBNF project is close to demise. It appears that initially these centres were popularly perceived as "second chance" schools, rather akin to the satellite schools of the formal school system. There were also widespread misconceptions that CEBNFs were going to provide various forms of vocational training to youngsters, somewhat along the same lines as the now defunct *Centres de formation des jeunes agriculteurs* (CFJAs) that functioned in the 1980s. In fact, however, the CEBNFs were designed mainly to inculcate basic literacy skills and a vague sense of attachment to village life among young teens (in contrast to "classical" primary schools). Yet as Belloncle (1997) has observed, this has been a long-time function of the CPAFs. The CEBNFs in effect appear to have been little more than government-sponsored replicas of the CPAFs. Ironically, in many parts of the country, more and more out-of-school children and teens have been gravitating to CPAFs (ibid.).

Overall, therefore, it would appear that the CEBNFs have lost their *raison d'être*. Few international external agencies have shown an inclination to support them and there is currently little official enthusiasm in the MEBA to allocate the resources and personnel necessary to sustain what is widely seen as an external agency-initiated project.

Figure 19: Number of Students in CEBNFs



Source: *Direction des Etudes et de la Planification, MEBA (2002)*

4.2.3.3 Literacy Fund (FONAENF)

In an effort to continue to expand non-formal literacy training throughout the country and to strengthen the potential of literacy training as a basis for further vocational learning, a competitive grants literacy fund – *Fond pour l’alphabétisation et l’éducation non formelle* (FONAENF) – has recently been established as a feature of the PDDEB, the recently launched 10-year plan for basic education. The FONAENF was established as a result of a national forum on literacy that was supported by a number of external agencies – Switzerland, France, the Netherlands, Canada, UNESCO and UNICEF. According to its by-laws, the FONAENF is an officially registered association, managed by a Director General (*Directeur Général*) and overseen by a steering committee (*Conseil d’Administration*) consisting of three government officials, three representatives of civil society, three representatives of international external agencies and two private sector representatives. The fund is at the disposal of national NGOs and other civic groups that put forth sound proposals for the development of literacy training projects in the country.

Another purpose of the FONAENF (a version of the so-called “*faire-faire*” approach to disbursement of aid and administration of basic education) is to enhance both communication and collaboration among all those involved in supporting literacy training and other forms of NFE. (See Diagne, 2001, for a discussion of the “*faire-faire*” approach.) For, as has already been demonstrated, mainly by NGO-sponsored non-formal education programmes, literacy training centres can gradually evolve into comprehensive community education centres offering diverse forms of education to suit the learning needs of diverse populations of all ages. (See the example of *Tin Tua* in Box 4.)

Box 4: Example of Non-formal Education

Non-formal (post-primary school) basic education harbours enormous potential that, so far, has yet to be fully realized or appreciated in Burkina Faso. During the course of evaluation fieldwork, the evaluators were apprised of an example of the results of effective non-formal education, beginning with national language literacy training. In the office of the *Association Tin Tua* in Fada Ngourma, a number of office staff who had never attended primary school, but instead had attended village literacy centres in their early adolescence, were working with computers in French. This is testament to the inherent capacity for teaching and learning that has been developed through the burgeoning network of non-formal education fora.

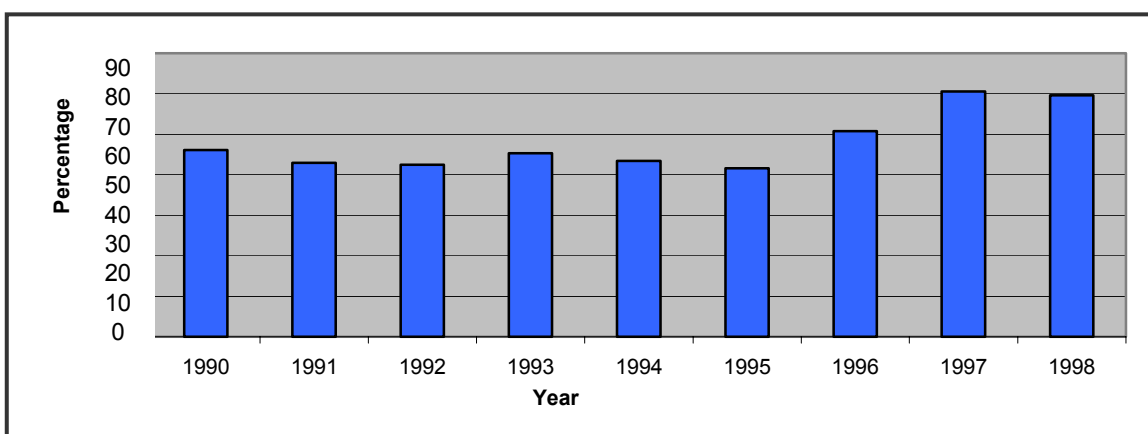
4.2.4 Educational Governance

There are three facets of educational governance that have both affected, and in turn been affected by, external support over the last decade. These aspects of governance are summarized briefly here.

4.2.4.1 National Expenditures on Basic Education

The MEBA is charged with the administration of a vast system of basic education that is simultaneously expanding and is under pressure to improve educational quality and relevance. The government's commitment to improving basic education is reflected in the increasing allocation of state resources to basic education in relation to allocations for education overall. Information from the government on the percentage of the total education budget allocated to the MEBA for basic education is shown in Figure 20.

Figure 20: MEBA Budget as a Percentage of Overall Budget for Education



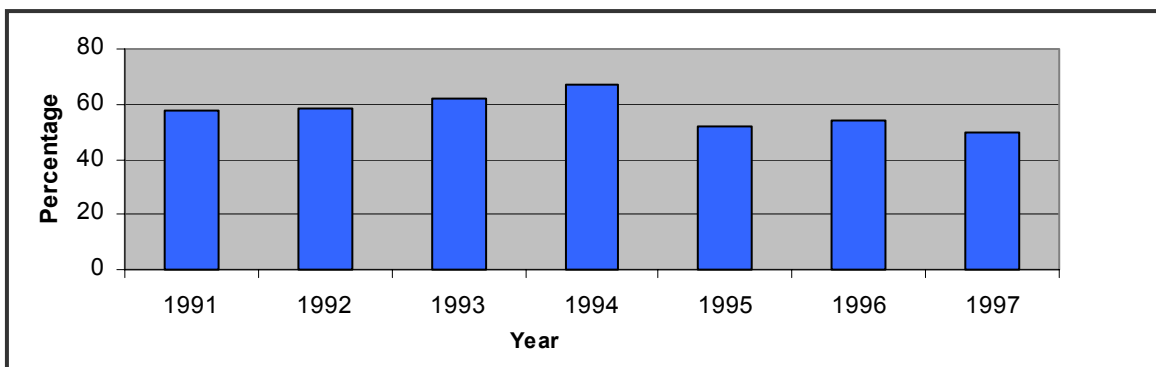
Source: MEBA (undated)

A World Bank document also notes that the percentage of the education budget going to basic education has increased, although some of the percentages given differ from those reflected for the same years in the figure above. The Bank document suggests that basic education is allocated 60% of the education budget, which represents an increase from 58% since 1995 and a higher percentage than the average for sub-Saharan Africa (48%) (World Bank, 2001c, p. 6).

This information covers allocations, not expenditures. The information on trends with respect to government expenditures on basic education or education as a whole is either incomplete or contradictory. (See Section 2.2.2 on the challenges of collecting and comparing financial information.)

Information from UNDP, and quoted in a review of public expenditures in basic education, shows a trend to declining expenditures in the MEBA. The MEBA does not always receive the full amount allocated in the budget because each year ministerial departments draw up their respective budgets, but invariably, since it is the Ministry of Finance that has a strong influence over how the national budget is allocated, the funds distributed to the various departments of the MEBA for their operating expenditures tend to be substantially less than the figures requested. As a result, the trend with respect to expenditures, as opposed to budgets, shows declining expenditures on basic education towards the end of the decade (see Figure 21).

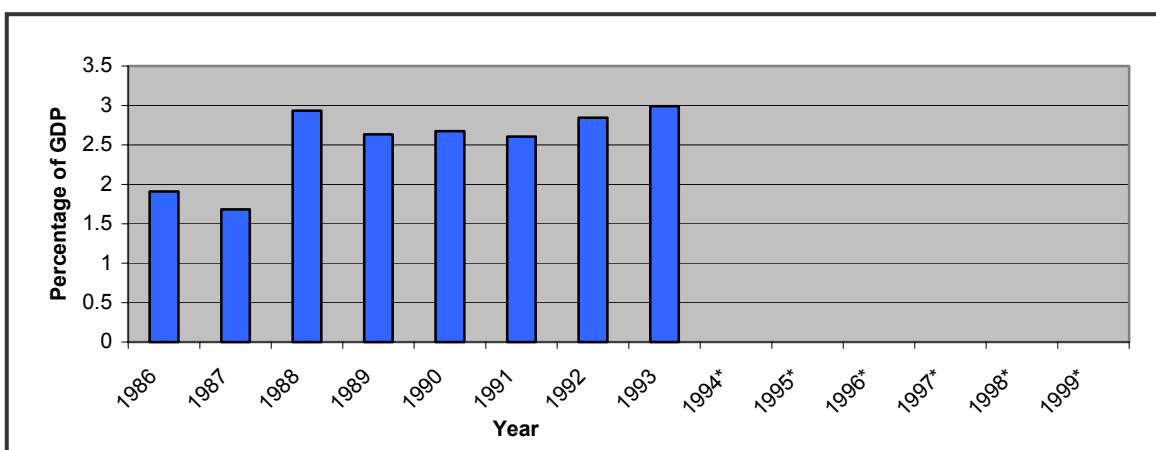
Figure 21: MEBA Expenditures as a Percentage of Education Expenditures (1991 to 1997)



Source: UNDP, quoted in Ouédraogo and Koussoubé (2000)

Information from the International Monetary Fund on government expenditures for education (not just basic education) indicates that there was an initial increase in spending on education as a percentage of GDP in the early part of the 1990s, but data is missing for the latter half of the decade (see Figure 22).

Figure 22: Government Expenditures on Education as a Percentage of GDP

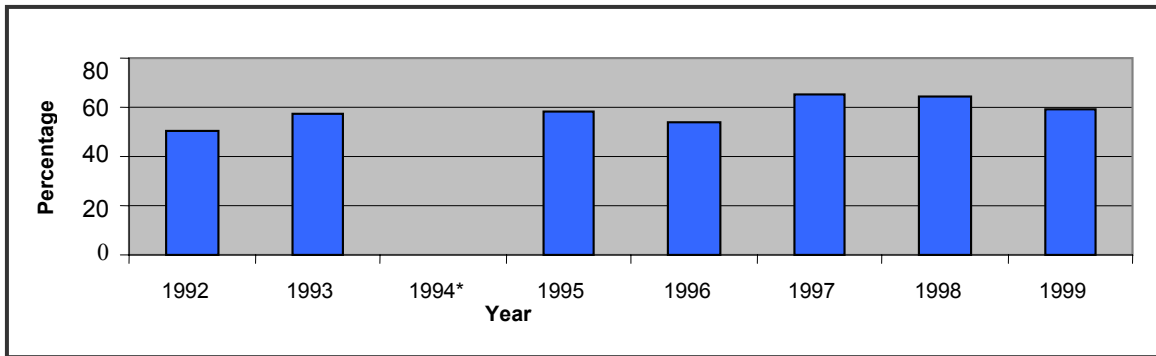


Source: Government Financial Statistics, International Monetary Fund (2001)

* Missing data

Information from a World Bank (2000c) report from Burkina Faso – *Coûts Financement et Fonctionnement du Système Educatif du Burkina Faso: Contraintes et Espaces pour la Politique Educative* – provides information (see Figure 23) on expenditures for primary education (not all of basic education). This information suggests that, from 1992 to 1999, there was a slight increase in expenditures on primary education as a percentage of expenditures on education, as a whole.

Figure 23: Expenditures on Primary Education as a Percentage of Education Expenditures (1992 to 1999)

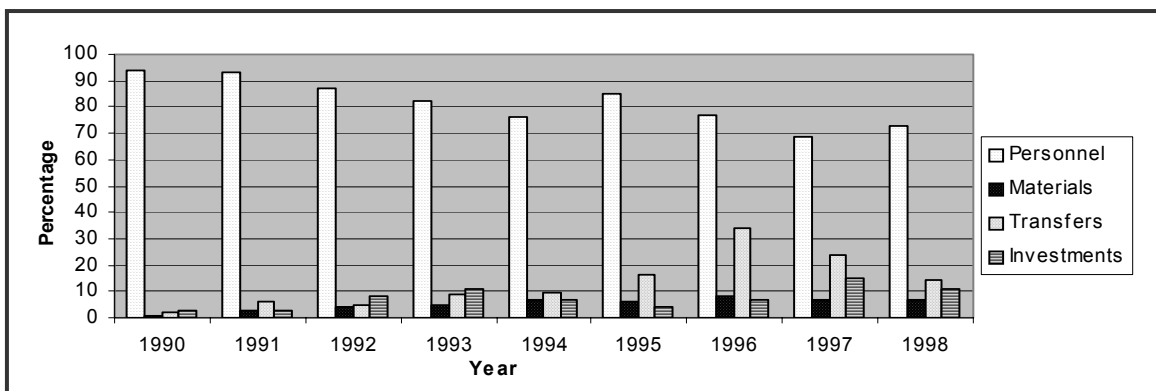


Source: World Bank (2000c)

* Missing data

Figure 24, below, shows the allocations of state resources to the MEBA, with the distribution across various components of the budget: salaries, operations (materials), transfers³¹, and investment. As has been noted in Section 3.2 above, the state resources allocated to investments are very small compared to the allocation by external agencies. By far, the largest proportion of the state budget for basic education goes to personnel costs (salaries). However, the proportion allocated to salaries decreased over the decade, from a high of 94% in 1990 to 73% in 1998. The government was able to reduce the average primary school teacher salary through the recruitment of assistant teachers (*instituteurs adjoints*) (Mingat, 2002). Since the late 1990s, the amount of the MEBA's annual budget that is consumed by salaries has risen to 83% (World Bank, 2001c).

Figure 24: The MEBA Budget, by Nature of Allocation



Source: Direction des Etudes et de la Planification, MEBA (2002)

³¹ Funds that are transferred from the MEBA to cover the costs of autonomous structures (such as the teacher education colleges).

4.2.4.2 Organizational and Capacity Issues

In addition to the internal fiscal constraints, the MEBA remains plagued by structural and operational limitations. Organizationally the ministry functions in a hierarchical manner, with little delegation of decision-making authority. Scope for innovation and swift decision-making are limited as senior staff are often immersed in routine procedural matters. Confusion and overlap of administrative responsibilities are common characteristics of different units and among different personnel (Boisvert et al., 2000; Buchert, 2002). Day-to-day decision-making is often dependent on the presence and the attention of the Minister or the Secretary General, thus creating bottlenecks and delays. Since most ministry staff are former primary school teachers who have had minimal managerial training, many of these problems reflect lack of technical and administrative experience. Yet, administrative problems are also the result of political dynamics within the educational bureaucracy, which have affected the positions of senior MEBA personnel. Abrupt transfers are common, and rarely are there smooth orderly transitions. With internal documentation systems hereto still relatively underdeveloped, the MEBA remains hampered by weaknesses in institutional memory and uncertainties of its long-term purposes (Boisvert et al., 2000; Buchert, 2002; World Bank, 2001c). The highly centralized nature of the MEBA operations also presents a constraint to its operations (see Section 5.2.2. for a discussion of the moves to decentralization).

External assistance has been increasingly directed towards redressing some of these weaknesses. Emphasis has focused on: the provision of technical training for senior administrative staff, the creation of computerized databases designed to enhance institutional memory and operational continuity, the re-structuring of the MEBA through the alteration of existing units and the creation of new ones, the encouragement of decentralized decision-making and managerial responsibilities, and the introduction of a programme approach to external assistance oriented towards improving the efficiency and cohesiveness of the MEBA's operations.

As part of the PDDEB preparation, an organizational review of the MEBA was conducted. The implementation of the reorganization proposed as a result of this study has been supported by external funding, but has also been a key condition for the longer term funding of the PDDEB. There have been considerable delays in the implementation of the reorganization and, as recently as March 2003, the report of the joint evaluation mission for PDDEB highlighted two key outstanding issues: the reorganization of key central directions has not been completed, possibly resulting in duplication of functions, and the transfer of functions from former project execution units to the central directions has not yet occurred (PDDEB, 2003).

4.2.4.3 Personnel

A major concern for external agencies and the MEBA alike has been the relatively high recurrent cost of teachers' salaries. Teacher salaries in Burkina Faso are 7.5 times per capita income, compared with 3.5 times per capita income in other developing countries (World Bank, 2001c). They consume 83% of the MEBA's annual budget. In light of pressures to expand the system and improve overall cost efficiencies, it has become clear that the system is unsustainable if current levels of operational spending are maintained. In its appraisal of the PDDEB, the World Bank articulated the sentiments of most other external agencies: "There is no option but to lower the cost of teachers" (World, Bank, 2001, p. 7). Consequently, within the framework of the PDDEB, efforts are now being directed towards re-defining teachers' professional status, reorganizing modalities of teacher education, and adjusting the pay scales of newly hired primary school teachers. Unfortunately these developments are exacerbating a serious problem of morale within

the teaching profession in Burkina Faso. Indeed, anxiety among teachers has been brewing for many years for fear that forthcoming policy changes were going to have a negative impact on the long-term status of the teaching profession. Most teachers recognize the financial dilemmas of the school system. Yet, teachers regard with foreboding recent decisions to reduce pre-service training from two years to one year, to initiate regional recruitment of teachers in some parts of the country, and to hire new teachers contractually rather than as permanent state functionaries. Most teachers regard these decisions not as ways to enhance the quality of primary schooling, but as means to reduce their salaries and to diminish their organizational solidarity. During the course of this evaluation it is clear that many teachers viewed the policy influence of external agencies, and subsequent central government decisions concerning basic educational change, with worry and suspicion.

4.3 Results

This section offers commentary on evidence of the numbers of people in Burkina Faso who have had access to basic education during the last decade, and on indicators of learning achievement. It addresses specifically these questions:

- From the perspectives of those involved in basic education in Burkina Faso, what have been the results and consequences of external support to basic education?
- What factors account for the trends in basic education indicators?
- What have been the impacts of specific factors?

4.3.1 Primary School Enrolment Rates

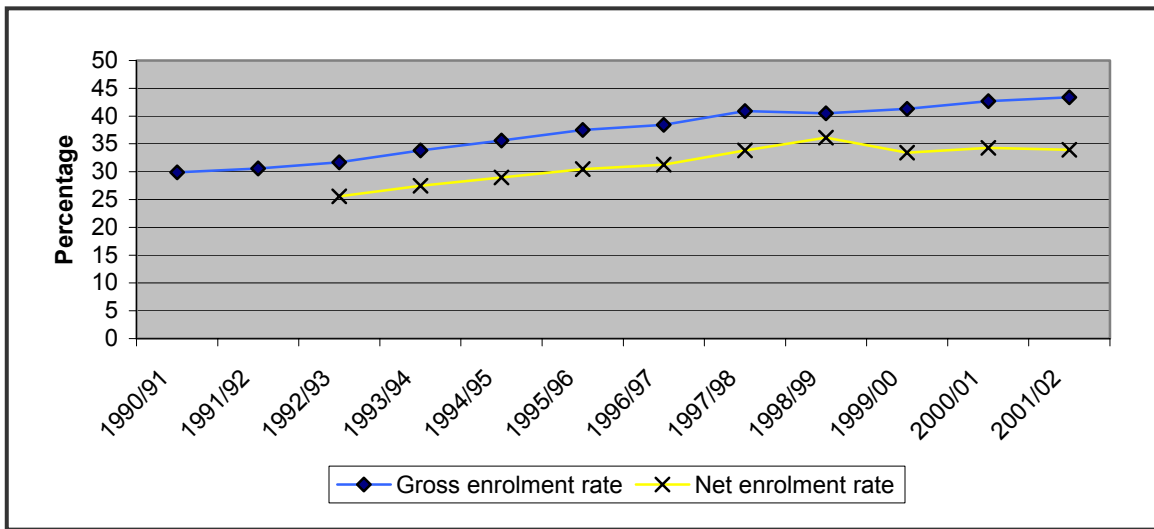
With a birth rate of more than 2% per year, Burkina Faso's population is growing rapidly. Between 1992 and 2001, its school-aged population, i.e., seven to 12 years old, rose from 1,773,785 to 2,160,410 children, an increase of 21% in 10 years (MEBA, 2002a).³² During this same period, the number of children estimated to be attending primary school rose from 562,644 to 938,238, a 67% increase. Throughout the 1990s and into the turn of the century, therefore, the rate of primary school expansion was triple that of the country's birth rate. Gross enrolment rates rose from 29.9% in 1990 to 43.4% in 2001 (see Figure 25). The rate of increase, particularly in gross enrolment rates, slowed in the latter part of the decade. Over a slightly shorter time period, net enrolment rates rose from 25.6% in 1992/1993 to 33.9% in 2001/2002. They had reached a peak of 36.1% in 1998/1999 and dropped after back to the 33% to 34% level in the following three years.³³

While there has been a considerable increase, particularly in the early part of the decade, largely as the result of externally funded school construction and support for pre-service teacher education, total primary school enrolment in Burkina Faso remains well below the average in sub-Saharan Africa. UNESCO data indicates that the gross enrolment rates in primary school in Burkina Faso were 33% in 1990/1991 and 42.9% in 1999/2000. The comparable rates for sub-Saharan Africa in the same time periods were 78% and 81%. Similarly, in 1999 the net enrolment in primary school in Burkina Faso was 34.6% and 57% in sub-Saharan Africa (UNESCO, 2002). It is clear, therefore, that with more than half its school-aged population not attending school, Burkina Faso is still far from realizing education for all through primary schooling.

