



1. Project Data

Project ID P148062	Project Name B. Faso - Education Access and Quality	
Country Burkina Faso	Practice Area(Lead) Education	
L/C/TF Number(s) IDA-D0330,IDA-D6840	Closing Date (Original) 31-Jul-2019	Total Project Cost (USD) 148,423,990.91
Bank Approval Date 02-Apr-2015	Closing Date (Actual) 31-Jan-2025	
	IBRD/IDA (USD)	Grants (USD)
Original Commitment	150,000,000.00	0.00
Revised Commitment	148,377,017.10	0.00
Actual	148,423,990.91	0.00

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2. Project Objectives and Components

a. Objectives

The project development objective (PDO), as stated in the May 13, 2015 Financing Agreement (p. 5) and reflected in the Project Appraisal Document (PAD, p. 14), was to support the Government of Burkina Faso to (a) increase access to pre-school education in the two poorest regions and secondary education in the five poorest regions, and (b) improve teaching and learning. While the wording differed slightly between documents, the substance of the PDO was consistent. During implementation, the PDO itself was not revised. Under a 2020 Additional Financing, the regional focus for preschool education expanded beyond the East and Centre-East regions and Ouagadougou to include the Central Plateau, South-West, Centre-South, North, and



Boucle du Mouhoun regions. Despite this expansion of geographic scope, the PDO itself remained unchanged, and therefore a split rating is not required. The five poorest regions identified in the government's strategic documents included Centre-Est, Est, Nord, Plateau Central, and Sud-Ouest.

b. Were the project objectives/key associated outcome targets revised during implementation?

No

c. Will a split evaluation be undertaken?

No

d. Components

Original Components

Component 1: Expanding Equitable Access to Preschool and Secondary Education in the two poorest regions and to secondary education in the five poorest regions (*appraisal estimate: US\$30 million equivalent; increased by US\$52.3 million under the AF and by a US\$9.3 million reallocation during the 2024 restructuring, for a revised estimate of US\$91.6 million; actual cost: US\$82.5 million equivalent*).

Subcomponent 1.1: Increasing access to and the quality of early childhood education (ECE). This subcomponent was designed to pilot innovative, cost-effective approaches to expand ECE access for children aged 3-4 in the East and Centre-East regions and Ouagadougou. Its primary activity was the Interactive Audio Instruction (IAI) program, delivering structured audio lessons with teacher-facilitated follow-up, providing both direct instruction to children and in-service teacher training. The pilot, planned for three years and implemented alongside the Bank-supported Social Safety Net Project (P124015), aimed to test scalability, cost-effectiveness, and sustainability. The project was intended to finance school equipment, IAI program production, facilitator payments, instructor training, capacity building for ECE quality assurance among staff of the Ministry of Social Affairs and National Solidarity (MASSN) and the Ministry of Basic Education (MENA), and low-cost infrastructure upgrades. A second activity under this subcomponent was the piloting of a short-track teacher training mechanism to support the IAI rollout. This initiative aimed to increase access to formal training for ECE instructors through an accelerated program combining distance and face-to-face learning. Approximately 300 teachers were expected to participate in the pilot training programs during the project period. Based on the pilot's results, the government was to consider formalizing and institutionalizing the training program as a certification track for ECE instructors.

Subcomponent 1.2: Expanding access to secondary education. This subcomponent aimed to increase equitable access to secondary education by expanding school capacity in the five poorest regions, introducing incentives to boost enrollment in lower and upper secondary education—particularly for girls and low-income students—and supporting the growth of private secondary schools in urban areas to better serve disadvantaged populations. The project was to finance the construction and equipping of 20 lower secondary schools (CEG) and 20 upper secondary schools (lycées), and the upgrading of five lower secondary schools to upper secondary level in underserved areas. The Ministry of Secondary and Tertiary Education was to recruit full-time teachers, while local communities and the Association of Students' Parents were to continue to hire part-time teachers as needed. A second activity was to reduce financial barriers to secondary education, particularly for poor and female students. Building on mechanisms developed under earlier education projects, the project was to expand fee-reduction policies and introduce targeted subsidies to help students cover additional schooling costs. The subcomponent also aimed to



increase access for poor students in urban areas by expanding private secondary school places to complement public provision. To this end, the project was to finance the construction and equipping of five private lower secondary and five upper secondary schools, as well as the expansion of existing private institutions. The Ministry of Secondary and Tertiary Education was to construct the schools and lease their ownership and management to private education providers, who would be contracted to reserve a set number of places for poor students. Overall, the project was to finance the construction and equipping of 52 schools, including two upper scientific secondary schools; the upgrading of five lower secondary schools to upper secondary level; the addition of 55 classrooms in existing schools; and the drilling of 30 boreholes to support school infrastructure.