³² Unless otherwise noted, all data in this section come from the *Direction des Etudes et de la Planification* (DEP).

³³ Data is missing for 1990/1991 and 1991/1992.

Figure 25: Gross and Net Enrolment Rates (1990/1991 - 2001/2002)



Source: *Direction des Etudes et de la Planification, MEBA (2002)*

Reasons that contribute to low school enrolment appear to vary. Through interviews, the case study team was given the following main reasons for the persistence of low enrolments, particularly in rural regions that suffer acute levels of poverty and are relatively isolated from major commercial centres:

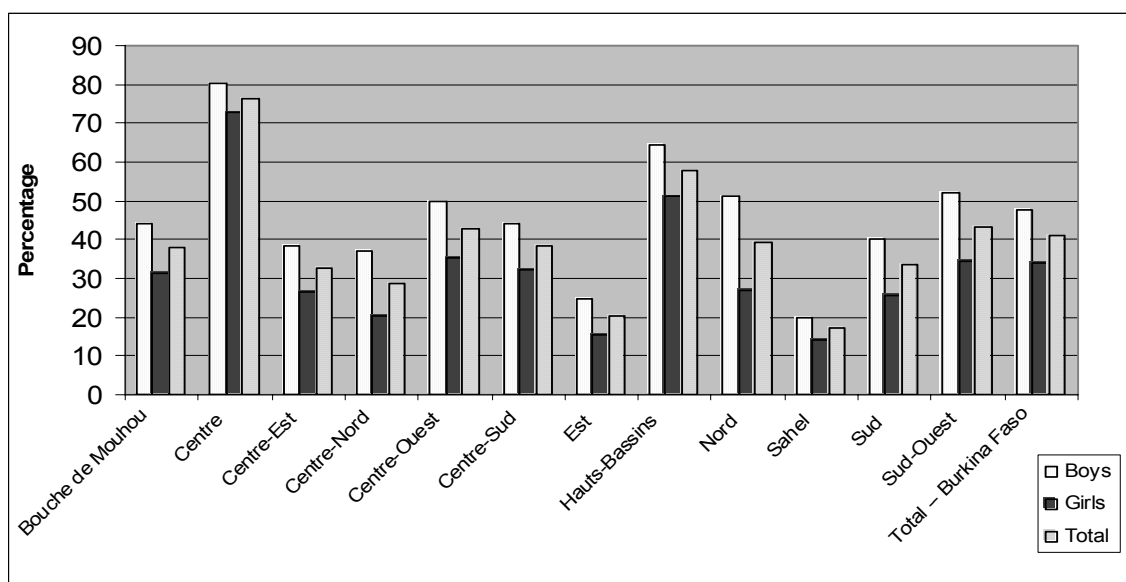
- Despite heavy state subsidization of primary schooling (parents are not required to pay enrolment fees), families are nonetheless required to pay a minimum contribution of 1,000 F CFA per pupil to the APE, as well as other sundry expenses for their children's education. One respondent estimated that the average cost per year for each child in primary school is about 4,000 F CFA. For many poor families, such costs are often considered prohibitive. As well, persistent requests for volunteer community input to sustain local schools, either through financial, material, or labour contributions, are sometimes deemed as overly demanding;
- For many indigent families, school represents a relatively high opportunity cost, especially for girls who, as one interlocutor put it, "become wives before they are married." Their attendance at school, far from being considered as an investment for the family, is often feared as a way of depriving households of an immediate and significant resource;
- Tradition and custom are deep-rooted in many Burkinabè communities, often for sound social and economic reasons. For many rural people, schooling poses a clear and present threat to social stability, particularly the education of girls. Many families apparently fear that if they allow their daughters to attend school, they will lose control and decision-making authority over the girls' futures. Related to the loss of control are fears of sexual harassment by irresponsible teachers, and unwanted pregnancies that can thwart prospects of marriage. Such fears are sometimes exacerbated by religious strictures against the influence of modernization and cultural discontinuity as disseminated in the formal school system;

- In some regions, many rural farming households are peripatetic, moving from year to year to different terrains to plant and to harvest. Consequently, there is little incentive to send their children to school, since the likelihood of remaining close to the same school over a period of several years is minimal; and
- In light of the vagaries of the labour market, many parents are concluding that there is little to distinguish between those young people who have completed primary school and those who have not. Given the bleak employment prospects facing the majority of youth in Burkina Faso, primary education has for many households lost its veneer as a valuable private investment.

4.3.1.1 Regional Disparities

Regional disparities continue to be evident. As shown in Figure 26, while the average gross national enrolment rate in 1998/1999 was 41%, there are substantial variations in rates by region (World Bank, 2000c). They vary from a low of 17% (Sahel) to a high of 77% (Centre). Despite external agency efforts to increase the accessibility of basic education to children in regions with low primary school enrolments in Burkina Faso, the vast numbers of children in these regions remain out of school.

Figure 26: Gross Enrolment Rates, by Region



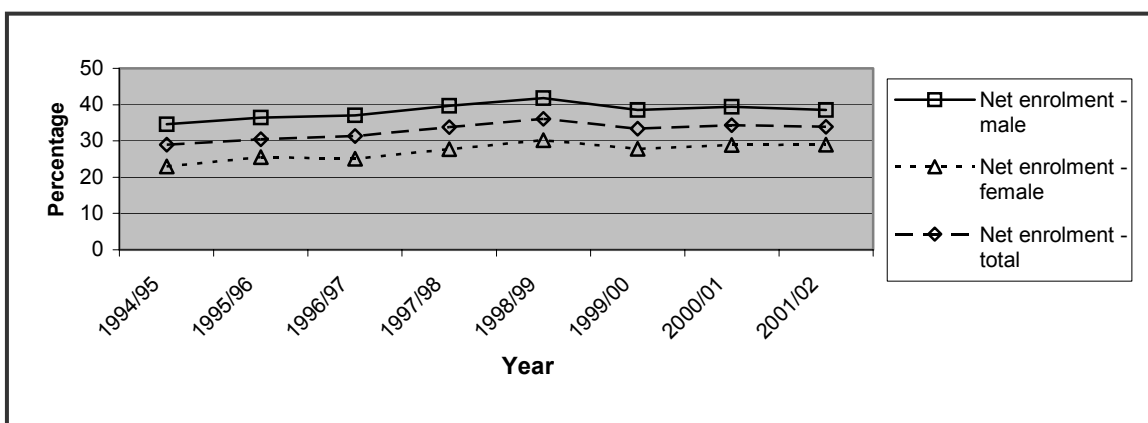
Source: World Bank (2000c)

4.3.1.2 Gender Disparities

In light of external agency efforts to promote girls' education, it is instructive to examine the evolution of gender differences in school enrolments as well. As shown in Figure 27, while there continues to be a significant difference in the gross enrolment rates between boys and girls, the gap is decreasing. In 1994/1995, 34.6% of eligible boys and 23% of eligible girls were enrolled in primary schools (net enrolment rates). In contrast, in 2001/2002, 38.6% of eligible boys and 29% of eligible girls were enrolled. Overall, therefore, enrolment rates for girls increased during this eight-year period by 30%, compared to 16% for boys. Clearly the campaign for heightened girls' education has had an impact in Burkina Faso.

Girls' gross enrolment in Burkina Faso continues to lag far behind that of the rest of sub-Saharan Africa. In 1999, for example, while the gross enrolment rate of girls for the sub-continent was estimated at 76.3%, in Burkina Faso the gross enrolment rate was estimated at 35.2% (UNESCO, 2002).

Figure 27: Evolution of Net Enrolment Rates, by Gender



Source: *Direction des Etudes et de la Planification, MEBA (2002)*

4.3.2 Indicators of Quality and Efficiency

To assess fully improvements in the quality of primary schooling is exceedingly difficult since such assessments should comprise substantial qualitative information and should elicit evidence of pedagogical methods, interactions between teachers and students (and how these differ according to gender, linguistic differences, etc.), and processes of learning (whether passive and rote, or active and child-centred). As the case study team unearthed no such studies, the team had to rely on data summarizing examination results, rates of promotion, and rates of repetition and school abandonment.

4.3.2.1 Primary School Leaving Examinations

At the end of the final year of primary school all students take a standardized examination (the *Certificat d'études primaires* [CEP] exam) that covers all the main school subjects. There are two uses of these examination results: to determine those who are qualified to be awarded the CEP, which indicates they have successfully completed primary education; and to select candidates for secondary school placements. The first use is to assess the learning achievement of students, and it is in this area that figures provide a proxy of educational quality. The second use is not intended to assess the quality of learning, but rather is meant to serve as a screening device, identifying students with the best examination results for continuation into secondary school. Nevertheless, evidence of both sets of exam results is presented here.

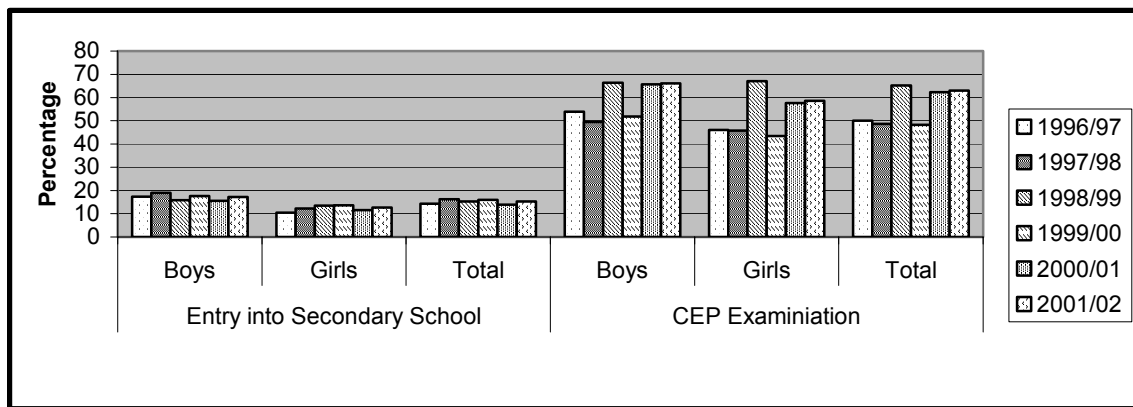
As shown in Figure 28, CEP examination results fluctuated considerably in the last five years. In 1997 half of all pupils who sat for the exam succeeded in passing it. The pass rate dipped slightly the following year, then rose to 65% in 1999. Yet, the following year, it fell dramatically to 48%. In the last two years the pass rate rose and remained even at just over 62%. As evident in Figure 28, the breakdown by gender showed similar tendencies. Although the team cannot be certain about the meaning of these results, particularly the sharp fluctuations in the figures from one year to the next, it is highly likely that these results reflect the form and content of the examinations

themselves far more than they do the quality of children’s learning. To appreciate fully the latter, better methods of assessment need to be developed and used as broadly as possible.

Interestingly, but not surprising, the proportion of students gaining entrance to secondary school on the basis of examination results did not fluctuate between 1997 and 2002. Instead, as shown in Figure 28, results remained stable. Based on their CEP exam results, 14.3% of the students (17% of all the boys and 10% of all the girls) who sat for the exam were eligible to continue on to secondary school. Five years later these percentages had barely changed: 15.3 % of all students were eligible for secondary school (17% of all the boys and 13% of all the girls).

Figure 28 does, however, show more fluctuation over the years in the percentage of students who pass the CEP exam. It also shows very strikingly the significant difference between the percentage of students who pass the CEP exam and the percentage who are eligible for entry to secondary school. That the latter (percentage who are eligible for secondary school) is much lower than the percentage who pass the CEP exam reflects the problems of access to secondary school, not the quality of primary education.

Figure 28: Percentage of Students Passing the CEP Exam and Percentage Eligible for Entry to Secondary School



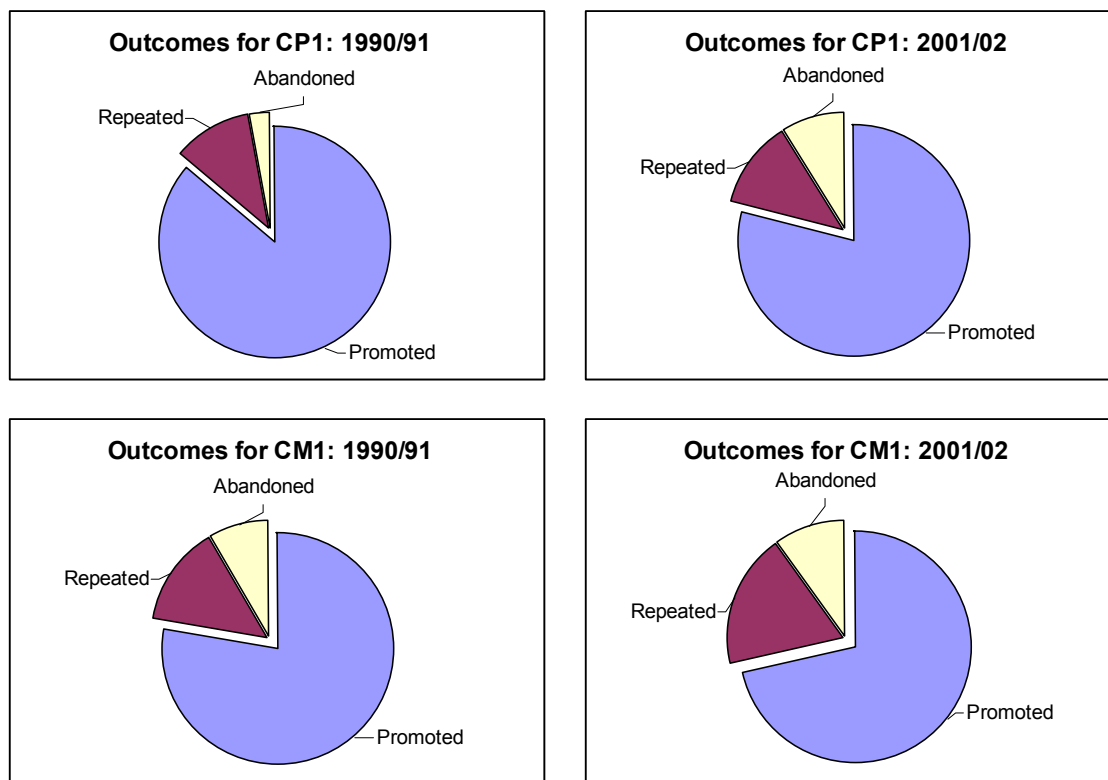
Source: Direction des Etudes et de la Planification, MEBA (2002)

For purposes of this evaluation, while the CEP examination results provide a glimpse of the quality and nature of primary school learning, they are far from satisfactory. Given substantive external agency efforts to enhance the quality of primary school, there is very little evidence of the dynamics of learning in school classrooms, nor of the day-to-day interactions between teachers and pupils, and among pupils themselves. The classroom remains something of a black box: inputs are easily observed and measurable, but what it is that goes on inside remains obscure, and no amount of quantitative test results can clearly reflect either the full processes of classroom learning, or the learning that has been achieved. Given the view held by Burkina’s government and that of the external aid community in Ouagadougou that basic education is a long-term investment in the capacity of young people, it is clear that more effective instruments for measuring learning outcomes need to be developed and implemented.

4.3.2.2 Primary School Outcomes

Figure 29 provides data on outcomes (promotions, repeats and drop-outs) for the first (CP1) and fifth (CM1) grades of primary schooling at two time periods – at the beginning of the decade (1990/2001) and the end of the decade (2001/2002). It is true for these two grades (as it is for the other grades as well) that the promotion rate is lower at the end of the decade than it was at the beginning of the decade. Similarly the repetition and drop-out rates are higher at the end of the decade. It is clear that every year there are considerable numbers of students who are not being promoted to subsequent grades.

Figure 29: Promotion, Repeat and Drop-out rates for Selected Year



Source: Direction des Etudes et de la Planification, MEBA

The repetition rates have ranged over the last decade from between 10 and 20% for the first five grade levels in primary school. These appear to be comparable to average repetition rates for sub-Saharan Africa that were estimated at 17% in 1998 (UNESCO Institute for Statistics, 2001). Repetition rates for CM2 in Burkina Faso (the sixth and last year of primary school) are higher than in the other grades because of the all-important final examinations. Many students repeat CM2 in order to take the exam again, either to rectify an exam failure, or to improve on their exam results. These rates have likewise remained fairly steady, hovering around 40%. For external agencies that have assisted efforts to enhance the quality of education, mainly through teacher education and professional development, this constancy in repetition rates is cause for concern.

Equally unsettling is that rates of school abandonment (drop-out) have risen somewhat between 1992 and 2002. Every year between 10% and 15% of all children enrolled in primary schools have abandoned school before reaching the final CM2 level. Partly, this may be the result of qualitative deficiencies that arose in the wake of the rapid expansion of the primary school system and the hiring of new teachers. Yet, school abandonment has long been a source of concern in Burkina Faso, and remains a troublesome issue for the government and external agencies. Reasons for school abandonment are similar to the reasons that make it hard for children to go to school in the first place.

4.3.3 Literacy Rates

Although literacy training programmes exist throughout the country, cumulative literacy rates remain low. Recent evidence indicates that only about 21% of the population older than 10 years is functionally literate (*Institut National de la Statistique et de la Démographie*, 1998; World Bank, 2001c, p. 3). In addition, it is estimated that on average one out every four persons who begins a literacy course abandons it before completion, and that just over 60% of those who complete their programmes are able to pass the test of certification (Belloncle, 1997, p. 7). In effect, one out of every two individuals who embarks on a literacy training course fails to achieve the expected level of literacy attainment. There is little doubt, as well, that many who achieve a level of functional literacy at the end of their initial training eventually lapse into illiteracy for want of the need or the opportunity to practice these skills.

5.0 Partnership

5.1 Intents, Policies and Strategies

This section addresses the extent to which intents, policies and strategies with respect to partnership have changed over the decade. The key questions addressed are:

- To what extent and in what ways have the evolving concepts of partnership influenced the intents, policies and strategies of external support to basic education?
- Have evolving concepts of partnership been reflected in relationships in Burkina Faso? If so, what has been their influence on policies and priorities, such as: the development of the new 10-year plan; proposed changes in the relationship among stakeholders; and decentralization and empowerment of communities?

From the early 1990s, the discourse of the PTF providing external support for basic education in Burkina Faso has focused on partnership, reflecting, in part, the emphasis on partnership at the Jomtien Conference. This section looks at a number of partnership relations in basic education in Burkina Faso over the past decade:

- Between external agencies and the government;
- Among different ministries and levels of government;
- Among external agencies; and
- Among the government, external agencies and the non-government sector.

Although throughout the decade all stakeholders have talked about partnerships, in the early part of the decade these were defined in limited ways:

- Partnership between the government and external agencies focused on consultation with government on the development of projects or programmes but was more limited in terms of government involvement in decision-making and project implementation;
- Partnership among external agencies focused on better coordination of their activities and improved sharing of information, but not common decision-making;
- Although decentralization has long been a stated goal of the Government of Burkina Faso, this has been defined more as a process of “deconcentration” of the delivery of services than a process of decentralization of authority and resources; and
- Relationships with non-government actors, in the formal education system, have been defined in terms of the role that communities and civil society play in financing and implementing projects in formal education, but only in a limited way in terms of the identification of needs and project design. However, government and external agencies have long acknowledged the role of the non-government sector in the design and implementation of non-formal education activities.

The limitations in the way in which partnerships have been defined in the first part of the decade led both the government and external agencies to talk about “renewed” partnerships. This was consistent with the policy dialogue that led to the development of a programme-based or sector-wide approach to external support.

The government's commitment to renewed partnership is reflected in a number of statements:

- A principle in the objectives for sustainable development, as reflected in the “*Lettre d'intention de politique de développement humain durable*,” presented at a round table with external agencies in 1995, includes the participation of civil society in the development, implementation and monitoring/evaluation of development policies and programmes (UNDP, 2001b);
- In its 1999 Poverty Reduction Strategy Paper (PRSP), the government committed itself to harmonization of all external agency interventions and to the principle of refocusing the role of the state and promoting a new partnership with external agencies;
- The government's 10-year plan (PDDEB) is based on a new relationship between the government and external agencies. The government is committed to implementing all activities under the plan in conjunction with external agencies that support only activities that are consistent with the Plan; and
- The management structure for implementation of the PDDEB calls for a Steering Committee (*Conseil d'Administration*) involving representatives from other ministries, PTF and civil society. Regional and provincial steering committees are to be set up and likewise they will include representatives of regional and provincial government, as well as civil society. Unlike other sectors, which have similar steering committees, the structure created for providing oversight for the PDDEB involves representation from the external agencies, reinforcing the partnership for this initiative.

External agencies have also reiterated the importance of involving the broad spectrum of actors in the development of the basic education sector. Specific examples of this commitment are as follows:

- The UN agencies have, as one of their intentions for 2001 to 2005, a more active dialogue and strengthening of partnership with government, other external agencies, civil society and the private sector (UNDP, 2001b);
- The EU's Special Programme for Africa proposes a new approach to conditionalities focusing on government ownership and a common and coherent definition of conditions by all external agencies; and
- The World Bank's Country Assistance Strategy identifies social sector reform as a key objective of the strategy and focuses on basic education, particularly increased enrolment and completion rates and improved learning outcomes and literacy rates. It is linked to the post-primary sector, noting the importance of improving learning outcomes for the labour market (World Bank, 2000b).

5.2 Practices

This section describes the practices of partnerships:

- Between external agencies and the government;
- Among different ministries and levels of government;
- Among external agencies; and
- Among the government, external agencies and the non-government sector.

Specifically, it addresses the following questions:

- To what extent and in what ways have the evolving practices of partnership influenced the practices of external support to basic education?
- What, if any, has been the influence of evolving partnership practices on the coordination of external aid, including relationships among the external agencies and relationships with other stakeholders?
- How successful has management of external support been in Burkina Faso?

5.2.1 Partnership Between Government and External Agencies

The emphasis given to the notion of partnership over the decade has led to the creation of a number of institutional (*ad hoc* and regular) mechanisms for implementing partner relations in external support for basic education. Yet, the function of personal relationships has also been important.

Over the decade there have been a number of *ad hoc* meetings that provide an opportunity for the coordination of external support by the government and external agencies in the context of a review of national priorities and programmes. For example, the Third Round table of External Agencies Active in Burkina Faso, which took place in Geneva in 1995, identified poverty reduction as a key development objective for the decade of 1995 to 2005 and led to the identification of basic education as a key factor in efforts to reduce poverty.

On an on-going basis, coordination units within the government are tasked with consultation among external agencies, NGOs and government. The Ministry of Economy and Finance has overall responsibility for the coordination of external support while its General Directorate of Cooperation (DGCOOP) is responsible for negotiations with external agencies and overseeing management of external support. However, this has not always been effective. During the development and negotiations for external support of the PDDEB, the Ministry of Economy and Finance was not extensively involved. DGCOOP is not represented on the coordinating body for the PDDEB. Instead the lead for the coordination with the external agencies has largely been the responsibility of the MEBA.

Within the MEBA specifically, there are two units responsible for coordination of external support:

- The Directorate of Research and Planning (DEP) with primary responsibility for strategy development and the coordination of the planning and implementation of basic education projects. Some external agencies (e.g., UNICEF) have implemented their projects through the DEP. However, the recent move to shift responsibility from the DEP to the Permanent Secretariat for PDDEB (SP/PDDEB) and Office of Education Projects (BPE) as the key units responsible for interface with external agencies during implementation of the PDDEB is perceived by some national respondents as signifying the marginalization of the DEP;³⁴ and

³⁴ One external agency representative argued that this will allow the DEP to focus on its core activities – school mapping, school statistics and research – and that these changes resulted from the organizational study carried out prior to the implementation of PDDEB.

- The BPE, which was set up with responsibility for liaison, primarily with multilateral external agencies. The BPE was established as a project coordination unit because some external agencies did not have confidence in the capacity of existing structures of the MEBA to implement projects. For the first phase of the PDDEB, the BPE will continue to be the mechanism for channelling, and accounting for, the financial contributions of the agencies that provide support through the common fund managed by the World Bank. It is expected that, once the capacity has been built, this responsibility will be transferred to the Financial Affairs Directorate (DAF) in the fourth year of PDDEB implementation.

Each agency has had a preference for working through one or other of the units when a project was being implemented by the MEBA. However, most respondents indicated that, once projects were developed, they were implemented directly by the external agencies via project execution units financed through the project. In the early 1990s, these units were staffed primarily with expatriate technical assistants. In the latter half of the decade, there was an increasing tendency to involve national expertise in project implementation and for technical assistance to be more focused on capacity building. The establishment of a plethora of project execution units resulted in considerable competition for attention within the MEBA.

Even the advent of external agency support for the PDDEB led to the establishment of a separate unit for monitoring implementation of the plan. The SP/PDDEB was set up as part of the MEBA, although it is not physically located in the main Ministry buildings. Initially the Secretariat reported directly to the Cabinet of the Minister of the MEBA (World Bank, 2001c), however, recently, the reporting relationship has been changed to the Secretary General and, as such, is closely linked to the central directions of the Ministry in charge of implementing the 10-year plan. Nonetheless, the SP/PDDEB remains a unit separate from other monitoring units in the Ministry, with specific responsibility for coordination, monitoring and evaluation of external support. It must ensure that all external agencies work according to the terms of the PDDEB and negotiate with the agencies. It was not designed to be involved in decision-making or implementation of the PDDEB. The BPE is responsible for all fiduciary aspects of the common funding for PDDEB. It is planned that this responsibility will shift to the MEBA unit in charge of financial management (DAF), in the second phase of PDDEB. The SP/PDDEB includes four programme officers who are experts in the areas covered by each of the four PDDEB objectives. It is their role to liaise with the MEBA headquarters directorates for the implementation of the PDDEB. The MEBA chose to recruit officers from within the Ministry in spite of the fact that PTF had agreed to finance external specialists to strengthen the SP/PDDEB.

Despite the strength of the external agencies' positions, personal relationships among international and national personnel tend to be cordial and professional. It is nonetheless clear that the MEBA officials have their preferences and their irritations with regard to external agency partnership. To a great extent, this is as much a function of personalities and leadership styles as it is of institutional systems and processes. Some external agency representatives are regarded as highly collaborative "team players," willing to engage Burkinabè counterparts and other external agency representatives as genuine partners in processes of project planning, implementation, and evaluation. In contrast, external agency officials whose decisions are based largely on policies established by international head offices, tend to be viewed by national counterparts with resigned acceptance. The extent to which strong personal relationships are often more important than institutional relationships in ensuring good agency coordination has been noted by other authors (Gosparini et al., 2001; Samoff, 2001).

Clearly, there are frustrations on both sides of the external agency-government relationship. From the perspective of most external agencies, the MEBA is slow to follow up on agreements to promote and support educational innovations and reforms. The CEBNF project appears to have exemplified this problem. A UNICEF initiative, there apparently was an agreement that once UNICEF had launched the project, the MEBA would work to ensure further elaboration of the project by soliciting additional external agency assistance. In fact, however, the MEBA did little to fulfill this commitment, in part because those who had undertaken the agreement with UNICEF were transferred elsewhere, thus ensuring a rupture in the MEBA's commitment to the CEBNF project. Without further infusions of support from other external agencies, the CEBNFs have evolved into little more than surrogate "classical" primary schools.

5.2.2 Partnership Between Levels of Government

For many years, the notion of decentralization has been advocated in international fora as a way to enhance the efficiency and responsiveness of systems of educational governance. In Burkina Faso, bilateral and multilateral agencies have generally supported the principle of decentralization both rhetorically and, to some extent, in practice by organizational changes and the allocation of funds to NGO projects. A legislative framework for decentralization of public services was adopted in 1998 and the MEBA has been one of the first ministries to implement decentralized processes.

However, the implementation has been slow (Vellutini, Le Goff, Burban, 2001). The government appears to have been reluctant to embark on a concerted programme of educational decentralization. While there has been substantial MEBA representation in all regions of the country through the regional (DREBA) and provincial (DPEBA) offices, very little authority over resource expenditures has yet been transferred from the central ministry to regional, provincial, and communal levels. The DREBA and DPEBA do not have sufficient financial or human resources to implement their mandate adequately. In the 1999 budget for basic education, 14% of the operational budget destined for use at the regional level was delegated to the DREBA. As noted in the Public Expenditure Review, while this is a good step forward, additional resources need to be delegated to ensure real decentralization of resources (Ouédraogo and Koussoubé, 2000).

Likewise, coordination between central decision-making and local requirements remains a challenge. For example, personnel have frequently been transferred to regions or communes without the necessary material or logistical means to carry out their assigned tasks. Similarly, material and equipment have sometimes been transported to regions only to languish unattended for lack of sufficient office space or lack of resources for local distribution.

Some externally supported projects have contributed towards greater decentralization in the delivery and management of basic education. Notable examples include the PACEB (Boisvert et al., 2000) and a Dutch project that allowed five DPEBAs to experiment with decentralized planning and budget management. Currently, however, within the context of PDDEB, more specific steps are being made to achieve a real decentralization in basic education. The legal texts required to establish regional and provincial offices have been passed, the offices have been established, office facilities built and equipped and resources provided.

Provincial government officials have been actively involved in consultations surrounding the implementation of the PDDEB, and in drawing up plans and budgets for the first year of the Plan's implementation. There appears to be enthusiasm and anticipation among local educational

officials that, at last, provincial authorities will have some genuine decision-making authority over school placements, the tendering of construction contracts, teacher hiring, and budget management. These developments suggest a major shift in the system of educational governance. Nevertheless, enthusiasm is tempered with a “wait-and-see” attitude as to whether, indeed, the decentralization of management and decision-making, in accordance with the provisions of the PDDEB, will in fact be realized.

In spite of these achievements, there is still work to be done to implement true decentralization. Although both the government and the external agencies believe that regional and provincial staff of the MEBA were involved in the design and development of the PDDEB, information obtained through the interviews suggests that their role was more one of receiving information (and not necessarily systematically) rather than providing input. As noted above, the role of educational personnel at regional and provincial levels has been more significant since the launch of PDDEB, with responsibilities for implementation decentralized to the regional and provincial levels. As yet, however, it is too early to assess the impact of the proposed changes under PDDEB.

The creation of the literacy fund (FONAENF) as an integral component of the PDDEB is also an indicator of evolving partnerships. This fund links institutional stakeholders in the centre with those in the regions, including representatives of the government, the external agencies and the NGO community. This will likely enhance both communication and collaboration among members of the fund, as well as their respective affiliates.

5.2.3 Partnership Among External Agencies

In the early years of the decade there were limited mechanisms for coordination of external agencies. Since the mid-1990s, new coordination mechanisms have been put in place.

At the level of the UN agencies, there is a coordinating committee chaired by the Resident Representative (UNDP). The committee has also established thematic groups, including one on access to social services, and sub-theme groups, including one responsible for basic education and literacy. The lead for this sub-theme group is UNICEF and the WFP. However, the UN development plan notes that all the joint programmes that the UN agencies have tried to implement in the latter half of the decade have encountered so many difficulties that they have not been fully implemented, in part because of the basic conditions necessary for coordination were not met (e.g., harmonization of the UN agency programme cycles and the development of common situation analyses) (UNDP, 2001b). This was certainly the case for the UN’s joint programme for basic education – *Programme Conjoint/Secteur de l’éducation de base (PC/SEB)*. This programme included activities to be implemented by UNDP and three other UN agencies (UNFPA, WFP and UNESCO). The activities of the other UN agencies have been completed, but the UNDP component of the programme has not yet begun and has recently been redesigned to respond to the changed priorities in the new UN programme for Burkina Faso.

The group responsible for coordinating all external agencies is referred to as the PTF group. Initially the group existed to ensure coordination of external interventions, with respect to geographic location and implementation strategies. However, beginning in 1996/1997, under the leadership of the Netherlands, the group was strengthened through the inclusion of the government representatives and the NGOs that provide support for basic education (such as

PLAN International, Oxfam and Cathwell).³⁵ The PTF group was very active during the development of PDDEB. Various authors have noted the strong leadership role played by the Dutch in strengthening this group (Gosparini et al., 2001; Ilboudo et al., 2001; Ministère des Affaires Etrangères, République Française, undated).

In 2001, Canada took over chairmanship of the group. Over the past year, meetings have been less frequent, although meetings of the “hard core” agencies providing common funding for the PDDEB have continued. Working groups set up to collaborate with the government on the development of the PDDEB have now been established to monitor implementation of the Plan. The report on the evaluation of EU support attributes this slowing down in coordination activities to the departure of the Dutch representative and the transfer of the role to another agency (Gosparini et al., 2001).

The Directorate of Research and Planning (DEP) represents the MEBA on the PTF group. In spite of considerable attempts by external agencies to encourage the MEBA to assume leadership of the group, it continues to be chaired by an external agency. Coordination of external agencies continues to be led by the agencies themselves and not by the government (Gosparini et al., 2001; Coulibaly, 2000).

In the latter half of the decade, France provided coordination in the non-formal education sector. Between 1996 and 1999, the PTF supporting non-formal basic education met at least every two months and conducted joint field missions. The 1999 national forum on literacy, which led to the creation of the FONAENF, was a major achievement in the coordination of the external agencies. In 1999, Switzerland took the lead for the coordination of external agencies, working with the Netherlands, France, Canada and UNICEF, which all support the non-formal sector. Meetings are not held regularly because the agencies already meet regularly with all basic education external agencies in the PTF group. However, when there is a particular issue to address, the group supporting the non-formal sub-sector meets frequently – up to two to three meetings a month.

Figure 30: Classroom at Satellite School in Fada Ngourma



In spite of the number of coordination mechanisms, throughout the 1990s external agencies tended to function independently from one another. Each has had its own agenda, its own field of targeted educational assistance, its own accounting procedures, and even its “own” designated geographical regions of intervention. Not only has this occasioned an element of rivalry for prestige among some external agencies (reflected by their tendency to place their distinctive logos

and national flags on project infrastructure, even in the most remote regions), but the different *modus operandi* of the major external agencies is now widely regarded by the MEBA officials as simply a normative feature of partnership.

³⁵ Part of the initiative for more active external agency coordination in basic education came from a recommendation of the EU’s Delors Commission reviewing education activities. The recommendation called for increased coordination of external support from countries of the European Union and required that one EU country be responsible for annual reports on education activities. When Canada took over leadership among the PTF, France took on the reporting responsibilities for the EU countries.

5.2.4 Partnership Among Government, External Agencies and the Non-government Sector

Burkina Faso has a tradition of involving the non-government sector in the country's development that pre-dates the period covered by this case study. The non-government sector includes both associations of individuals (in communities) and organized groups (non-government organizations and groups of other stakeholders, such as teachers' unions).

There has been strong involvement of NGOs specifically in basic education. A survey conducted by the BSONG in 1996 indicated that 84 (28%) of the 296 officially registered NGOs in Burkina Faso intervene in the education sector (Mbiye, 2002). The involvement of NGOs is most evident in the non-formal education sub-sector. However, NGO involvement in formal education has been more limited. The *Etats Généraux* on basic education in 1994 led to wider involvement of NGOs in the primary school system, particularly through the development of alternatives such as satellite schools, bilingual schools and community schools.

In spite of the importance of the non-government sector in the basic education system, the MEBA has historically not encouraged the involvement of community groups in educational decision-making. This was reportedly evident in the development of the PDDEB. Although the government worked closely with the PTF in the development of the 10-year plan framework, the non-government sector, particularly outside the capital, was not regularly involved in deliberations and decision-making. In particular, longstanding tensions between the state and the teachers' unions are undiminished. If anything, in the wake of discussions leading up to the approval of the PDDEB, relations between the unions and the MEBA became even more strained as the teachers' unions appear to have been only cursorily consulted prior to the ratification of the 10-year plan which will have major implications for the status of the country's primary school teachers.

Most major multilateral and bilateral agencies also have limited contact with the non-government sector beyond the capital. They establish their institutional partner relations in Ouagadougou where contacts are easily maintained and where stakeholders meet frequently. Direct links between international external agencies situated in the centre and NGO and community stakeholders that are primarily located in the regions are relatively rare. Only with prominent national NGOs such as *Tin Tua* and OSEO are these kinds of centre-periphery working relations established.

In contrast, international NGOs tend to be most active and visible in the various regions of Burkina Faso. The engagement of international NGOs at local levels has contributed substantially to the development of non-formal basic education. However, for the most part they operate autonomously and have taken little initiative to enhance communication with other stakeholders and foster close ties with local government officials and other international NGOs. It has likewise proven difficult for the government to coordinate NGO activity.³⁶ Although ideally in the realm of basic education, the provincial offices would undertake this responsibility, they rarely have the capacity or the resources to undertake such coordination. It is therefore left to the BSONG to organize meetings with NGOs and to encourage greater collaboration. Yet with scant resources at its disposal, the role of BSONG as a coordinating agency has proven to be minimal.

³⁶ Coordination is not necessary for control of the non-government sector by the government, but so that government can reduce the tendency to have a patchwork of non-formal education activities, by increasing coordination of the design of activities (e.g., curricula) and the sharing of experiences and learning.

The involvement of communities and students' parents directly in the basic education system has been limited to providing resources for the system. In the early 1990s, community involvement was a key feature of the *Education IV* project financed by the World Bank and other external agencies. However, the involvement of communities was typically restricted to contributing to the financing of schools. Communities and individual beneficiaries had limited involvement in the identification of needs, project design and decision-making (World Bank, 1999a).

5.3 Results

This section focuses on the results of evolving partnership relationships and addresses the following questions:

- To what extent and in what ways have the evolving concept and practices of partnership influenced the results and consequences of external support to basic education?
- Have evolving concepts been reflected in Burkina Faso for a sufficiently long time to have achieved any results yet?

There have been mixed results with respect to partnership involving all stakeholders – central and government (at central and regional/provincial levels), external agencies and the non-government sector.

5.3.1 Government and External Agencies

There is a general sentiment that partnership between government and the external agencies is more tangible today than it was during the first years of the past decade. As one interlocutor stated, “Before, external interventions were fragmented and often unilateral, but more and more the technical partners are willing to work *with* us.” Despite such sentiments, however, there are still concerns about the sustainability of external projects and indeed the entire EFA agenda – which has been strongly influenced by the World Bank and other major external agencies.

Several authors have noted the unequal nature of the partnership between government and external agencies (Boisvert et al., 2000; Buchert, 2002; Samoff, 2001). This was also expressed at the workshop during the final mission for this case study. How can there be a partnership when the “partners” are unequal in terms of capacity, resources, power and influence? A review of studies in the basic education sector (Ilboudo et al., 2001) noted a range of differing views of the influence of the external agencies:

- National stakeholders tended to agree that external agencies have had a strong influence on the design of studies. On the other hand, the majority of the external agency stakeholders did not share this view.
- All stakeholders tended to agree that it is only in the latter part of the 1990s that external agencies have engaged in true consultation with the government on the design and implementation of research and project evaluations. Prior to that time, “consultation” meant that the external agencies informed the government (Ilboudo et al., 2001).

Clearly, the perspectives of the representatives of the external agencies and the government vary somewhat when it comes to assessing the extent to which partnership exists and is even possible.

Throughout the last decade relations between international external agencies and the MEBA can be characterized as skewed, with external agencies having greater financial and technical clout. According to several senior government officials who spoke with the case study team,

multilateral and bilateral external agencies, along with the bulk of the international NGO sector, have functioned largely as independent entities, often proposing initiatives to the MEBA, but sometimes advancing projects with virtually no consultation with government officials. The result is that external agencies have had a significant influence on the basic education system.

The influence of the external agencies has been particularly significant given the limitation on national capacity. This issue is noted in many evaluations and reviews of external assistance (Boisvert et al., 2000; Vellutini, Le Goff, Burban, 2001; de la Gorgendière et al. (2000), Ilboudo et al., 2001; UNDP, 2001b). A particular frustration has been the level of staff turnover within the MEBA. External agencies must also deal with an institutional culture that, at times, has not made clear divisions of responsibility. This tends to result in administrative confusion and communication lapses, exemplified by meetings that are at times attended by some officials who need not be present, and not attended, at other times, by those who are crucial for purposes of information sharing and decision-making. Likewise, while external agencies are frequently attuned to the sense of urgency related to the needs and demands of basic education in Burkina Faso, and tend to act accordingly, a perspective that some external agency representatives have advanced is that the MEBA tends to place its priorities on routine administrative procedures and the protocol that often must accompany such procedures. In part, this may be due to an element of bureaucratic rigidity and to lack of technical expertise. In addition, however, officials in the MEBA are not immune from political pressures that impinge on their careers and, therefore, there may well be a tendency to “play it safe” rather than to be seen championing new causes and processes that depart from established ways of conducting ministry business. A further reasoning is that in meetings with ministry officials, external agency representatives tend to be keenly conscious of the modalities of external support and the nuances of institutional partnership, but may be forgetful that their national counterparts (some of whom may be relatively new in their positions) are less likely to be knowledgeable of the complexities of external assistance and more focused on their own mandates and areas of expertise within the ministry.

5.3.2 External Agencies

Improvements in cooperation and coordination among external agencies have had positive impacts on the basic education system. There have been some real improvements in external agency cooperation that have also been noted by other authors, specifically through the development of PDDEB (de la Gorgendière et al., 2000) and the establishment of new conditionalities for macro-economic budget support (UNDP, 2001b).

However some assessments note that there are still weaknesses in the coordination of external support and attribute the problems to a lack of reliable data, to the challenges of the inherent cross-cutting nature of coordination and to the underlying difficulties that external agencies have with coordination, in spite of their rhetorical support. All the mechanisms put in place have still not achieved the expected results (UNDP, 2001b).

The differing positions of various external agencies have resulted in some lack of cohesion among the agencies. In conducting interviews with agency representatives the team heard critiques of other agencies. This generally underscored differences between those agencies that are in the “hard core” and are planning eventually to provide budget support for the PDDEB and those that are not. There is still a level of scepticism about what is being called the programme approach and a “wait and see” attitude on the part of staff of some external agencies.