Component 2: Improving the quality of teaching and learning (*appraisal estimate: US\$13 million equivalent; increased by US\$42.3 million under the AF; reduced by US\$9.3 million during the 2024 restructuring, for a revised estimate of US\$46 million; actual cost: US\$53.3 million equivalent*). This component aimed to enhance the quality of teaching and learning, focusing on curriculum improvement, secondary teacher training, textbook development and distribution, school-based quality initiatives, and expansion of the use and management of assessment and examination systems.

Subcomponent 2.1: Curriculum improvement. This subcomponent aimed to develop an integrated basic education curriculum covering preschool, primary, and lower secondary education to facilitate smooth transitions across grade levels. The reform process was to include three phases: curriculum design, pilot testing to integrate lessons learned, and nationwide implementation. The project was to finance the development of learning instruments, the early childhood development program, and teacher training for the first two sub-cycles of primary education and the first three grades of lower secondary education, as well as the piloting of the revised curriculum. The project sought to align teaching methods with national guidelines and tested pedagogical approaches to improve learning outcomes across the basic education cycle.

Subcomponent 2.2: Improving teacher pre- and in-service training in secondary education.

- **Pre-service training** aimed to increase the number of qualified teachers (particularly in mathematics and science), enhance the quality of teacher training programs, and expand the capacity of training institutions through upgraded physical infrastructure, complemented by a distance learning program. The project planned to finance a system of video lessons, including the necessary equipment and training for instructors and technical staff. To further improve training quality, it was to support the adoption of enhanced teaching methodologies, especially in math and science. Training programs were to be refined based on a needs assessment survey conducted at the start of project implementation. Additionally, a virtual library accessible to all teacher training institutions was to be established. The project was to cover the costs of the needs assessment, technical assistance for methodology improvements, and the creation of the virtual library.
- **In-service training** aimed to enhance instructional quality and strengthen teacher skills through continuous pedagogical support provided by pedagogic advisers, inspectors, and teacher study groups, where teachers collaboratively discuss pedagogical challenges and explore potential solutions. The project was to cover the operational costs of pedagogic advisers and inspectors.

Subcomponent 2.3: Increased availability of science equipment, textbooks, and pedagogical materials. This subcomponent aimed to enhance learning outcomes by providing science equipment to two pilot upper secondary science schools (“lycées scientifiques”) to serve as models for science teaching; expanding the local production of textbooks to reduce dependence on external publishers; and improving access to other pedagogical materials in schools. The project planned to finance author training, textbook



development workshops, and the production of textbooks for lower secondary grades, while printing costs were to be covered by the National Center for Textbooks and School Materials (CENAMAFS). Technical assistance was also planned to strengthen CENAMAFS's technical and management capacities.

Subcomponent 2.4: Development of school-based quality initiatives. This subcomponent aimed to strengthen community participation in school management and incentivize improvements in education quality. School-Based Management Committees (SBMCs) were to be established in all secondary schools and tasked with preparing School Improvement Plans (SIPs) to address local challenges such as student attendance, retention of girls and vulnerable students, health and nutrition, and teaching quality. Competitive grants were to be provided to support the implementation of SIPs, linked to the Ministry of Secondary and Tertiary Education's annual "Circle of Excellence" school performance competition. The project was to finance the preparation of SIPs, training for SBMC members, and the implementation of quality improvement initiatives.

Subcomponent 2.5: Assessment of student learning achievement. This subcomponent aimed to strengthen the Central Office for Secondary School Examinations (OCECOS) in conducting standardized assessments and improving national examinations (Lower Secondary Certificate [BEPC] and Baccalaureate). The project was to finance an annual learning assessment in a selected sample of schools; conduct two standardized tests using a nationally representative sample of secondary schools; train technical and supervisory staff, as well as counselors, in testing and evaluation; carry out two evaluations of school instructional time; establish a new system for organizing the BEPC and Baccalaureate examinations; acquire necessary software; develop item banks for the BEPC and Baccalaureate examinations; train staff involved in both the administration of these examinations and the learning assessment process; and continue technical assistance provided by the University of Laval to OCECOS. Assessment results were intended to guide support for schools, improve examinations, and enhance overall secondary education quality.

Component 3: Contributing to Strengthening Education Institutional Capacity at Central and Decentralized Entities (*estimated cost: US\$7 million equivalent + US\$5.4 million under AF, amounting to a revised component estimate of US\$12.4 million; actual cost: US\$13.1 million equivalent*).