5.3.3 Government, Local Levels and Communities

The MEBA has retained a highly centralized, top-down decision-making structure. Thus, while the relationship between international external agencies and the central ministry can be characterized as one of varying degrees of partnership, this is less evident when the MEBA's relations with civic groups are considered. Many formal seminars involving national and international officials and representatives of civil society have been held to consider issues and challenges of basic education (for example, the 1989 seminar in Koudougou on basic education and the 1999 National Forum on Literacy in Burkina Faso). Yet, by and large, the MEBA's decision-making processes are determined internally in collaboration with external agencies. Rarely do non-governmental stakeholders, particularly beyond the capital, consider themselves to have been involved in the plans and policy directives emanating from the ministry. The operational review of the Canadian-supported non-formal education project (PENF) notes that, even though participants thought that the interests of civil society were being adequately addressed in the new literacy fund (FONAENF), it was primarily the representatives of multilateral and bilateral external agencies that participated in the creation of the fund (Sanwidi and Vaillancourt, 2001). This lack of ownership within civil society of the PDDEB was also noted in the evaluation of EU funding for basic education (Gosparini et al., 2001). Civic stakeholders (teachers and parents, in particular) have usually found themselves on the receiving end of new initiatives and policy directives.

It should be noted, however, that the importance of community involvement has been more widely acknowledged in the latter half of the decade. There appears to have been a modification of this type of top-down approach in the lead-up to the launch of the PDDEB. While it is too early to talk about "partnership" with civil society, there does appear to have been some level of consultation among the MEBA officials and various representatives of NGOs and civic groups as part of the formulation of the current PDDEB. However, this has been primarily at the national level – for example, with the Federation of Parents' Associations.

The involvement of NGOs in the PDDEB has been enhanced through the creation, in 1999, of a committee for coordination of NGOs working in basic education (CCEB/BF). This group is chaired by the Fond pour le développement communautaire (FDC), an NGO affiliated with Save the Children US. It has about 50 members and its objectives are to improve harmonization of activities, exchange information and experience, develop a profile of NGO activity in the sector and be the spokesperson for the NGOs in dialogue with government. The group has an annual meeting and then meets as required when there is an issue for consideration.

6.0 Conclusions

This chapter draws upon the findings of the previous three chapters and presents the case study team's conclusions about the evolution of external support for basic education in Burkina Faso over the 1990 to 2003 period. The themes and structure for this section are taken from a quote from a participant in the round table discussion with Burkinabè students in Canada: "It is not so much a question of what is done, as how it is done." In many respects, the implications of this statement vis-à-vis the importance of process in achieving specified goals is a fundamental principle underscoring many conclusions in this evaluation report.

6.1 The Nature and Evolution of External Support to Basic Education

The current status of external support has been largely influenced by the perceptions of both the government and the external agencies about the successes and limitations of ways in which external support was provided over the first half of the decade. In general terms external assistance for basic education in Burkina Faso has evolved from a fragmented project approach to an orientation that is attuned to principles of comprehensiveness and partnership. Yet the evolution of external support, and its effect on the structures and processes of basic education in the country, have been far from uniform and linear.

6.1.1 Project Assistance for Basic Education

Although there have been changes in both the rhetoric and practices with respect to external support during the past 10 years, what has not changed is the country's heavy dependence on external support for the basic education system. Four-fifths of the MEBA's investment budget is financed by external support and the MEBA's share of total external more than doubled increased from 1996 to 2000. Much of this assistance was directed towards a range of basic education projects that have been implemented either jointly with the MEBA or independently by the external agencies themselves. In addition to financing basic education projects, external agencies have also provided support in the non-financial areas of technical assistance and policy dialogue.

As well, although much attention has been focused on the direct contribution of multilateral and bilateral external agencies support to basic education activities, some agencies have also provided financial support through the non-government sector.

Throughout most of the 1990s, the preoccupation of external agencies and the Burkina government was to ensure the rapid expansion of basic education (mainly primary schooling) throughout the country. To a large extent, this was due to the common acknowledgment among the external agencies and the government that basic education is not only a basic human right, but also a precondition for poverty reduction and socio-economic development. This focus on rapidly expanding the primary school system and thereby enhancing the accessibility of schooling to (mainly) rural children, while in many respects a laudable goal, tended to create difficulties for the MEBA.

For the most part, until quite recently, international aid to basic education in Burkina Faso has been conducted essentially as discrete project assistance, with external agencies often focusing on specific aspects of basic education in certain regions of the country. Inevitably, however, this has meant that external agency support to educational expansion has been conducted in a fragmented, uncoordinated fashion. Agency attention has thus often focused on implementing stand-alone projects within set time periods which have then often been terminated with little thought to

continuity, the challenges of “going to scale,” and the need for an adequate “exit strategy.” In some situations, given the propensity of external agencies to affix their logos and flags to buildings and equipment, external assistance to the expansion of basic education appears to have been driven by the need to spend their own annual budgets expeditiously and in a manner that ensured a degree of “outcome visibility.” Unfortunately this has left Burkina Faso with the memories and material vestiges of pilot projects that have ended following the disengagement of external assistance.

In many respects, ministry staff have often had to be as focused on meeting the needs of the external agency community as they have been on heeding the officially stated needs and objectives of the country. In addition, in some cases, project priorities of the external agencies have differed from those of the government. For example, UNICEF, in accordance with its international agenda, has focused on a series of actions related to early childhood education, minority language education, non-formal education, and child-to-child and child-centred methods of pedagogy. Yet these have not been central ministry priorities. This has resulted in the tendency among officials within UNICEF and the MEBA to make distinctions between “their” ways and “our” ways.

It should be noted, however, that the characteristics of “project” support during the 1990s have by no means been uniform. Indeed, some projects implemented over the past decade have been implemented more as “programmes” in accordance with the definition suggested for this evaluation. This was exemplified by the *Education IV* “project” which was broader in scope, covered more regions of the country, involved more external agencies, covered multiple components of the basic education sector, and was longer-term than most conventional projects. The *Education IV* project also comprised common funding and a degree of untargeted budget support. As suggested by the PACEB evaluation (Boisvert et al., 2000), to some extent, there seems to have been a sort of pendulum approach to external aid to basic education within the last decade, with external agencies moving from a programme approach (e.g., *Education IV*) to a project approach (with projects like PACEB) and now gradually back to a programme approach (as exemplified by the current PDDEB).

By mid-decade, in light of concerns about the lack of coordination and consequent cost-inefficiencies, and about the dubious long term effectiveness of many externally initiated interventions, external agencies and the government began to seriously reflect on the persistent low level of the performance indicators for basic education and on the limitations of the “project” approach to external support. As a result, during the latter half of the 1990s, a fundamental shift in the discourse of external assistance to basic education emerged, one that emphasized the advantages of “programme” support as opposed to “project” support. The most prominent of the agencies in this discursive shift were the World Bank and the governments of the Netherlands and Canada. They, in turn, have encouraged other partners and members of the government to work towards the creation of a programme approach based on a long-term plan, developed nationally, for the expansion of basic education. The fruit of this shift in discourse has been the development of the PDDEB to which the government and external agencies are now generally committed and for which there is now a group of external agencies (the “hard core” group) committed to funding the implementation through a common fund. This new arrangement colours both the conclusions and the recommendations of this evaluation.

6.1.2 PDDEB: Project Support, Programme Support, or SWAP? – or a Hybrid?

There is no doubt that in recent years coordination between the external agencies and the government, and among the agencies themselves, has greatly improved. This level of coordination has resulted in a number of significant achievements: the development of the PDDEB with common funding and harmonized accountability procedures acceptable to three agencies, the development of the tripartite literacy fund (FONAENF) within the framework of the PDDEB, and the establishment of new conditionalities for budget support. Even those agencies that are not committed to common funding have nonetheless expressed willingness to working within the framework of the PDDEB, to encouraging a bigger decision-making role for the government in the design, implementation and monitoring of projects, and to increasing the involvement of nationals in the execution of projects.

Yet, as this evaluation report has attempted to demonstrate, there remain questions as to the “modality” of external assistance, as outlined according to the terms of the PDDEB. Most respondents regard the PDDEB as the embodiment of a programme approach. At the same time, however, although the term “sector-wide” approach (SWAp) is seldom used in Burkina Faso, many components of a sector approach are evident in the PDDEB. Table 7, on the following page, identifies the characteristics of a number of support modalities. The shading in the boxes illustrates how the Burkina government and external agencies are defining “programme” support for implementation of the government’s recent national plan for basic education. As the table illustrates, even though the term is seldom used in Burkina Faso, many aspects of the PDDEB are consistent with a SWAp.

It is useful to consider each characteristic of a SWAp to determine how the current plans for external support for the implementation of the PDDEB have evolved nearly into a SWAp. The PDDEB is the first step in Burkina Faso towards the implementation of a sector-wide approach to external support. However, it is too early to assess the success of PDDEB in achieving a SWAp. The assessment given here takes into account two things: what has been achieved to date in the design and launch of PDDEB; and the plans for external support under PDDEB in the future. For this reason, the conclusions with respect to each SWAp characteristic are only tentative:

- *Scope of external support* – The scope of the PDDEB is clearly on basic education, not the education sector as a whole. The PDDEB includes innovative approaches to engage the government, the external agencies and non-government organizations in non-formal education activities. However, from the perspective of the definition in the literature of a SWAp, the PDDEB is more consistent with “programme” support than a SWAp because of the limitation in the scope to basic education. In the SWAp terminology, this is a sub-sector;
- *National ownership* – In theory, the 10-year plan was developed on the basis of a process of consultation involving all stakeholders in the basic education system. However, the extent to which all stakeholders feel equally involved and influential in the process varies. The consultations at the national level, including both government and non-government stakeholders, appear to have been well received. However, outside the capital, at the decentralized levels, stakeholders (both government officials in the regional and provincial offices and community representatives) appear to have been less involved. The extent to which there will be evolving and continuing national ownership of the plan and its implementation remains to be seen;

Table 7: Support Modalities of External Agencies for the PDDEB (Based on Plans for PDDEB Support)

Characteristic	Project Support	Programme Support	SWAp	Macroeconomic Budget Support ³⁷
Scope	Limited – one or two components within a sector or sub-sector; covers limited number of regions in country; uses only one strategy	Usually covers all regions of a country, addresses several components of basic education, uses multiple strategies	Covers a whole sector (e.g. education)	Covers all public sectors
National Ownership	Limited – includes consultation on design (usually with one organizational unit) and is subject to signed agreement with the government	Limited – consultation on design and subject to signed agreement with the government	Full national ownership – based on national strategic plan/programme. Ownership includes government and non-government actors	Full ownership by government
Involvement of External Agencies	Limited – to one or two external agencies	May involve a number of (but not all) external agencies	All external agencies involved in supporting the national plan/programme	Limited to setting objectives of support
Funding channel	Directly to project activities by external agencies; usually includes counterpart cash or in-kind contribution	Funding may flow through the government but is usually targeted to specific activities	Through the government (either targeted to specific activities or untargeted); may be, but not necessarily, through common funding	Direct to government
Implementation	Through separate execution unit – may be shared with government	Through separate execution unit – may be shared with government	By government	By government
Length of Commitment	Usually short-term – three to five years	May be short-term or medium-term – three to eight years	Usually long-term – 5 to 10 years	Usually short term

³⁷ The term “(earmarked) budget support” is also used to refer to direct support provided to the recipient country’s national government, usually through the ministry of finance, but is earmarked, directed or targeted to a specific sector or sub-sector (such as basic education). Usually, however, the government has flexibility to move resources around within the sector or sub-sector.

- *Involvement of external agencies* – Eleven agencies supporting basic education in Burkina Faso have signed the partnership agreement that commits them to working within the framework of the 10-year plan – this includes most of the key agencies supporting basic education. Provisions have been made for other external agencies that wish to support the PDDEB to sign the existing partnership agreement. The extent to which the external agencies will, in fact, respect the commitments to work within the PDDEB remains to be seen;
- *Funding channels* – The “hard core” agencies are committed to providing their funding through a common fund, which will be fully implemented in the second phase of the PDDEB. However, some will continue to fund existing projects, although these projects will fit within the PDDEB framework. Other agencies not in the “hard core” group will continue to fund projects, albeit within the PDDEB framework, since they are unable to participate in common funding. This mixed approach has elements of both “programme” and “sector-wide” approaches. The extent to which the integration of projects within the programme framework will be successful remains to be seen;
- *Implementation* – All external agencies that have signed the partnership agreement are committed to implementation by the government *as the situation allows*. This suggests that some agencies may not be able to accommodate implementation by the government. The extent to which the government is responsible for all implementation remains to be seen; and
- *Length of commitment* – The “hard core” agencies have committed to funding for the 10 years of the PDDEB. The extent to which these commitments will be realized remains to be seen.

Most external agencies perceive that this shift towards a programme approach represents a significant change from the modes of support in the first half of the decade. Certainly, there are elements of the “programme” approach in the PDDEB that are new. In particular, there has been an evolution with respect to the degree of national ownership of the development and administration of basic education, the coordination of external agencies and the length of external agency commitments. In part, this reflects a significant change in the reality of the partnership relationship (Samoff, 2001) that will be discussed below.

Nevertheless, as some interview respondents pointed out, there are concerns that the PDDEB may, in the long run, prove to be just “one big project.” Such concerns reflect Samoff’s (2001) argument concerning the evolution of support for basic education in Burkina – that, in fact, the change in the rhetoric from *project* to *programme* funding is not as significant as most external agencies and government representatives suggest. Certainly, in terms of priorities, aims, and objectives, the PDDEB does not signal a major departure from the preoccupations of the government and external agencies during the past decade. Expansion and qualitative improvements in basic education, particularly in the realm of primary schooling, are the consistent themes of the PDDEB just as they have been for many years.

Moreover, although the PDDEB was officially launched in 2002, it remains to be seen whether there will be a fundamental shift in the reality of the nature of external support. Initial impressions from the implementation of the PDDEB, scepticism on the part of some stakeholders, and the lack of clarity on the positions of some external agencies with respect to programme support (Gosparini et al., 2001) suggest that the shift is not complete.

- The 10-year plan was developed on the basis of extensive consultations with at least stakeholders at the national level. This provides a solid basis for national ownership of the plan. However, there are elements of the plan that still reflect the influence of the external agencies and the inability or unwillingness of the government to make decisions on the future of the basic education system. For example, the PDDEB reflects on-going experimentation with different approaches to bilingual education. In spite of the fact that different external agencies have been experimenting, promoting and evaluating these approaches for many years, the government has still not made the decision about what the profile of basic education will be. As noted above, neither the government nor the external agencies seem to be willing to take the responsibility of taking these innovations beyond the level of experimentation by taking them “to scale.” Experiments promoted by different external agencies continue to be a feature of the PDDEB;
- There are indications from the interviews that, at the regional level, local authorities would be willing to accept external support even if it was not provided within the framework of the PDDEB; and
- Although the length of commitment of the “hard core” external agencies is considerably longer than that of external support over the past decade, the fact that in some cases formal authorization for the funding can only be given for each phase of the PDDEB means that there is still a possibly significant level of risk that the long-term funding may not materialize.

It likewise remains to be seen if both the government and the external agencies are able to continue to respect their commitments with regards to this new approach. In addition, the development literature is clear that a SWAp must be seen as a process rather than a blueprint. Much of the success of the move to a SWAp hinges on the way in which the SWAp is developed and the quality of the partnerships. In Burkina Faso, already there are signs that compromises are being made, which place a premium on addressing the needs of the external agencies either at the country or international level. For example:

- In 1997, Burkina was one of the first countries to qualify under the HIPC initiative and nearly half of the HIPC funds being made available will be allocated to basic education activities. However, to qualify for this HIPC funding, the government had to meet specific conditions, determined by the external agencies, to reduce the teacher salary costs, including changing the approach to teacher recruitment and the status of teachers, by creating a category of community-based teachers (Gosparini et al., 2001). This has caused considerable difficulties for the government in managing its relations with the teachers’ unions. Some government respondents in the interviews and at the workshop felt not all options for reducing salary costs had been adequately explored before the external agencies required these changes;
- According to several MEBA personnel, the FTI was imposed on the government by the external agencies. (According to one external agency, the Initiative was, in fact, initially imposed on the country offices by the headquarters of the external agency organizations.) At the EFA summit in Dakar, the Burkina Faso delegates report being inundated by international expertise and research data that they had not previously seen. Confronted with conclusions that had been determined prior to the conference, on the basis of information and knowledge not available to them, the delegates not surprisingly found themselves to be in a weak negotiating position. In light of the external agencies’

economic and political strength, the government of Burkina Faso agreed to accept a “fast-track” for basic education, in spite of the very tight timeframes for the preparation of the proposal in Burkina Faso. One respondent indicated that there was strong political support for the Initiative from outside the MEBA, which encouraged the MEBA and the PTF country offices to develop the FTI proposal in 2002. Some external agency staff suggested that Burkina Faso would have to get “on board” or be left behind by other countries;

- Information from interviews conducted for this study cause the team to raise the question “What is the PDDEB?” Most respondents suggested that it is a framework for the development of basic education in Burkina Faso. However, an alternative view, suggested by some respondents, is that it is a framework for *external support* for basic education in Burkina Faso. The fact that “common funding” external support for PDDEB (although it supports both recurrent and investment expenditures) is counted in the MEBA’s investment budget supports this point of view. The differences in these two responses are only subtle, but they convey an important message about the ownership of the national plan. The creation of the SP/PDDEB as a separate unit for monitoring the implementation of the PDDEB adds some weight to the alternative view. Although the SP/PDDEB has now been integrated with the central directions in the MEBA, the fact that a separate unit for monitoring and liaison with the external agencies has been created – rather than conveying this responsibility to a central direction – suggests that the PDDEB is in fact the framework for external support, rather than the overall plan of the Ministry; and
- Although the SP/PDDEB was created only to monitor the implementation of the 10-year plan and not to implement it, when there were delays in the development of the national plan for the PDDEB implementation, the MEBA responded to the time pressures of external agencies and asked the SP/PDDEB to pull together the national plan in the place of the central directions. This was done to respond to the need for the external agencies to disburse funds before the end of their fiscal years. In addition, the SP/PDDEB unit includes four programme officers who are experts in the areas covered by each of the four PDDEB objectives. While it is their role to liaise with the MEBA headquarters directorates for the implementation of the PDDEB, the creation of separate responsibilities for the PDDEB objectives within this unit may lead to duplication in responsibilities. The PTF had agreed to finance external specialists to strengthen the SP/PDDEB. However, in spite of the reluctance of the PTF, the MEBA chose to recruit officers from within the Ministry, potentially drawing away strong resources from the line units of the Ministry in order to have stronger resources available for the liaison with the external agencies.

6.2 Externally Supported Basic Education

External support has been instrumental in facilitating a significant expansion of Burkina Faso’s basic education system. While this can be regarded as a highly positive development, several cautionary observations can be made.

6.2.1 Primary Schooling as an Isolated Sector

Although basic education officially comprises three domains of instruction and learning – pre-school, primary school and functional literacy training for adolescents and adults – it is clear that

most of the attention of the government and the external agencies has been devoted to the expansion of the primary school system. Pre-schooling is marginal and undeveloped, a small sub-sector that is sustained mainly through private means and the interest of UNICEF and some NGOs. Likewise, support for functional literacy training by the MEBA is small in comparison to public expenditures on primary schooling. By and large, multilateral and bilateral external agencies have maintained the same differentiated support for these different domains of basic education. Although external support for literacy training has been sizeable, it has largely been indirect, with most of it channelled through national and international NGOs, all of which rely heavily on external funding and technical assistance for their operations. The bulk of external financial and technical assistance has been allocated to the construction of schools, to the production and distribution of material and equipment for new schools, and to the augmentation and training of the primary school teaching force.

Because of the heavy emphasis on supporting primary schooling, in many respects it has come to be regarded as a sector onto itself, rather than as a sub-sector of a more comprehensive, multi-faceted educational system.³⁸ Partly, this has been a function of the division of ministerial jurisdictions, whereby the MEBA is responsible only for the primary school component of the formal educational system. Yet, partly, it is due to the enormous international post-Jomtien attention to basic education *per se*. As a result, while substantial efforts have been devoted to expanding school access and augmenting levels of enrolment in Burkina Faso, there has been relatively little direct attention paid to the prospects of primary school leavers.

Options confronting many primary school leavers, most of whom are just beginning their teen years, are limited. Only a small proportion of them, those who achieve the highest exam scores or whose families can afford private schooling, can be absorbed into the secondary school system which has not kept pace with primary school expansion. Others gravitate to seasonal indigenous language literacy classes and to other forms of non-formal education, which, ironically, are generally oriented towards children and adults who have not had the opportunity to attend formal schooling. For the most part, however, youngsters who leave primary school are expected to somehow be absorbed into society as productive citizens. Yet, given their young ages, and the perennial constrictions on domestic labour markets, prospects for immediate employment are very limited for the vast number of primary school leavers. In effect, while substantial efforts have been made to expand a primary school system, which has not substantially changed from its longstanding “classical” forms of academic curricula and standardized assessment procedures, there appears to have been little attention to the connection between the schooling of children and the challenges that confront most of them when they are no longer in school.

6.2.2 Primary School Reforms

In response to longstanding concerns about the quality and relevance of primary schooling, various external agencies have provided technical assistance aimed at improving the quality of teaching, enhancing methods of assessment, and inserting new topical subjects in the school curriculum. Other reforms have been encouraged in response to resource constraints. As outlined above, multi-grade classrooms and double cohort teaching have been introduced not as ways to fundamentally change methods of teaching and learning, nor to alter the purposes of schooling, but rather as ways of coping with disparities between the supply and demand of schooling. Likewise, satellite and bilingual schools have incorporated indigenous language instruction into the classroom (hearkening to earlier attempts of the erstwhile “experimental schools” of the

³⁸ However, just as this evaluation was drawing to a close, the government indicated its intention to expand basic education to include the early years of secondary school.

1980s) and have been formally established as “community owned” schools, whereby a substantial portion of the expenditures on school management has been transferred away from the government. Unfortunately, however, the track record of efforts to engender substantive school reform in Burkina Faso is not good. Rarely do such initiatives move beyond limited pilot project stages. Thus, primary schooling in Burkina Faso consists of a large core of conventional “classical” schools and a patchwork of other modalities of schooling that have been sponsored by various external agencies but are unlikely to fundamentally alter the structure of the overall system.

That reform efforts have tended to foster a range of different school “types” is largely due to the fact that none of the major stakeholders of basic education in Burkina Faso is able or willing to shoulder responsibility for institutionalizing major reforms “to scale.” In the national context, at one end of the spectrum, government appears unable to provide the necessary political leadership to generate fundamental changes to primary schooling. At the other end, local communities (civil society) have neither the resources nor the knowledge base to maintain sustained support for primary schooling, let alone new primary school initiatives. And external agencies, while sometimes eager to promote reforms and support pilot projects, continue to demonstrate profound reluctance to commit themselves to long-term recurrent expenditures that sustained support for major primary school change would entail. Consequently, the familiar road of the “classical” primary school that has been travelled in the past, despite pitfalls, hurdles, and enormous uncertainties, remains the main road that government and external agencies continue to pursue.

6.2.3 The Peripheral Status of Literacy Training

In contrast to primary schooling, non-formal literacy training is highly decentralized and is subject to much more diverse systems of management (often by NGOs and by community associations). Literacy training centres also tend to be open to all age groups, are more reasonably well connected to the norms and rhythms of local life, and *can be* effectively integrated within the context of a host of other forms of education. It seems surprising, therefore, that despite commitments made to enhance levels of literacy in Burkina Faso, overall government efforts in this domain remain relatively small. In effect, literacy training has been left largely to the non-governmental sector. The “*faire-faire*” approach of the PDDEB for non-formal education represents more or less a formal recognition of past practices. What is worrisome, however, is that there is great variety in terms of the quality and espoused aims of literacy training. Indeed, while over the years concerted efforts have led to widespread expansion of local language literacy training in all parts of the country, the acquisition of literacy skills – an officially recognized facet of basic education – too often seems to be regarded in Burkina Faso as an end in itself. When acquisition of basic literacy skills is thus regarded as terminal stage rather than as a point of departure towards further organized learning and action, the value of literacy is often ephemeral. It is little wonder that in a country where most rural communities lack an environment of literacy and where incentives to regularly apply literacy skills are often negligent, levels of literacy remain low. For, as Belloncle (1997) has observed, “it takes 300 hours for an adult to become literate in her maternal language and only 290 hours to become illiterate again” (p. 7 [*translation*]). Nevertheless, the creation of FONAEF within the framework of the PDDEB is a significant step towards enhancing the valorization of non-formal literacy training as a key component of basic education in Burkina Faso. In the view of most stakeholders the FONAEF is a relatively small element of the proposed 10-year plan, but quite possibly it may be the basis of reform in which flexible modalities of educational delivery fit closely to varied educational needs and aspirations in different parts of the country.

6.2.4 Achievement of the EFA Goals

The results of this case study suggest very clearly that it will be difficult for Burkina Faso to achieve the EFA goals by 2015. Already some stakeholders believe that the goals set for the 10-year plan are too ambitious, noting specifically that the level of school construction and teacher recruitment required to meet the targets will be difficult to achieve (Gosparini et al., 2001). The MEBA, in a document presented for a government seminar in April 2003 noted that, in spite of considerable efforts, the primary school gross enrolment rates have only increased by one percentage point a year between 1999 and 2001 (MEBA, 2003). It attributes the slow progress to strong population growth. This will likely continue to have a strong impact of the possibility of attaining the PDDEB or the EFA goals.

The World Bank estimates that the cost of implementing the programme outlined in the 10-year plan will be three times the total value of the MEBA budget in 1999. The funds required will surpass those becoming available through the HIPC initiative (World Bank, 1999b). The difficulty that Burkina Faso will have in meeting the EFA goals is also highlighted in the EFA Global Monitoring Report 2002, *Education for All: Is the World on Track?* (UNESCO, 2002). Burkina Faso is cited as one of the countries with a low chance of achieving the goal of UPE – far from the goal, but moving towards it – and at serious risk of not achieving the goal of adult literacy.³⁹

Privately, many national officials also have doubts about the feasibility of the 10-year plan. In their view, the plan does not take into account long-standing social, economic, and cultural constraints in the country. Indeed, there are those, in both the government and in external agencies, who are concerned that establishing goals that are exceedingly difficult for the country to achieve within the stipulated time frame is tantamount to setting the government up for failure.

Moreover, there is an element of mistrust concerning external agency claims regarding the significance of institutional capacity building. This scepticism about the PDDEB being the panacea for basic education in Burkina is also shared by some external agencies. Indeed, according to the World Bank, “Key programme targets and monitoring indicators of the first phase [of the PDDEB] . . . have been retained by the external agency community and the Ministry of Basic Education as *stretched targets (to motivate the Government to do as much as possible), but the actual results may be lower*” (p. 2) [our italics] (World Bank, 2001c). Representatives of other external agencies raised concerns about the capacity of the MEBA to absorb and effectively use the external resources flowing to the government for the PDDEB. They noted also their concerns about the capacity of the MEBA to implement the PDDEB as planned and to manage the funding channelled through a common fund. This harkens back to the finding of the Public Expenditure Review, which suggests that the problem of financing for basic education is more a problem of the rational and equitable use of available resources than the availability of resources (Ouédraogo and Koussoubé, 2000).

³⁹ The EFA Global Monitoring Report 2002 is published by UNESCO and was commissioned by them on behalf of the International Community. As the acknowledgement page to the document makes clear: “The analysis and policy recommendations of this Report do not necessarily reflect the views of UNESCO.” The report itself was compiled by a team of authors under the direction of Christopher Colclough.

6.3 The Changing Nature of Partnership

There has been a lot of dialogue about partnership over the past 10 years in Burkina Faso and, as a consequence, a notable effort during the latter part of the decade to foster “renewed” partnerships. This has generated some significant improvements in the relations between the central government and external agencies, and a greater association of national expertise with implementation of external support. Yet, despite the achievements that have been made in fostering a greater degree of parity, there is still a sense among many stakeholders that the government is not “in the driver’s seat” in terms of basic education goal-setting and policy-making.

Drawing from the evidence of this evaluation report, a number of factors can be identified that directly impinge on the nature of partnership, particularly between the government and external agencies.

6.3.1 Shared Roles and Participation

At the beginning of the decade, external support was provided by external agencies based primarily on their assessment of need. Projects were implemented by the external agencies, often through execution units staffed primarily with expatriate experts. Gradually, however, over the decade external agencies began to engage nationals in the implementation of activities, and engage the government, primarily at the central level, in agency processes of needs identification. This increasing involvement of national stakeholders in agency activities has been reflected also in improved coordination mechanisms that involve both the government and external agencies. Since the latter half of the 1990s, external agencies have likewise been able to work more effectively with each other, and with the government. This has been exemplified by the consultative processes underlying development of the PDDEB, the establishment of new conditionalities for macroeconomic support, and the creation of the new small grants literacy fund (FONAENF).

The development of the PDDEB in particular signalled a change in the way in which stakeholders participated in the sector. Nevertheless, as noted earlier, stakeholder participation in planning and conceptualizing the PDDEB was manifested mainly at the central level, while the participation of government officials and civic organizations in the regions was minimal. As the recent joint evaluation of the implementation of the PDDEB has observed, the PDDEB is still not well understood at the field level (PDDEB, 2003).

With the implementation of the PDDEB now underway, the government has undertaken a number of preliminary steps to decentralize operations of the basic education system and to engage more effective participation from regional and provincial stakeholders. In this, the government has received strong support from external agencies. While the process of expanding participation within the context of the PDDEB is in its early stages, regional MEBA staff are cautiously optimistic that the current deconcentration will truly lead to true decentralization of genuine decision-making authority and resource management.

While the level of consultation has increased, concerns are still being raised about the pace of these consultations and the extent to which the external agencies (both nationally and internationally) are prepared to respect the pace of all partners and be consistent in their priorities. Some respondents were critical of the extent to which the external agencies – in some cases driven by their headquarters’ offices – set the pace for external support, rather than allowing it to

evolve at the pace of development in the country, and shift priorities to address the directions of the international community. They were particularly critical of the way in which the government has been encouraged to take part in the FTI. The time frames and the requirements of this Initiative are not compatible with the capacity and pace of the MEBA. This Initiative focuses on accelerating progress towards achieving the Millennium Development Goals of universal quality primary school education and gender equality by 2015. The government plans calls for achieving primary school enrolment of 70% by 2009. Combining these two objectives means that, if all goes according to plan, primary school enrolment will have to increase from 70% to 100% in the six years between 2009 and 2015. This represents a 30 percentage point increase in six years when the PDDEB will only have achieved a 30 percentage point increase in 10 years. It also means that FTI funds, if the Initiative is implemented according to its objectives, will focus on increasing primary school completion rates. This will draw attention away from the EFA goals that also include pre-school and non-formal education.

6.3.2 Continuity and Integration

Continuity of policies, resources and staff, and the integration of activities in basic education with other parts of the public sector, are likewise significant in the development of partnership relations. Yet, the record of continuity and integration in Burkina Faso is mixed.

One of the most significant challenges to partnership in Burkina Faso has been the lack of continuity of staff – both within the external agencies and the government. The team noted in the data collection for this evaluation that the rotation of external agency staff leads to a lack of corporate memory and limited opportunities to learn the lessons of past experiences. Where major achievements have been made in the building of partnerships they have been accompanied by continuity of representation from external agencies – either by the same people (for example, the World Bank) or by continuity of approaches (for example, the Netherlands).

While the lack of continuity within some external agencies may lead to some inefficiency, the lack of continuity of government staff is a major handicap to the development of partnerships. The high turnover rate of staff within positions in the Ministry makes it hard to establish partnerships. This lack of continuity also poses challenges for the development of capacity and hence of the technical and political parity that are essential for effective partnerships.

Over the years, of course, there has been considerable continuity in the flow of external agency resources devoted to the expansion and improved operations of basic education in the country. Yet, problems associated with project discontinuity and with failures to integrate project innovations within the mainstream system have served as obstacles to the development and sustainability of partnerships. While several external agencies have continued, over many years, to promote particular innovations in basic education, the government in Burkina Faso has usually been reluctant to fully adopt such innovations, even when they have been positively evaluated. Thus, it is that even under the auspices of the PDDEB, there are still uncertainties as to the status of innovations such as the satellite schools, the bilingual schools, and the CEBNFs.

Overall, the PDDEB presents an opportunity for enhancing continuity and integration of resources. The external agencies committed to the common funding formula have expressed a willingness to maintain this commitment throughout the 10-year duration of the plan. Moreover, it seems that all external agencies are committed to working within the framework of the PDDEB. Nevertheless, the test will be whether the agencies and the government will be able to maintain their respective commitments to the partnership in the face of pressures and constraints that continue to exist outside the common programme framework.

In addition, some external agencies, the World Bank, for example, have been able to achieve considerable continuity in staff. The importance of continuity within external agencies is highlighted in the World Bank's recent evaluation of the Country Assistance Strategy in Burkina Faso:

A key lesson for the Bank, in recognition of the length and difficulty of policy reform and the degree of persistence, skill and detailed knowledge required to carry it out successfully, is to ensure continuity in the country team. For such an important and... massive undertaking, intermittent monitoring and supervision directed primarily at determining the fulfillment of project conditionality, and particularly if accompanied by frequent staff changes, is inadequate (World Bank, 2000a, p. 23).

6.3.3 Administrative Arrangements and Local Capacity

The issues of administrative capacity and arrangements are closely related to the capacity of government staff, but also to the administrative arrangements of the external agencies. During the first half of the decade, when the project approach was the key modality for external support, each project was implemented with the administrative arrangements of the particular external agency. This posed a considerable burden on staff of the MEBA who had to devote more efforts to meeting the requirements of multiple external agencies than to meeting the needs of the basic education system. Various attempts to harmonize procedures (notably among the UN agencies) have been difficult and slow to establish. Within the context of the PDDEB, the "hard core" agencies have established common reporting procedures that, if they are successful in meeting the requirements of all the agencies, will alleviate some of the burden on MEBA staff.

Some respondents were critical of the extent to which the external agencies have imported innovative ideas from other parts of the world without consideration of the implications in Burkina Faso. Some of these ideas (satellite and multigrade schools, different forms of bilingual education) are still being operated as experiments in Burkina Faso. The government has yet to integrate some of them (e.g., bilingual education) formally into the basic education system. It is planned that further evaluation will be conducted during the first phase of the PDDEB to determine whether to "go to scale" with these experiments.

On the other hand, many respondents noted the openness of the external agencies to greater national involvement in the implementation of external support. The implementation of the PDDEB will be the responsibility of the government, without separate external agency execution units. Even those agencies that are not part of the "hard core," that is providing common funding for the PDDEB are now much more likely to involve national expertise in the implementation of their own projects. Yet, it remains to be seen how the external agencies operating within the framework of the PDDEB will respond to problems and contingencies as they arise – i.e., whether they (and the government) are able to adopt locally developed modifications and solutions, or whether solutions will be essentially "imported" from outside with minimal dialogue among national stakeholders.

7.0 Implications for Policy and Programmes

On the basis of the findings of this case study, and in light of the PDDEB, which was recently adopted following years of discussion and reflection and is now the blueprint for basic educational development in Burkina Faso for the next 10 years, the team has identified a number of issues that have major implications for basic education policies and programmes. The discussion of these issues is organized by theme rather than by a formal distinction between policies and programmes. The rationale for this approach is three-fold. First, in many respects the formulation of policies and the subsequent implementation of projects and programmes cannot be easily differentiated as discrete activities involving completely different groups of actors. While policies can be characterized as statements of prescriptive intent, they are often subject to ongoing negotiation by many actors at different levels. As such, they tend to be appropriated and modified by those expected to apply them. Likewise, as social policy-making is itself a set of practices that are subject to appraisal and re-formulation in response to the contingencies and constraints of programme implementation, policies and programmes that relate to external aid to basic education in Burkina Faso are inter-connected processes that are affected by, and must respond to, broadly similar issues. Second, while it is difficult to draw distinctions between the dynamics that affect policy-making and programme implementation, it is important to be cognizant of the different agendas and priorities that various stakeholders bring to their involvement in basic education. Stakeholders may thus have different perspectives on what constitutes a “policy” and what constitutes a “programme.” To avoid such confusion, issues and implications are presented thematically with the intention of transcending concerns about where policies end and programmes begin. Third, despite different organizational agendas, all stakeholders attach significance to the concept of partnership, and all espouse a common interest in expanding and improving basic education in Burkina Faso. In line with this degree of consensus, the study team regards stakeholders as being generally bound to the same issues and problems. As a result, what is of concern to external agencies is likely to be an issue that is important for the central government – and vice-versa. The key issues raised in this chapter, therefore, not only cut across the formal policy/programme divide, but are pertinent to all stakeholders.

Nonetheless, in view of the TORs of this evaluation, Table 8 presents a summary of issues that can be divided loosely into general orientations (listed under “policy implications”) and more proposed actions (listed under “programme implications”). These categories are further subdivided according to the broad stakeholder groups (“external agencies” and “national partners”) that are likely to have the most direct influence on the issues identified. The table thus serves to cross-cut discussion of thematic issues in a way that may facilitate subsequent discussions concerning policies and programmes.

It should be noted as well that the issues presented here are not intended to challenge or depart from the overall thrust of the PDDEB that, after all, is now the generally accepted framework of basic education policies and programmes in Burkina Faso. Instead, the discussion in this chapter is intended to foster reflection and hopefully action within the existing framework of the PDDEB.

Table 8: Policy and Programme Implications for Government and External Agencies

Stakeholder	Policy Implications	Programme Implications
<p>National Partners</p>	<ul style="list-style-type: none"> • Senior politicians and bureaucrats to show strong leadership in ensuring that ministerial reorganization and reform are carried out expeditiously and with minimal political interference; • Senior politicians and bureaucrats to show strong leadership in ensuring that a process of decentralization is judiciously pursued, with emphasis on greater latitude for regional initiatives (i.e., increased autonomy of regional and provincial decision-making and spending); • Central government to place a priority on developing a culture of trust and reinvigorated professional commitment among primary school teachers; • Heighten attention to areas of basic education other than the primary school system; and • Increase attention to the issues of educational “relevance” and educational alternatives for the majority of children and youth who cannot continue in the formal post-primary school system. 	<ul style="list-style-type: none"> • MEBA to undertake <i>expeditious</i> implementation of changes in administrative structures and procedures as recommended in a recent organizational review of the ministry; • Decentralization to be fostered by: <ul style="list-style-type: none"> • Development of stronger partnerships at regional levels among government authorities, NGOs, and community groups; • Strengthening of knowledge bases and technical capacities at regional levels; and • Strengthening of organizational capacities of parents’ associations and other associated community groups; • A sense of teacher “partnership” in processes of educational change to be strengthened via the following: <ul style="list-style-type: none"> • Ongoing consultation and dialogue with teachers at central, regional, and provincial levels, particularly with regard to all aspects of educational change; • More effective systems of in-service training and support, with a substantial transfer of resources to regional and provincial offices earmarked for such activities; and • Increased resource allocations for training in local language instruction; • Support for primary school graduates to be augmented via the following: <ul style="list-style-type: none"> • Expansion and improvement of CPAFs, with a view to transforming them into <i>community education centres</i> designed to facilitate youngsters’ transition from primary schooling to the world of work; • Encouragement of increased vocational training of all sorts, while carefully heeding the lessons and pitfalls of past vocational training initiatives; and • Effective use of FONAENF grants; • Support for those with newly acquired literacy skills to be augmented via the following: <ul style="list-style-type: none"> • Development of environments of literacy at community levels through the increased production and distribution of reading materials in national languages and in French; and • Development and expansion of a network of community libraries, and book and newspaper selling outlets, to greatly expand popular access to a range of reading materials.

Stakeholder	Policy Implications	Programme Implications
External Agencies	<ul style="list-style-type: none"> • Adhere to the conditions and objectives of the PDDEB; • Adhere to the objective of putting the government in “the driver’s seat”; • Augment institutional flexibility as a way of enhancing the capacity to compromise and collaborate; • Strengthen collaborative ties among the “inner circle” of agencies wedded to the PDDEB and those that, so far, have not committed themselves to the PDDEB; • Encourage a culture of trust and reinvigorated professional commitment among primary school teachers, particularly as this relates to all aspects of educational change; • Heighten attention to areas of basic education other than the primary school system; and • Increase attention to the issues of educational “relevance” and educational alternatives for the majority of children and youth who cannot continue in the formal post-primary school system. 	<ul style="list-style-type: none"> • Reduce fragmented project approaches; • Refrain from intervening outside the terms of the PDDEB; • Maintain close consultative links with other major external agencies, as well as national stakeholders; • Assume responsibility for a proportion of recurrent expenditures, including the use of HIPC funds, so as to enhance the sustainability of ongoing investments in basic education; • Ensure more effective use of monitoring and evaluation (including greater dissemination of reports); • Continue to support innovative practices and reforms within the overall framework of the PDDEB; and • Ensure that adequate financial information on external support is available to all stakeholders.

7.1 Strengthening Partnerships

The influence of the external agencies, as a whole, on the system for basic education has been significant and in many respects quite positive. However, progress has clearly been hampered by the inefficiencies of the autonomy and rivalry among agencies and by the corresponding differentiation of their approaches, interventions and procedures. In recognition of this fact, and of the potential programme benefits to be gained from increased dialogue, improved coordination, and more procedural harmonization, the core external agencies have embarked on a fundamental shift towards enhancing partner relations with the government of Burkina Faso within the framework of the PDDEB. Those agencies that are at the core of the funding for the PDDEB are making commitments to funding for the full 10 years of the plan’s implementation. In reality most of these agencies have been funding basic education continuously over the past decade in any case. Yet, their support in the past has entailed diverse project interests and priorities that were poorly coordinated. The PDDEB thus appears to signal an improvement in the modality of aid to basic education.

Nevertheless, effective longer term commitments to institutional partnerships will only be realized if the external agencies refrain from intervening outside the PDDEB or independently without consultation with their other institutional partners. They will also need to respect the pace of consultations and engagements of their partners. It will also mean a long-term commitment to adherence of the conditions and objectives of the PDDEB. Above all, it will require external agencies to work consistently towards the objective of putting the government “in the driver’s seat.” The implication of this, of course, is that the external agencies will likely have to cede discrete influences over programme level decisions and demonstrate greater capacity to compromise and collaborate.

7.2 Long-Term Financing

There is a strong sense, on the part of all stakeholders – government, external partners and the non-governmental sector – that the current emphasis on expanding and improving the quality of basic education is generating a system that is unsustainable, since it continues to depend substantially on the support of external agencies. No one to whom the case study team spoke had any illusions about the weakness of Burkina Faso’s economy. Moreover, while external agency representatives occasionally reflected on the connection between basic education and poverty reduction, government respondents generally did not speak of the role of basic education as a catalyst for economic development. With the national economy unlikely to generate public and private resources that will ensure the sustainability of primary schooling, which is the most heavily supported domain of basic education, the case study team concludes that Burkina Faso will not be able to achieve the EFA goals – or even the PDDEB targets – in spite of the level of external resources being proposed under the PDDEB.

On a more hopeful note, the case study has revealed that by promoting and endorsing the PDDEB, key external agencies have demonstrated a growing commitment to reducing fragmented project approaches to educational assistance, and to enhance coordination, effectiveness, and long-term sustainability of external assistance to basic education. However, It will be necessary, for those involved in this approach to external aid to continue to work closely with other multilateral and bilateral agencies that have not as yet demonstrated the ability or willingness to embark on this type of approach to ensure the adequate integration of projects into the new programme approach. Informal networking is likely to prove almost as beneficial as a formal commitment to the programme approach model.

In addition, in light of the possibility of external agency budget support, serious consideration should be given towards long-term support for recurrent expenditures, including the use of HIPC funds to cover recurrent costs, over the course of the PDDEB and beyond. In effect, external agencies must re-assess their aversion to helping underwrite recurrent costs that are invariably mounting as the system expands. For, otherwise, if external agencies continue to shy away from contributing to the recurrent expenditures that inevitably arise from short-term externally assisted capital expenditures, then concerns about systemic sustainability will be well founded.

Within the context of the PDDEB, it is expected that there will be greater transparency of information for all stakeholders. However, in order to facilitate both policy and programme planning, external agencies need to ensure that adequate information is provided to all stakeholders.

7.3 Governance of Basic Education: Ministerial Capacity and Decentralization

Two aspects of the governance of basic education in Burkina Faso have been highlighted in this report, and must be accorded ongoing attention both by the state and by external agencies.

7.3.1 Ministerial Capacity

Based on the evaluation findings there are two serious challenges that have long confronted the MEBA. The first is the lack of political will to take the necessary decisions to expand and reform the system in a cost-effective way. Birger Fredriksen of the World Bank notes in the preface to a report on UPE in sub-Saharan African countries that: “Lessons learned from the last two decades suggest that progress in education in many countries has been held back more by weak political commitment and poor policies and institutions than by a lack of resources” (quoted in Mingat, 2002, p vii).

This lack of political will is reflected in the government response in Burkina Faso to some basic education reforms. Over the past decade, various external agencies have sponsored innovative approaches designed to reform to aspects of the system (e.g., satellite schools, CEBNF, multigrade and double cohort classes, pre-school *bisongos*). Generally, the government has accepted such projects, largely because of the external financial and technical support that accompanies them. In general, however, the state has been reluctant to undertake new initiatives on its own, or to assume full responsibility for administering pilot projects and eventually integrating innovations into the system as a whole. In sum, the government's commitment to some new directions in basic education, particularly in the realm of primary school, is often questionable.

Part of the problem related to the government's weak commitment to assume full responsibility for educational change relates to the second challenge: the lack of adequate capacity in the public sector. This concern was reiterated in the case study by most stakeholders and is reflected extensively in the documentation. This is not to suggest, however, that there are not capable, motivated individuals working in the public sector – and in the basic education system, specifically. There are many. But they are hampered by an administrative system and an organizational culture that make it difficult for qualified individuals to do their best to achieve the goals for basic education. Government organizational and human resource management policies have tended to undermine the implementation and sustainability of basic education.

In line with a recent organizational review, commitments have been made to undertake a number of structural changes within the MEBA and to modify administrative procedures. These are positive steps forward. Nevertheless, despite the provision of funding for purposes of capacity building within the framework of ministerial reorganization, there have been delays in the implementation of the results of the organizational review. This suggests that improvements in administrative structures and procedures will require considerable political will on the part of senior politicians and bureaucrats.

7.3.2 Decentralization: Enhancing the Role of Civil Society

It is clear that current systems and processes of educational governance present serious obstacles to effective expansion and qualitative improvements in the primary school system. While substantive external support has been allocated towards enhancing the MEBA's technical and financial capacities, particularly at the central level, only recently has attention been devoted to the decentralization of planning, decision-making, and financial disbursements. As a result, the educational system remains centralized, heavily bureaucratized, and slow to adapt to discrete regional and provincial realities and needs. There are, therefore, strong arguments for genuine decentralization and an increased engagement of civil society in the decision-making and administration of basic education, particularly in the domain of primary schooling.

Administrative decentralization is not a panacea, nor is it a set of technocratic measures that can be implemented overnight following a series of policy changes. Indeed, in the eyes of most Burkinabè, especially the majority living in rural communities, primary schools remain part of a large state bureaucracy that is far removed from local communities (Maclure, 1994). This perception has deep historical roots. Despite decades of existence in Burkina Faso, for most rural people, schools are not indigenous institutions over which they feel a strong sense of ownership, but are rather state administered vehicles of modernity that offer the best chance for families to improve their socio-economic positions. In these circumstances, efforts to pass on responsibilities

for greater administration and financial support of schooling to local communities is highly problematic, especially when many communities are poor and have high levels of illiteracy. Without the appropriate technical capacities, institutional foundations, and resource bases, many village societies in Burkina Faso are ill-prepared to undertake substantial ownership of schools to which they are enjoined to send their children.

Consequently, continuing expansion of primary schooling seems to be generating a burgeoning conundrum for the government and for external agencies. While training and technical support for parents' associations are useful, sustainability of the system will, for the foreseeable future, lie almost entirely with a resource-poor government and an external agency community that has been chronically wary of committing itself to long-term budget support. It is true that privatization appears to offer some possibilities, but in general this appears mainly to benefit affluent urban families. For the foreseeable future, therefore, expansion of primary schooling, while conceivably a long-term investment in children and in Burkina Faso's socio-economic development, will also remain an increasingly heavy financial burden for the state and for external agencies.

Yet, precisely because the burden risks being unsustainable if concentrated at the centre, and because basic education can only be strengthened through shared responsibility among all stakeholders, a steady process of decentralization must be judiciously pursued. It is a process that necessitates strong political commitment, particularly from politicians and bureaucrats in the centre, ongoing efforts to strengthen knowledge bases and technical capacities at regional levels, the development of strong partnerships among regional government offices, NGOs, and community groups, and a greater latitude for regional initiatives and for structural flexibility.

Effective decentralization will also require ongoing sensitivity and attention towards the perspectives and evolving educational aspirations of the myriad of local communities and parents' associations that make up civil society in Burkina Faso. To date, the primary school system is a long way from fulfilling these conditions. Satisfying these conditions will demand collaboration, political will, and commitment to an alternative vision of school administration.

7.4 Reform in Basic Education: Two Considerations

The discourse of reform, although not always explicit, is invariably inherent in many of the deliberations and actions related to basic education in Burkina Faso. Although reform is a broad topic that encompasses an extensive history of educational projects and innovations, many of which have themselves been assessed, this evaluation report concludes with reflections on two issues of reform that are particularly crucial at this juncture of educational development in Burkina Faso. It is the belief of the team that both these issues will figure prominently during the implementation of the PDDEB.

7.4.1 Teachers and Teacher Education

Within the entire system of basic education in Burkina Faso, teachers constitute the critical human factor. While primary school teachers in Burkina are relatively well paid in comparison to their counterparts in other sub-Saharan African countries, it is evident that even as the number of teachers has grown considerably, and despite substantial funding that has been invested in teacher education, there is widespread anxiety and declining morale among many in the profession. This is highly troubling, for in a country that is acutely sensitive to factors that might threaten political instability, it is imperative that a large majority of Burkina's teachers regard government and

external agency policies as oriented towards what is best for the education system as a whole rather than as an attack on their livelihoods and the standards of their profession. This, of course, is a significant challenge, since it is clear that expansion of primary schooling must involve curtailment of present modalities of recurrent spending.

As outlined in the PDDEB, proposals for alterations in pre-service teacher education (from two years to one year), for the decentralization of teacher hiring procedures, and for the introduction of contractual terms of employment as opposed to automatic tenure, all seem to be reasonable measures for enhancing cost-effectiveness of schooling and for improving the quality of teaching over the long term. Yet such changes worry teachers, many of whom fear that, as a profession, they will be downgraded in relation to other professions. This, then, is an issue not just of salary scales, but also of fundamental professional pride. It is vital, therefore, that the government and its external partners strive to foster a culture of trust and reinvigorated professional commitment among primary school teachers. In order to do so, greater credence must be given to the principle of teachers as partners and “owners” in the development of primary education in the country.

This will necessitate extensive, ongoing dialogue and a concrete commitment to sustained professional development and support. Indeed, although there appears to be ample cause to re-structure the system of in-service teacher education from a two-year programme to a one-year programme (a task that can be relatively straightforward to implement, and thus will facilitate more rapid entry of candidates into the teaching profession), substantial efforts will be needed to strengthen what, so far, remains a relatively lacklustre system of in-service training and support. A possible option will be to have all new teachers serve a probationary year teaching in their schools, with close monitoring and supervision by provincial inspectors and head-teachers. In this way, it is conceivable that the ideal of learning on the job will be lent real substance. In addition, such a system would probably strengthen in-service training and support directed towards longer serving teachers. For this to succeed, however, a substantial transfer of resources will have to be directed to the provincial offices for in-service programmes. Likewise, it would seem highly beneficial to augment resources for training in local language instruction, thus building on the evidence that has accumulated over the years on the pedagogical value of indigenous language teaching and learning in the early years of primary school.

7.4.2 Covering the Post-Primary School Gap

The external agencies and the government have focused primarily on the expansion and qualitative improvement of primary schooling. A key rationale for this has been the conceptual link between primary education and poverty reduction. Yet, there is growing concern that concerted attention devoted to this aspect of education has rendered primary schooling a discrete target of assistance, with the result that insufficient heed is being paid to the dilemmas that young post-primary school leavers are confronting. Much has been said about the importance of basic education as a means of instilling necessary competence among learners. But it is all too clear that for the vast majority of children aged 12 to 14 years who complete primary school, and who find themselves unable to continue on in other forms of education, the “competencies” they have gained in primary school do not readily facilitate their transition into the next stages of their lives. On the contrary, there is strong indication that achievement in primary school, when followed by prolonged unemployment and uncertainty about personal futures, can in fact be a source of profound frustration. With thousands of children completing primary school every year and heading into uncertain futures without guidance and support, more attention must be paid to covering the gap between children’s completion of primary school and their assumption of adult responsibilities.

Solutions to this issue are not easily apparent, although various stakeholders interviewed for this evaluation have outlined several possible directions. For some, the notion of formal basic education should be extended from the end of the primary school cycle up into the third year of secondary schooling – and there has already been some discussion of this. Unfortunately, the implications of this would mean massive expansion of “junior” secondary schooling. Apart from the voluminous rise in expenditures that this would incur, there is no likelihood that three more years of essentially academic schooling would resolve the problems of post-school integration that many adolescents face. Another option is to strengthen and expand the functions of the many CPAFs (literacy training centres) that exist throughout the country, transforming them into *community education centres* that aim to facilitate youngsters’ transition from primary schooling to the world of work.

In comparison to primary schooling, both the possibilities and the current limitations of literacy training in Burkina Faso are instructive. While primary schooling has received and will continue to be the object of the greatest proportion of state and external basic education expenditures, it is clear that, given present levels of population growth and existing resource constraints, universal access to primary education will be difficult within the time frames of the PDDEB or even by 2015. It is a costly enterprise, difficult to reform, and remains an uncertain social investment in light of the bottlenecks to post-primary education and the restrictions of labour markets. In contrast, the myriad of literacy training centres (CPAFs), despite their variability in structure and quality, nonetheless appear to comprise great potential for further development. They are culturally and organizationally more integral to village life than primary schools, are much less costly, and tend to involve active engagement of a greater range of stakeholders. It is conceivable, therefore, that with vision, creativity, and above all sustained support, many literacy training centres could gradually evolve into comprehensive *community education centres* (refer to the example of *Tin Tua* earlier) offering diverse forms of education to suit the differential (and vocational) learning needs of populations of all ages in Burkina Faso.

What is being proposed here is more substantive support for the evolution, expansion, and integration of literacy training, vocational training, and other elements of non-formal education (e.g., primary health care training) that would coalesce within the context of comprehensive *community education centres*. Included as part of this re-conceptualization of post-primary, non-formal education would be the development of a greatly enhanced post-literacy (and post-primary school) environment. While the provision of basic education is widely regarded as a fundamental right to which all children are entitled, for this to be meaningful, plentiful and inexpensive reading materials of all sorts should be readily and easily available. The establishment of community education centres should be accompanied by the creation of rural libraries and book selling outlets that are regularly stocked with inexpensive local language texts, newspapers, etc. In terms of production and distribution, the role of the private sector should be considered and encouraged. In addition, the role of vocational training must also be carefully developed, for Burkina Faso has a chequered history of vocational training pilot projects – heavy on artisanal training, expensive and cumbersome to administer, and difficult to institutionalize. Yet, problems of the past offer lessons for the present and future.

Support for the development of community education centres should not detract from existing commitments to the expansion and qualitative improvements of primary schooling that are already outlined in the PDDEB. Within the context of the PDDEB, the programme of project grants – FONAEF – affords real possibilities for experimentation and reform. It is quite conceivable, therefore, that it is this mechanism of funding that can facilitate genuine innovation and reform as is being suggested here.

ANNEXES

Annex 1: Profile of External Support

Table 9: Summary of Policies and External Support from Bilateral and Multilateral External Agencies in Burkina Faso in the 1990s

(* indicates those external agencies for which a completed questionnaire was received)

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
Bilateral			
Belgium	<p>Belgium has contributed to basic education in the following ways:</p> <ul style="list-style-type: none"> • Project funding. Although a Belgian multisectoral project (<i>Programme d'économie sociale</i>) currently being implemented includes components of basic education, the education components have not yet been implemented. The education component will include construction, pedagogical support and acquisition of equipment and will be linked to other components (e.g., health) through the APE/AME. This is the last project that the Belgians will implement in Burkina Faso as they move towards programme-level support. Design of this project began in 1996/7 before the implementation of PDDEB and, since communities have been involved in its design, it was decided to follow through with the implementation of this last project. The project will be co-managed by a Burkinabè project manager and technical cooperation staff; • Contribution to the World Bank loan for <i>Education IV</i> in the school construction component; and • Working with NGOs (e.g. World Aid Solidarity, TEAR) to support literacy activities within the context of rural development projects. <p>Traditionally, Belgium offered considerable technical assistance but, since a major reorganization of its development assistance in 1997/1998, it now focuses more on support to national institutions. In-country assistance is provided based on a strategic plan that, in the</p>	<p>Budgeted 2,755.07 Expended 1,865.60</p>	

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
	case of Burkina Faso, is consistent with the PRSP. Belgium has recently made a commitment of 5 million euros over four years for Phase I of PDDEB (1 million euros in each of 2004 and 2005 and 1.5 million euros in each of 2006 and 2007). Belgium will be participating in the common fund for PDDEB.		
Canada*	<p>Canada, through its development agency, CIDA has provided support via projects implemented by Canadian executing agencies (either private companies or NGOs) since 1991/1992. In the first year, all its funding went to the non-formal sector. Between then and 2000, the majority of the funding (between 60% and 100%) was allocated to formal education. In 2000/2001 and 2001/2002, the funding was split between formal (40%) and non-formal (60%) education.</p> <p>Two recent Canadian project were:</p> <ul style="list-style-type: none"> • <i>Project d'appui canadien à l'éducation de base (PACEB)</i>: with the objective to improve the quality of teaching and relevance of education – 3.8 billion FCFA, in 30 provinces (priority zones: Gourma, Ganzourgou, Séno, Houet, Sanguié, Ioba); and • <i>Partenariat pour l'éducation non formelle (PENF)</i>: 1,750 million F CFA over five years in 45 provinces. There has been little activity in the project over the past year and, based on an evaluation conducted in November 2001, the project is in the process of being redesigned. <p>In addition, Canada contributed to the 1999 Literacy Forum that led to the creation of the new jointly managed literacy fund (FONAENF).</p> <p>The final evaluation of PACEB recommended a shift to programme- rather than project-based support. Although there has been some initial doubts about providing programme support, both in Burkina Faso and at headquarters, Canada is now committed to supporting Phase I of the PDDEB (\$US9.1 million through the World Bank credit) and then to providing budget</p>	Budgeted 1100.68 Expended 233.26	Between 1991/1992 and 2001/2002 – C\$20.2 million

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
	<p>support for subsequent phases of PDDEB. Canada's total commitment to PDDEB is C\$50 million over ten years. The C\$10 million commitment for Phase I has received formal approval by the Canadian government.</p> <p>Since 1996/97, Canada has, in addition to its project funding, provided funding directly to NGOs. Support of the NGO sector will continue, as Canada will support the FONAENF. While not yet a member of FONAENF, it will provide the support through an agreement between FONAENF and BPE.</p>		
China/Taipei*	<p>China/Taipei provided support for non-formal education between 1998/1999 and 1999/2000. It supported two projects:</p> <ul style="list-style-type: none"> • <i>ZANU</i>: a community development programme based on functional literacy – 735 million F CFA (of which 234 million F CFA was made available in 1999 to 2000) in all 45 provinces; and • <i>Une Ecole Un Bosquet</i>: a project to support environmental protection and education – \$US 781 million over four years in all schools in Burkina Faso. 		
Denmark*	<p>Denmark provided funding for basic education in Burkina Faso in the early 1990s through support to NGOs – for a total of over 23 million kroner over the five years from 1991/1992 to 1995/1996. It has been active in the water and energy sectors and in government decentralization. Denmark would be supportive of programme-based funding and may be able and willing to provide assistance to basic education through support for PDDEB in the future.</p> <p>Denmark has in the past provided macro-economic budget support to the government of Burkina Faso.</p>		Between 1991/1992 and 1995/1996 – over 23 million kroner
France	<p>France provides external support through several mechanisms:</p> <ul style="list-style-type: none"> • The Ministry of Foreign Affairs: through its local representation the <i>Service de coopération et d'action culturelle</i> (SCAC); • The <i>Agence française de développement</i>; and • Contributions to the EU fund and the World Bank. 		

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
	<p>Through SCAC, it has provided the following support to basic education:</p> <ul style="list-style-type: none"> • <i>Programme d'appui à l'éducation de base</i> (PAEB): an integrated development project implemented in five provinces over four to five years. Project was completed in December 2001; and • <i>Projet d'appui à l'éducation nationale</i> (PAEN): for formal and non-formal basic education and secondary education – 1.3 billion F CFA for 2001 to 2004. <p>Through its financing agency, the <i>Agence française de développement</i>, has been involved in basic education in Burkina Faso since the late 1990s through two projects:</p> <ul style="list-style-type: none"> • <i>Project d'amélioration de l'offre éducative au Burkina Faso</i> (PAOEB): for the construction of classrooms and teacher housing in 53 sites – 8 million euros (5.2 billion F CFA) over five years in three provinces. This covers about half the schools identified in Phase I of PDDEB; • <i>Hydraulique scolaire</i>: for construction of school wells – 6.5 million euros (4,328 million F CFA) over five years in three provinces in liaison with the EU; and • Micro-projects within the context of integrated development projects in 7 provinces – 1 billion F CFA. <p>France also contributes to the <i>Réseau africain pour la formation à distance</i> (RESAFAD), which has a regional project in Burkina Faso.</p> <p>France intervenes as well in basic education through the Embassy, which is responsible for political and policy dialogue issues. France contributed extensively to the development of the PDDEB, through the provision of technical assistance to MEBA, being the main external agency to provide such assistance. It will work within the framework of the PDDEB and is considering providing budget support for its implementation, although this is under consideration. An additional factor affecting France's interventions in Burkina Faso is the fact that France recently reduced its bilateral aid globally and now channels more assistance through the World Bank and the EU.</p>		

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
	France has also provided macro-economic budget support to the government of Burkina Faso.		
Germany	Germany has not supported basic education directly but has provided support for cross-cutting themes, such as HIV/AIDS. Its support is primarily through projects.		
Japan*	<p>Japan has been providing support to formal basic education in Burkina Faso since 1995. It has provided both project funding and technical assistance to MEBA. The total grants amount to 1,672 million yens over two one-year periods (1995/1996 and 1997/1998).</p> <p>Activities have included:</p> <ul style="list-style-type: none"> • One project in school construction, which was implemented during the 1990s, for the most part, by Japanese firms using Japanese designs, although some work may be sub-contracted to local firms. Projects are subject to very strict monitoring by Japanese consultants; and • Technical assistance to MEBA. Technical assistance was provided between 1999 and 2001 for the integration of environmental education into basic education and then, beginning in 2001, for the development of school mapping. The environmental technical assistance they provided contributed to the development of the environmental education section in the PDDEB. <p>The only Japanese presence in Burkina Faso is a volunteer coordination office. Japanese interventions in Burkina Faso are planned through the office of the implementing agency, JICA, located in Abidjan (Ivory Coast). Japan plans, in the short-term, to continue its project-based approach to interventions. It will monitor the effectiveness and efficiency of common-basket funding in Tanzania, where Japan is engaged in a pilot project.</p>	<p>Budgeted 8,355 Expended 8,354.93</p>	<p>Over two one-year periods (1995/1996 and 1997/1998) – 1,672 million yens</p>

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
Netherlands*	<p>Since 1998, over three-quarters of the Dutch support has been for formal education. Over that time period, the Dutch have provided technical assistance, support to NGOs and, until 2001, they provided support through other external agencies.⁴⁰</p> <p>The Dutch have provided support to basic education through projects managed directly by the MEBA, by NGOs (such as Tin Tua and OSEO) or by multilateral agencies (such as UNICEF). They have targeted educational innovations, decentralized management at provincial levels, construction programmes (e.g., ENEPs in Loumbilia, Gaoua and Fada) and non-formal education.</p> <p>The Netherlands are committed to providing support for the implementation of the PDDEB (10 million euros) through common funding managed by the BPE.</p> <p>The Netherlands have provided direct budget support to MEBA since 1998. They have provided macro-economic budget support since 2000 and will continue to do so under the new conditionalities (tied to progress on social indicators) developed by the EU. Since the mid-decade, the Dutch Embassy in Burkina Faso has been the <i>chef de file</i> (leader) for donor coordination and since the late 1990s, has been actively promoting, among other external agencies and with the government, programme-based funding for basic education in Burkina Faso. The extensive involvement in external agency coordination is credited with providing much of the momentum for the move to programme-based funding.</p>	Budgeted 5,972.839 Expended 4,775.749	Information on annual expenditures provided by the Dutch Embassy in Burkina Faso indicates that, between 1998 and 2002, the Netherlands has provided 26.6 million euros in external support. Data from headquarters of the Dutch Ministry of Foreign Affairs indicates that the Netherlands has provided 34.7 million euros from 1995 to 2002.
Norway	In 1995 and 1996, Norway contributed to the World Bank project <i>Education IV</i> .	Budgeted 1,049.57 Expended 1,696.82	

⁴⁰ Data was not available for the period prior to 1998.

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
Sweden*	Sweden has not provided direct support to basic education in Burkina Faso. However, Sweden does provide macro-economic budget support according to the new conditionalities (tied to progress on social indicators) developed by the EU.		
Switzerland	<p>Since the beginning of the 1990s, Switzerland has primarily supported non-formal education. Initially it provided support to the government and NGOs but, since mid-decade, it has focused more on community-level support. It has recently added a component of support for innovative activities. The four components of Swiss support include:</p> <ul style="list-style-type: none"> • Support for major partners, including government and community-based organizations – government support includes policy dialogue (e.g., the creation of FONAENF) and support for the national literacy institute. As a result of the “faire-faire” strategy, the support will shift to the community sector. Switzerland provides support for community-based organizations (e.g., OSEO) and funds projects, based on proposals submitted by organizations that demonstrate democratic practices and transparency; • Promotion of citizenship, including literacy for local municipal elected officials and support for capacity building for associations that interface with government; • Pedagogical innovations such as the move from literacy in local languages to literacy in French, new approaches to literacy training. Switzerland has contributed to innovative approaches to literacy training, such as <i>Programme ALPHA</i>; and • Improvements in the context for literacy programmes – for example, promoting local language newspapers, teaching of fundamental French, work with the national commission on local languages and the association of local language editors. <p>Although Switzerland has provided macro-economic budget support to the Burkina Faso government, it was not earmarked for education. Switzerland will not be providing budget support for PDDEB but will work within the framework of PDDEB. It will provide direct support to community organizations and to FONAENF. Switzerland is currently looking at the role it should play; focusing on the flexibility it has to respond to community needs.</p> <p>Switzerland does provide macro-economic budget support according to the new conditionalities (tied to progress on social indicators) developed by the EU.</p>	Budgeted 2,271.18 Expended 853.15	

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
United States	Through the NGO, Cathwell, the US support school canteens, health and nutrition, school construction, the promotion of girls' education and social mobilization programmes since 1962. The average annual contribution since 1996 has been 1.087 million F CFA.		
Multilateral			
African Development Bank	The African Development Bank supports: <i>Banque Africaine de Développement IV</i> : to improve access to, and the quality of, education – 7,800 million F CFA over five years in five provinces.		
European Union*	During the 1990s, EU cooperation (through regional and national programmes) gradually shifted from traditional areas of support (roads, rural development, food security) to increasing support for social sectors (such as basic education and public health). Until recently, the EU supported basic education in Burkina Faso through: <ul style="list-style-type: none"> • <i>Programme d'appui au secteur de l'éducation de base</i> (PASEB): for improving access to education (through construction of classrooms, teacher housing and wells), teacher training and acquisition of teaching materials – 8,975 million F CFA over four years in six provinces. The project also included technical assistance to MEBA. PASEB was signed at about the same time as the PDDEB was approved, and was consistent with the objectives of PDDEB; • Support for basic education under a regional programme (PFIE) for the provision of information on environmental education in primary schools – 800,000 euros; • <i>Programme de Formation et d'Information sur l'Environnement</i>: 850,000 euros over a six-year period, in 18 provinces. 	Budgeted 644.57 Expended 411.52	Between 1996/1997 and 2001/2002 – grants of 16,896,087 euros Between 1990/1991 and 1992/1993 and 2000/2001 and 2001/2002 – provided 4,083,853 euros through NGOs

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
	<p>Furthermore, the EU has provided funding for projects and support to NGOs every year since 1990/1991. Until 2001/2002, the EU also provided technical assistance to the Ministry. In the past three years, over 90% of the EU's support has been for formal education.</p> <p>Since 1991 the EU has provided macro-economic budget support. Between 1991 and 1998, this support was targeted to the education sector. The total amount accounted for about 10% of total education budget (42 million Euros) (Gosparini et al., 2001).</p> <p>Since 1999/2000, the EU's macroeconomic support has not been targeted to education. In 1996, the EU proposed new conditions for that support, based on progress achieved with respect to social sector indicators. In 1999, the EU implemented this new approach to "conditionality." The EU plans to reduce project support, increase direct budget support to about 60% of total aid and not link budget support to conditions other than results in social sectors.</p>		
Islamic Development Bank	<p>The Islamic Development Bank provides the following project support:</p> <ul style="list-style-type: none"> • <i>D2 APBF</i>: to improve access to education – 5 million Islamic dinars over three years in three provinces and one ENEP. 	<p>Budgeted 8,431.57 Expended 4,752.79</p>	
OPEC	<p>Between 1992 and 1995, OPEC provided loans for two constructions projects – one for classrooms and one for the teacher training college in Bobo-Dioulasso.</p>	<p>Budgeted 3,296.78 Expended 1,136.28</p>	
United Nations	<p>Over the three years from 1996 to 1998, of all UN support:</p> <ul style="list-style-type: none"> • 14% was for technical cooperation; • 45% was for investment support; and • 33% was for macroeconomic budget support (UNDP, 2001). <p>Under the leadership of UNDP, several UN agencies designed a joint programme of support for basic education – <i>Programme Conjoint/Secteur de l'éducation de base (PC/SEB)</i>: The objectives of this programme, initially planned for 2000 to 2005, are to improve access to, and the quality of, basic education and to develop capacity (12, 203 M F CFA over five years</p>	<p>Budgeted 4,381.03 Expended 5,483.38</p>	

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
	in 11 provinces). Other partners included the government, local communities, Cathwel and three UN agencies (UNFPA, UNESCO and WFP). The component implemented by the other UN partners have been completed. However, as a result of changes in the priorities of these UN agencies, the UNDP component of the programme was redesigned to focus on new technologies. As of the end of 2002, no activities in the UNDP component had yet been undertaken.		
UNESCO	UNESCO was present in Burkina from the early 1990s until last year. In the mid-1990s, it was active in putting non-formal education on the basic education agenda. As a result of a restructuring of UNESCO country offices and the creation of sub-regional offices, the office in Ouagadougou is now closed and the office in Bamako (Mali) manages activities in Burkina.		
UNFPA	UNFPA has supported basic education in Burkina Faso since 1996 through a project that provided reproductive health information for primary schools. (Prior to 1996 support was provided to the secondary school level.) Between 1996 and 2001 UNFPA trained all primary school pedagogical counsellors and inspectors. A unit of the ministry responsible for secondary education managed activities under an agreement with MEBA. Funds for supporting the unit were provided through budget support to the Ministry of Economy and Finance (under the UNFPA/Government of Burkina Faso 1997 to 2000 Programme). As the activities were completed in 2001, UNFPA is no longer providing support to basic education.	Budgeted 70,681 Expended 69,655	
UNICEF	<p>Since the Jomtien conference in 1990, UNICEF has been adjusting its approach to support for basic education. In Burkina Faso, it participated in the two <i>Etats Généraux</i> in the first half of the decade and revised its approach to focus more on innovative approaches (including action research), improving access and quality of education, girls' education strengthening communities and providing institutional support. UNICEF has:</p> <ul style="list-style-type: none"> Supported the establishment, as pilot projects, of satellite schools and centres for non-formal education (CEBNF) through <i>Ecoles satellites et Centres d'Education de base non formelle</i> (ES/CEBNF) in two phases (9,3152 million F CFA and then 7,084 million F CFA) over 10 years and in 22 provinces. 		

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
	<ul style="list-style-type: none"> Advocated for early childhood education and promoted the establishment, as pilot projects, of pre-school programmes (<i>bisongo</i>). <p>The current UNICEF/Government of Burkina Faso programme of support is the <i>Programme d'Action 2001 – 2005</i> and it includes resources for basic education. As a UN agency, UNICEF is precluded from providing direct budget support, but it plans for work within the framework of the PDDEB. There is a tendency for UNICEF to execute its own projects rather than letting MEBA execute the activities.</p>		
World Bank	<p>In addition to support for the education sector as a whole, or secondary education in particular, there have been a series of loans in support of basic education over the past decade:</p> <ul style="list-style-type: none"> Primary Education Development Programme: \$US21.6 million over the period of 1985 to 1994; and <i>Education IV</i>: to support school construction, teacher training, acquisition of schoolbooks and furniture, vehicles and office equipment – \$US26 million over the period of 1992 to 1998. This project was supported by several of external agencies, including Norway, EU, Canada and Belgium. <ul style="list-style-type: none"> The main objective of the current Country Assistance Strategy is to support government efforts described in the PSRP, which include improvements in education for the rural population (largest group of poor). Focus is given to sectors that are critical to the poor (including education) and cross-cutting themes of capacity building, gender, decentralization and environment are highlighted. <p>The World Bank is the lead agency for developing the instrument for three external agencies (World Bank, Netherlands and Canada) to provide support for implementation of the PDDEB. \$US32.6 million of funding is being provided in Phase I (2003 to 2007) under a Specific Investment Credit will the financial, procurement, management and monitoring systems are prepared for budget support in the subsequent phases (World Bank, 2001c).</p>	Budgeted 15,288.68 Expended 15,100.29	

External Agency/ Country	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 – 2001/2002)
World Food Programme*	<p>WFP have been supporting literacy activities through the provision of food and support for NGOs since 1992. The total support has amounted to \$US 12.4 million. The current project, <i>Soutien à l'Education de Base: Alphabétisation</i> (SEB-ALPHA) provides 14,189 tons of cereal (value of \$US7.130 million) over five years in 25 provinces.</p> <p>WFP participated in a joint UN programme signed in 1999 with UNFPA and UNDP. However, WFP completed its activities under this programme before the other agencies were able to complete their activities.</p>		Between 1993/1994 and 2001/2002 – \$US12,366,829

Table 10: Summary of Policies and External Support from Non-Governmental Organizations in Burkina Faso in the 1990s

NGO	Nature of External Support	Volume of Support	
		Source: Public Investment Programme (1992 to 2001) (millions of F CFA)	Source: External Agency (1991/1992 to 2001/2002)
Catholic Relief Service*	Cathwel has been assisting the formal education sector by supporting school feeding programmes since 1960. For the period for which information is available (1996/1997 to 2001/2002), Cathwel has provided, on average, 1,087 million F CFA each year.	Budgeted 166.81 Expended 26.25	Between 1996/1997 and 2001/2002) – 6,524,516,646 F CFA
Christian Children's Fund of Canada*	CCFC has been supporting non-formal education since 1999/2000 through its child sponsorship programme, providing, on average, 107 million F CFA.		Between 1999/2000 and 2001/2002 – 323,426,002 F CFA
Fondation pour le développement et la solidarité*	FONADES has been supporting non-formal education since 1994/95, providing, on average, 28 million F CFA each year.		Between 1994/1995 and 2001/2002 – 228,715,513 F CFA

Sources:

Survey of external agencies – those indicated with an asterisk (*) provide complete or partial responses to the team's questionnaire.

Ministère de l'Enseignement de Base et de l'Alphabétisation (MEBA). (2002). *Présentation des Projets et Programmes du MEBA - Janvier et août 2002*. Ouagadougou, Burkina Faso: Direction des Etudes et de la Planification, MEBA.

Interviews with external agency representatives in April and October 2002

Evaluation de l'aide de la Communauté européenne aux systèmes éducatifs des pays ACP: Le cas du Burkina-Faso, Gosparini, P., Kiélem, J., Orivel, F., October 2001

Annex 2: Profile of Basic Education

There are currently three components to basic education in Burkina Faso: pre-school, primary and non-formal education.

2.1 Basic Education Activities

2.1.1 Pre-school

Pre-school education in Burkina Faso is for children from three to six years of age and is offered essentially through three different institutions – public sector *garderies populaires* (day-care centres), privately run *jardins d'enfants* (kindergartens), and rural village *bisongos*. Although varied in location and sources of support, pre-schools are oriented towards fostering the psychosocial, sensory-motor and cognitive development of young children. Ostensibly divided into three “sections” – lower level, mid-level and upper-level (*petite section, moyenne section et grande section*) – they are also meant to facilitate children’s transition to primary school. The government managed *garderies populaires* have been in existence since the mid-1980s, an initiative of Burkina’s brief revolutionary period.

Although pre-school has been available in the country since 1958, pre-school programmes are still very rare. The availability grew somewhat with the construction of *garderies populaires*. However, in spite of efforts by government, development agencies and the private sector, the development of pre-school education is still very weak and is, for the most part, only available in urban centres.

Pre-school programme teachers include:

- Pre-school teachers recruited through professional competitions and trained for three years;
- Assistant pre-school teachers recruited through competitions after completion of seven years of schooling beyond primary school and trained for three years in a national school for training social service personnel (*agents sociaux*) at Gaoua; and
- Monitors from the fourth level of high school or college (three years of schooling beyond primary school) who are trained by the Ministry of Social Action and National Solidarity for one month.

The first two categories represent less than 10% of the total number of pre-school teachers. Pre-school programmes are generally poorly equipped and staffed and, in 1991, served less than 1% of the relevant population (Samoff, 2001).

2.1.2 Primary School

Primary school education is for children from 7 to 12 years of age. Normally children are in primary school for six years. At the end of the six years, students write a final examination of which, if they are successful, they receive a primary school certification – a national diploma.

The six years of primary schooling are divided into three programmes, each of which last two years:

- The preparatory programme (CP1 and CP2);
- The elementary programme (CE1 and CE2); and
- The middle programme (CM1 and CM2).

These programmes are offered in primary schools that have between three and six classes. Primary schooling is also offered in Franco-Arab schools or “medersa” (bilingual schools – Arabic and French – with a particular emphasis on Muslim religious training).

Teachers in primary schools include:

- School directors (*directeurs d'école*) (who also provide some pedagogical support);
- Certified teachers (*instituteurs certifiés*);
- Assistant certified teachers (*instituteurs adjoints certifiés*); and
- Assistant teachers (*instituteurs adjoints*).

They are supported by:

- First level school inspectors (*inspecteurs de l'enseignement du premier degré*);
- Itinerant pedagogical advisers (*conseillers pédagogiques itinérants*); and
- School directors (*instituteurs principaux*).

Over the last years, in an attempt to increase the availability of basic education within its financial constraints, the Ministry of Basic Education and Literacy (MEBA) conducted a number of pilot projects with the support of external agencies such as the World Bank and UNICEF. These included multigrade teaching, double shift teaching and satellite schools:

- Multigrade teaching (*classes multigrades*) was designed for schools that had three classes, with two intakes of students each year, but where the numbers of students are relatively small. These schools are generally in rural areas. The teacher teaches two cohorts of children, at different levels, at the same time. The cohorts consist normally of students in consecutive grades – CP1 and CP2, CP2 and CE1, CE1 and CE2, etc.
- Double shift teaching involves sub-dividing large classes into two cohorts. Each cohort is taught separately, but the same material is covered with each cohort. This approach provides access to a larger number of school-age children, even though the time each student spends with the teacher is reduced by 40%.
- Satellite schools are an innovative, pilot project approach to basic education that is more likely to be more relevant to, and meet the functional needs of, the many children who do not have access to formal schools or education, in general. Satellite schools serve children between seven and nine years of age who have not attended school and who live in villages more than three kilometers from a classical primary school. They follow a basic education programme that lasts three years (which correspond to CP1, CP2, CE1), at the end of which the students can join the classical primary school programme in the second year of the elementary programme (CE2). Teachers, who have received special training for these programmes, provide teaching in national languages and in French. The programmes are adapted to the socio-economic realities of the local context and provide a bridge between non-formal and formal education systems.

Another approach to formal education is the bilingual school. Since the *Programme ALPHA* used in the CPAF (non-formal education) proved to be very popular, a similar approach was developed for younger children. The programme in these bilingual schools lasts five years, includes the

content of the primary school cycle, cultural values and local trades. It is based on the transfer from local languages to French. Students in these schools write the same national examination at the end of the primary cycle as other students. Bilingual schools are already operating in Burkina Faso and this approach has been adopted primarily by the Catholic community that manages its own education system.

2.2 Non-formal basic education

The government objectives for non-formal education are to:

- Increase the productivity of participants through the mastering of functional level skills in reading, writing and mathematics;
- Promote self-learning;
- Increase knowledge capacity and skills by creating a literate society, open to innovative approaches and reforms that lead to progress; and
- Promote a national culture by using national languages for literacy programmes.

Non-formal education is the responsibility of several government departments, NGOs and civil society. The law on basic education defines the non-formal sector as including all education and training activities structured and organized in the non-school context. It is designed for all those who wish to receive specific training in a non-school educational structure. It is delivered through:

- Literacy and training centres (CPAF);
- Non-formal education centres (CEBNF); and
- Other training and support structures.

CPAFs are open to youth and adults between 15 and 50 years of age. They offer a literacy programme in national languages and complementary basic training that reinforces the literacy training. In some cases, they also provide specialized technical training in professional sectors of interest to the participants. They have experimented with other approaches to non-formal education, including *L'Opération ZANU*, a community development programme based on functional literacy.

CEBNFs are an innovative approach to basic education developed by the government to increase the supply of literacy programmes. They are located in both urban and rural areas and are open to youth (10 to 15 years of age) who have either never attended school or who left school early. They include two components – literacy training and pre-professional training – and the programme lasts for four school years (of six months each). The training emphasises practical skills adapted to local social and economic needs.

The extent to which non-formal education includes other activities beyond literacy and pre-professional training will be further explored in the evaluation.

The teaching personnel in the non-formal sector are trainers (facilitators) and they receive pedagogical support from INEBNF supervisors. In 2000/2001, there were 109 trainers in the CEBNF (81 men and 28 women).

NGOs and local community groups provide many other non-formal education opportunities. For example, most community development initiatives include a component of literacy training. However, the scope of these activities and the extent of external support dedicated to them are difficult to determine.

Annex 3: Details on Methodology

The work on this case study began in April 2002 with the first mission of the team leader/ Canadian consultant to Burkina Faso. The objective of that first mission was to prepare the Terms of Reference (TORs) for the case study. The team leader met with the two Burkinabè consultants and conducted a series of interviews with key stakeholders. Prior to the end of this first mission, the team prepared an outline of the methodology for the case study. After the mission, draft TORs were developed. These were reviewed by the Evaluation Management Group in June 2003 and approved by the Steering Committee in September 2002.

The methodology for this case study was comparable to that retained for the other three case studies that make up the joint evaluation of external support to basic education. Common indicators were identified for all country case studies and common semi-structured interview guides were developed. The methodology outlined here is consistent with that proposed in the TORs with two exceptions:

- Integration with other processes in Burkina Faso: The Burkinabè consultants had initially planned on participating in two on-going activities in Burkina Faso – a workshop being organized by the national literacy institute and all meetings of the technical and financial partners (PTF) during the period of the evaluation. Unfortunately neither of these opportunities was realized. Through a miscommunication with the organizing group, the team was unable to attend the workshop. There were very few meetings of the PTF during the period of the evaluation other than those focused specifically on the launch the new 10-year plan – *Plan Décennal de Développement de l'Éducation de Base 2000/2009* (PDDEB). One of the Burkinabè consultants did attend one meeting, but not in her capacity as a member of the evaluation team.
- Access to data: In spite of the fact that the team began to seek out data on basic education and external support to basic education during the first mission, it proved difficult to get this information. Government data on basic education was provided to the team during the third mission. However, it became clear that the government did not have complete information on external support and this information was not forthcoming through the interviews with external agencies. As a result, the team modified the case study approach to collect this information and developed a questionnaire to solicit this information from external agencies. Details on this approach are provided in Section 3.5 below.

The key elements of the data collection, described in detail below, included:

- Interviews and discussions groups with key stakeholders;
- Site visit to schools and regional and provincial offices of the ministry responsible for basic education;
- A workshop with key stakeholders in Burkina Faso;
- A round table discussion with graduate students from Burkina Faso studying in Canada;
- Review of secondary data (qualitative and quantitative) from documents pertaining to external support for basic education in Burkina Faso; and
- External support questionnaire for external agencies.

This work was undertaken during the period of April 2002 to January 2003 (see the chronology of events in Table 11) and was anchored around three missions to Burkina Faso by the Canadian consultants.

Table 11: Chronology of Events in the Burkina Faso Case Study

Date	Event
April 7 - 13 2002	Inception mission to Burkina Faso and preliminary interviews (team leader and two Burkinabè consultants only)
May 7 - 8 2002	EMG meeting in Ottawa (review of draft TORs) (team leader only)
July 2 - 3 2002	EMG meeting in Ottawa (review of revised TORs) (team leader only)
September 12 - 13 2002	Evaluation Steering Committee meeting in Ottawa (both Canadian consultants and one Burkinabè consultant)
September 14 - 15 2002	Quality Assurance workshop in Ottawa (both Canadian consultants and one Burkinabè consultant)
October 5 - 17 2002	Second field mission to Burkina Faso (both Canadian and Burkinabè consultants)
October 7 2002	First meeting of the Country Reference Group (CRG)
October 13 - 15 2002	Teams visit regions
October 18 2002	Second meeting of the CRG
November 2002 - February 2003	Additional interviews and data collection by Canadian consultants (telephone interviews) and Burkinabè consultants
January 13 - 18 2003	Third field mission to Burkina Faso by Canadian consultants
January 17 2003	One-day workshop with key stakeholders in Ouagadougou
January - February 2003	Final data gathering and report drafting.
February 7 2003	Round table discussion with Burkinabè students in Montreal

During the missions of the Canadian consultants, the team split into two groups (one Burkinabè and one Canadian consultant each) to conduct the interviews and site visits in the most effective way possible. In order to build on the experience of team members and avoid duplication in data collection, each team specialized in one of two areas – either:

- Capacity and coordination issues, or
- Relevance and quality of education issues.

The allocation of interviews to the teams was based on the primary focus of the interview questions. Although team members had primary responsibility for one area, when conducting an interview, each team addressed the issues of interest to the other team members. After the second mission, each team member prepared a set of notes from the interviews and discussion groups. These were shared among all team members.

A similar division of expertise was made for preparing the case study report. All team members contributed to developing the report outline after the third mission. All contributed to the

facilitation of the stakeholder workshop held during the third mission. However, the two Canadian consultants had prime responsibility for drafting specific sections of the report.

3.1 Key Informant Interviews

Interviews were conducted with key stakeholders in all three missions to Burkina Faso as well as by the Burkinabè consultants between the field missions of the Canadian consultants. Key stakeholders included:

- Government officials (including the MEBA, staff at the central, regional and provincial levels and in schools);
- Government officials in other ministries;
- Representatives of external agencies supporting basic education in Burkina Faso;
- Representatives of international and national NGOs; and
- Other stakeholders, including unions, academics and other observers of the process of external support to basic education in Burkina Faso.

The list of those interviewed follows:

(For interviews conducted during the regional site visits, see Section 3.2.)

Government – MEBA headquarters

Tenrebsom Boniface Zango, former Secretary General, Ministry of Basic Education and Literacy

Louis-Honoré Ouédraogo, Technical Advisor, MEBA

Achille Nana, Director, Office of Education Projects (BPE)

Félicienne Kéylem, Office of Education Projects (BPE)

Karfidéri Couliadiaté, Office of Education Projects (BPE)

Bourima Jacques Ki, Permanent Secretary, PDDEB

Marie Cécile Siribé, Direction for Development of Basic Education (DDEB)

Modibo Ouattara, Directorate of Financial Affairs (DAF)

Laurent Kaboré Sibiri, Directorate of Research and Planning (DEP)

Clémence Kielwasser, National Literacy Institute (INA)

Catherine Kaboré, Director, General Directorate for Literacy and Non-formal Education (DGAENF)

Kadiatou Korsaga, Director and 6 colleagues, Directorate for Promotion of Girls' Education (DPEF)

Mathias Konkobo, Director, Directorate of Private Schools

Catherine Traoré, Director, Directorate of Research and Pedagogical Development (DRDP)

Directorate for Literacy/Training for Development (DAFD)

Etienne Pitienga, Director, Human Resources Directorate (DRH)

Abdoulaye Kaboré, Director, Office of Evaluations and Competitions

Other ministries

Dieudonné Kini, Director of Sectoral Planning and Monitoring of Investments, Ministry of Economy and Development
Robert Ouédraogo, Ministry of Economy and Development
Seydou Diakité, Ministry of Budget and Finance
Fatima Korbeogo, Director, Direction of Young Children, MASSN
Patrice Syan, Director, Office for NGO Coordination (BSONG)

External agencies

Samba Biba, Assistant to the Cooperation Attaché, Belgium Embassy
Paul Bonnefoy, European Commission
Claude Dalbéra, French Cooperation Agency
Nora De Laet, Cooperation Attaché, Belgium Embassy
Lara Fossi, World Food Programme
M. Lougué, UNFPA
Georges Kafando, Administrative Officer, Education Programme, UNICEF
Adama Ouédraogo, Royal Embassy of the Netherlands
Daniel Ouédraogo, Coordinator, Joint Programme – Basic Education Sector
Delphine Ouédraogo, UNDP
Alfred Ouédraogo, Canadian International Development Agency
Fati Ouédraogo, Canadian International Development Agency
Vincent Snijders, Royal Embassy of the Netherlands
Guy Figarède, French Cooperation Agency
Denis Briand, Ambassador, Canadian Embassy
Koumba Boly Barry, Swiss Cooperation
Stig Barlyng, Ministry of Foreign Affairs, Danida
Alexandre Couliadiaty, Non-formal Education Programme (PENF)
Markha Ndao, Education Specialist, World Bank

Non-governmental organizations

Bernardin Batiano, Cathwell
Paul Taryam Ilboudo, OSEO
Maria Kéré, Foundation for Community Development/Save the Children US
Cécile Compaoré, PLAN International
Johanne Létourneau Houin, Oxfam/Quebec
Tahirou Traoré, Secretary General, SYNATEB (Teachers' union)
André Compaoré, President, National Federation of Parents' Association (APE)
Benoit Ouoba, Director, *Association Tin Tua*

In addition to the individual interviews, the team conducted a discussion group and met independently with professors and researchers at the University of Ouagadougou:

Justine Kyélem Couliadiaty, research associate
K. Ernest Ilboudo, professor and researcher
Souleyman Soulama, Professor and Director, Economics and Management Sciences Training and Research Unit / *Unité de Formation et de Recherche en Science Economique et de Gestion*
Abel Tiemtoré, researcher
Jeanne Somé, former Minister of Secretary of State for Literacy and consultant

After the final mission, the team conducted a two and a half-hour round table discussion with nine Burkinabè students and one faculty member from Burkina Faso in Montreal. Students from Laval University, the University of Quebec in Montreal and the University of Ottawa participated in the discussion. About half the participants were students in education.

In addition, the team leader conducted telephone interviews, between the second and third missions, with three other stakeholders:

Ryuichi Kato, representative of JICA in Abidjan
Susanne Schnuttgen, former education specialist with UNESCO in Ouagadougou
Leo Van der Zwan, former education specialist with the Royal Embassy of the Netherlands in Ouagadougou

There are some gaps in the interviews conducted. The team was unable to conduct interviews with representatives of UNESCO, the African Development Bank and the Islamic Development Bank. Contacts were made with the first two but it was not possible to conduct an interview.

3.2 Site visits

During the second mission to Burkina Faso the team spent three days in regional visits. The locations included one region with low schooling and literacy rates and one with higher rates:

- In the eastern region, where the basic education indicators are lower, the team visited Fada N'gourma and Boulsa. This included visits to one regional and provincial office, a teacher education college, two satellite schools and two classical schools; and
- In the western region, where schooling and literacy rates are higher, the team visited Bobo Dioulasso and Banfora. This included visits to two regional offices and one provincial office, one teacher education college, a bilingual school and a classical school.

These sites had benefited from a large portion of the external agency support in the last 10 years and provided the best opportunity to observe the changes resulting from these interventions. The visits included:

- Interviews with regional and provincial officials of the MEBA;
- Interviews with local NGOs;
- Visits to schools, out-of-school programmes and literacy centres; and
- Discussion groups with members of civil society – village leaders, members of parents associations and mothers' associations.

The team had planned to visit a literacy centre but, because of the season, the centres were not operational.

In addition, the team interviewed the following individuals:

MEBA regions and provinces

Oumarou Konaté, Director, ENEP, Bobo-Dioulasso
Soli Sanlé, DREBA, Banfora
Messa Soara, DREBA, Bobo-Dioulasso
Raphaël Somé, Project Monitoring, DREBA, Hauts-Bassins
Catherine Sou, DPEBA, Région de Hauts-Bassins
Director of Research, Teacher Training College, Bobo
Adama Bamogo, Director, DREBA, Fada Ngourma
Tiassay Zida, Director, ENEP, Fada Ngourma
François Ouédraogo, Inspector, DPEBA, Fada Ngourma
Bernard Kamsogo, Director, DPEBA, Boulsa
Yabré Joseph Diabouga, Pedagogical Adviser, DPEBA, Boulsa

Schools

Ecole bilingue de Moussobadougou
M. Domboué, School director

Ecole Centre A, Banfora
Yacouba Barro, School director
M. Sanou, Pedagogical advisor
Mme Konaté, Treasurer, APE
Mme Maïga, President AME

Ecole Satellite de Gomoré, Région De Fada Ngourma
Irène Thiombiano, Director
Possibo Thiombiano, Teacher
Idrissa Manly, Teacher
Casimir Ouoba, President, APE, Fada Ngourma

Ecole Est (Classique), Boulsa
Pascal Ouédraogo, Director and six teachers
Rasmané Kafando, President, APE, Boulsa and four parents

Ecole Satellite de Lillyala, Région de Boulsa
Idrissa Kouraogo, Director
Marie Bibiane Sandwidi, Teacher
Ima Albert Bidaogo, Teacher

In spite of the fact that, in some cases, regional and provincial staff were not aware of the team's visit, they were very accommodating and made it possible for the team to visit local schools and meet with representatives of parents' and mothers' associations and to talk informally with teachers.

3.3 Workshop

During the third mission, the team conducted a one-day workshop for key stakeholders in the basic education sub-sector. Representatives from government, the external agencies, NGOs and civil society were invited to participate in the workshop. The team made every effort to encourage attendance. In the days leading up to the workshop, team members telephoned and visited offices to reiterate the invitation. In the end, the workshop was well attended by government and NGO representatives (as well as several members of civil society not affiliated with any organization⁴¹) but not well attended by the external agency representatives.

The overall attendance was high. Some participants were not able to attend all day, but the maximum attendance was 62 (with an average of 45 to 50 people throughout the day). The representation from government tended to be at the level below the heads of the technical directorates. Two participants came from outside the capital. The team decided that, in keeping what is still common practice in Burkina Faso, a sitting allowance (about \$US 9) was offered to government and non-government participants. This undoubtedly influenced the number of people who attended. However, even though people may have been encouraged to attend because of the allowances, their active participation in the discussions reflected their interest in the subject.

The workshop was presided by Louis Honoré Ouédraogo, Adviser to the MEBA and at the time its Acting Secretary-General. Mr. Ouédraogo is also the representative from Burkina Faso on the evaluation's Steering Committee.

In advance of the workshop, participants were provided with a summary of preliminary findings that included an overview of the evaluation and a table of findings with respect to each of the evaluation's three major issues (external support, externally supported basic education, partnership) and the three sets of levels of enquiry (intents, policies, and strategies; practices; results). The day included a presentation by the team members of the preliminary results, plenary discussions and small group work.

3.4 Document review

As can be seen from the bibliography, the team made extensive use of secondary data sources for this case study. At each interview, team members asked for documentation on the volume and nature of external support and internal resources for basic education and on the evolution of externally supported basic education. The team consulted reference/documentation centres at the MEBA and sought out reference material from the University of Ouagadougou. One or more team members reviewed these documents.

There is much documentation in Burkina on basic education activities. However, it is extremely difficult to locate. The team was, for example, unable to find some documents that were apparently prepared in the past five years (with funding from external agencies) for the development of the 10-year plan.

⁴¹ Including a former minister of state for literacy/consultant, university faculty member, and a Burkinabè student studying education at a Canadian university.

3.5 Survey of external agencies

The team began the search for quantitative information on basic education and external support to basic education with the first mission to Burkina Faso. However, in spite of continuous promises to provide data, particularly financial data, both government and external agency representatives delayed or failed to provide the information that was required to develop a complete profile of external support.

Some financial data was provided by the MEBA during the second mission, but it became obvious that the government did not have a complete picture of all external support. As a result, the team decided to try another approach to collecting information on external agency support and developed a questionnaire that was sent to all external agencies identified as supporting basic education. A copy of the questionnaire is included on the following pages.

As noted above, those agencies not represented in Burkina Faso were contacted by e-mail to set up a telephone interview. During the interview, respondents were asked to identify who might be able to complete the questionnaire and the questionnaire was forwarded to this person. Since the team was unable to set up interviews with the following external agencies that have supported basic education in Burkina Faso in the past decade, they were not provided with a questionnaire: UNESCO, the African Development Bank and the Islamic Development Bank.

Table 12 below shows the distribution of, and the number of responses to, the questionnaire. Although the responses received allowed the team to expand the information available on each of the agencies that responded, the response rate was not sufficient to allow for the development of a complete profile of external support.

Table 12: Distribution and Responses to External Agency Questionnaire

Type of agency	Distributed	Returned
Multilateral Agencies	6	3
Bilateral Agencies*	12	6
NGOs**	11	3
Total	29	12

* Three bilateral agencies to which the questionnaire was distributed indicated that they did not provide support to basic education

** Two NGOs to which the questionnaire was distributed indicated that they did not provide support to basic education

QUESTIONNAIRE POUR LES PARTENAIRES TECHNIQUES ET FINANCIERS

Introduction

*Le présent questionnaire a été élaboré dans le cadre de l'évaluation conjointe de l'aide externe à l'éducation de base au Burkina Faso, depuis les dix dernières années. Cette évaluation dont le **Ministère de l'Éducation de Base et de l'Alphabétisation** est partie prenante (voir lettre ci-jointe), a été commanditée par un consortium de base de Partenaires Techniques et Financiers. Vous avez certainement déjà eu un entretien avec l'équipe chargée de l'évaluation. Cet entretien nous a permis de collecter surtout des données qualitatives sur l'aide externe à l'éducation de base. Ce questionnaire nous permettra de collecter des données quantitatives.*

*Si vous avez des questions, n'hésitez pas à contacter COULIBALY Christophe au **43 66 19 ou 23 95 95***

*Nous vous serons reconnaissants de bien vouloir remplir le questionnaire pour le **vendredi 22 novembre 2002***

Nous vous remercions pour votre collaboration

1. Nom du Partenaire Technique et Financier : _____

2. Depuis quelle année intervenez-vous dans le secteur de l'éducation de base au Burkina Faso ?

(Selon notre définition, l'éducation de base comprend l'éducation pré-scolaire, l'enseignement primaire, l'alphabétisation et autres programmes d'éducation non formelle. Si votre définition est différente, veuillez préciser :

_____)

3. Dans quel sous-secteur de l'éducation de base intervenez-vous (*indiquer ou estimer, pour chaque sous-secteur, la proportion du budget global allouée*) ?

Années	Sous-secteur de l'éducation de base	
	Education formelle <i>(proportion du budget allouée)</i>	Education non formelle <i>(proportion du budget allouée)</i>
1990-1991		
1991-1992		
1992-1993		
1993-1994		
1994-1995		
1995-1996		
1996-1997		
1997-1998		
1998-1999		
1999-2000		
2000-2001		
2001-2002		

4. Quelles ont été les modalités de votre appui à l'éducation de base (*cocher la case correspondante*) ?

Années	Modalités de l'appui						
	Contribution au budget global de l'Etat (appui budgétaire macro-économique)	Contribution au budget global du MEBA	Contribution à des activités ciblées du MEBA	Réalisation de projets	Assistance technique (1)	Appui à des ONG/Associations	Appui à d'autres Partenaires Techniques et Financiers
1990-1991	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1991-1992	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1992-1993	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1993-1994	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1994-1995	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1995-1996	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1996-1997	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1997-1998	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1998-1999	/ /	/ /	/ /	/ /	/ /	/ /	/ /
1999-2000	/ /	/ /	/ /	/ /	/ /	/ /	/ /
2000-2001	/ /	/ /	/ /	/ /	/ /	/ /	/ /
2001-2002	/ /	/ /	/ /	/ /	/ /	/ /	/ /

(1) Non comprise l'assistance technique fournie dans le cadre d'un projet

5. Quel sont les montants de vos dépenses dans le cadre de votre appui à l'éducation de base au Burkina Faso ? (*mettre le montant dans la case correspondante*)

Années	Montant des décaissements			
	Prêts	Dons/Subventions à l'Etat et aux collectivités locales	Appui à des ONG/Associations	Appui à d'autres Partenaires Techniques et Financiers
1990-1991				
1991-1992				
1992-1993				
1993-1994				
1994-1995				
1995-1996				
1996-1997				
1997-1998				
1998-1999				
1999-2000				
2000-2001				
2001-2002				

6. Quels étaient les différents postes budgétaires et les montants des dépenses pour **les programmes/projets** que vous avez exécuté dans le domaine de l'éducation de base **depuis 1990**. [Par exemple, postes budgétaires possible : construction d'école, construction de logement, achat de matériaux pédagogique, assistance technique, formation]

(A) Programmes/projets	(B) Période	(C)					
		Postes budgétaires					
		1.	2.	3.	4.	5.	6.
		Montant Dépense	Montant Dépense	Montant Dépense	Montant Dépense	Montant Dépense	Montant Dépense

- (a) Ecrire les noms des programmes/projets
- (b) Ecrire les périodes d'exécution des programmes/projets
- (c) Ecrire les postes budgétaires et le montant des dépenses qui y correspondent

QUESTIONNAIRE POUR LES ONG

Introduction

*Le présent questionnaire a été élaboré dans le cadre de l'évaluation conjointe de l'aide externe à l'éducation de base au Burkina Faso, depuis les dix dernières années. Cette évaluation dont le **Ministère de l'Éducation de Base et de l'Alphabétisation** est partie prenante (voir lettre ci-jointe), a été commanditée par un consortium de base de Partenaires Techniques et Financiers. Vous avez certainement déjà eu un entretien avec l'équipe chargée de l'évaluation. Cet entretien nous a permis de collecter surtout des données qualitatives sur l'aide externe à l'éducation de base. Ce questionnaire nous permettra de collecter des données quantitatives.*

*Si vous avez des questions, n'hésitez pas à contacter COULIBALY Christophe au **43 66 19 ou 23 95 95***

*Nous vous serons reconnaissants de bien vouloir remplir le questionnaire pour le **vendredi 22 novembre 2002***

Nous vous remercions pour votre collaboration

1. Nom de l'ONG : _____

2. Depuis quelle année intervenez-vous dans le secteur de l'éducation de base au Burkina Faso ? _____

(Selon notre définition, l'éducation de base comprend l'éducation pré-scolaire, l'enseignement primaire, l'alphabétisation et autres programmes d'éducation non formelle. Si votre définition est différente, veuillez préciser :

_____)

3. Dans quel sous-secteur de l'éducation de base intervenez-vous (*indiquer ou estimer, pour chaque sous-secteur, la proportion du budget global allouée*) ?

Années	Sous-secteur de l'éducation de base	
	Education formelle (<i>proportion du budget allouée</i>)	Education non formelle (<i>proportion du budget allouée</i>)
1990-1991		
1991-1992		
1992-1993		
1993-1994		
1994-1995		
1995-1996		
1996-1997		
1997-1998		
1998-1999		
1999-2000		
2000-2001		
2001-2002		

4. Quels étaient les différents postes budgétaires et les montants des dépenses pour **les programmes/projets** que vous avez exécuté dans le domaine de l'éducation de base **depuis 1990**. [Par exemple, postes budgétaires possible : construction d'école, construction de logement, achat de matériaux pédagogique, assistance technique, formation]

(a) Programmes/projets ou années	(b) Période	(c) Postes budgétaires					
		1.	2.	3.	4.	5.	6.
		Montant Dépense	Montant Dépense	Montant Dépense	Montant Dépense	Montant Dépense	Montant Dépense

- (a) Présenter l'appui à l'éducation de base sous forme de programmes/projets ou en années. Ecrire les noms des programmes/projets ou les années (à partir de 1990)
- (b) Ecrire les périodes d'exécution des programmes/projets
- (c) Ecrire les postes budgétaires et le montant des dépenses qui y correspondent

Annex 4: Comments from the Country Reference Group

All key stakeholders (both the government and the external agencies) in Burkina Faso were provided with a copy of the draft report and encouraged to give comments. Although the Country Reference Group in Burkina Faso did not meet following the release of the draft report of the case study, the Burkina-based team members actively solicited individual comments from the stakeholders. Unfortunately, there was insufficient time between the release of the English version of the report for an adequate translation, distribution and review of the report by stakeholders. As a result, the team did not have feedback from Burkina Faso prior to the meeting of the Steering Committee in New York in March 2003.

However, the team did benefit from the comments from Steering Committee members (including the representative of the MEBA on the Steering Committee) at the March meeting. The team subsequently received written comments and/or additional information from a number of stakeholders in the Burkina Faso, including:

- Belgium;
- Canada;
- France;
- Netherlands;
- Catholic Relief Services; and
- PLAN International.

These comments have, to the extent possible, been addressed in this final version of the case study report.

Annex 5: Bibliography

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