Subcomponent 3.1: Education planning and administrative management. This subcomponent aimed to strengthen capacity for data processing and analysis, as well as planning capacity at the local level. The project was to reinforce the Education Management Information System (EMIS) developed under the previous Post-Primary Education Project 2 (PPEP2) by integrating different entities, including regional directorates, with connectivity to the ministry responsible for secondary education. The General Directorate for Studies and Sector Statistics (DGESS) was to strengthen the capacity of decentralized units to analyze data, use basic statistics, conduct sector policy analysis, and design simple M&E tools—such as school report cards—to support school-level planning and resource management. The project was to finance equipment, staff training, and tool development, and to support the transfer of a Bank-financed computerized student management system successfully implemented in Senegal, along with student identification systems, technical assistance, technician training, and equipment acquisition.

Subcomponent 3.2: Promoting school-based management committees. This subcomponent aimed to promote the increased involvement of communities in school operations by establishing SBMCs in all public lower secondary schools. The project was to finance the adaptation of existing operational and training manuals for use in Burkina Faso.



Subcomponent 3.3: Project management, implementation activities, and core studies. This subcomponent aimed to strengthen the capacity of the Project Coordination Unit (PCU) to effectively manage and implement project activities. The project was to finance the operating costs of the PCU. In addition, analytical studies were to be financed to inform policy dialogue and decision-making for education policy reforms.

Revisions to components

Under the 2020 Additional Financing and the third restructuring in 2024, the project's original components were revised to strengthen implementation and results, while also adapting to the evolving security situation and the impacts of the COVID-19 crisis.

Component 1: Expanding Equitable Access to Preschool and Secondary Education in the two poorest regions and to secondary education in the five poorest regions. Component 1's allocation was revised upward to US\$91.6 million, reflecting the US\$52.3 million AF and a US\$9.3 million reallocation from Component 2 during the 2024 restructuring. Under **Sub-component 1.1**, the AF expanded the IAI program through adding tools adaptation in an additional language, training/technical assistance, equipment, advocacy for the IAI program (including government financing of preschool facilitators to ensure the IAI program sustainability and an impact evaluation of the IAI program to further inform policy dialogue and explore its potential expansion to other parts of the country), and supporting the training of 600 additional preschool facilitators. Under **Sub-component 1.2**, the AF financed expanded school infrastructure targets, including 13 additional lower secondary schools, eight additional upper secondary schools/lycées, one additional national science/technology/engineering/mathematics (STEM) high school and six regional STEM high schools, and a national STEM teacher training institute along with an increase in scholarship beneficiaries to 11,000 and the preparation of architectural plans for specialized preparatory classrooms and dormitories in the Bobo-Dioulasso and Ouagadougou national STEM high schools. The AF also introduced **Sub-component 1.3** (US\$21.8 million), designed to support the continuity of education in response to school closures resulting from the security and COVID-19 crises. Activities included: (i) development of digital content, acquisition of tablets and interactive boards, and teacher training; (ii) development of distance education materials, training, and provision of hygiene kits to improve teaching and learning during school closures; (iii) provision of school supplies, bicycles, canteen inputs, and contractual teacher salaries to promote attendance and retention; and (iv) establishing 260 prefabricated "pop-up" schools and constructing 206 additional classrooms (42 using pre-slab technology and 164 through traditional construction) across primary, lower, and upper secondary levels.

Component 2: Improving the quality of teaching and learning. The allocation for Component 2 was increased by US\$42.3 million under the AF and later reduced by US\$9.3 million during the 2024 restructuring. Under **Sub-component 2.2**, the AF expanded support to pre-service teacher training reforms by providing equipment and training to two teacher training institutes; financing the construction and equipping of a national STEM teacher training institute and an upper-secondary STEM high school as part of the Kosyam Jesuit University of Sciences (KoJUS) complex, intended to deliver specialized science, technology, engineering, and entrepreneurship education and strengthen the professionalization of STEM teaching; and introducing a Teacher Preparedness Center (CPA) in Ouagadougou, aimed to address teacher shortages and retain experienced educators by preparing them for promotion to the rank of associate professor. With regard to in-service training, the AF supported reforms in training delivery, transitioning from large group sessions to smaller, more targeted sessions to provide more tailored instruction, and the acquisition of digital tools and equipment to facilitate distance learning. Priority was given to mathematics and science teachers where the gap was significant, with the expectation that 90



percent of existing mathematics and science teachers would receive at least two in-service training sessions during the life of the project. **Sub-component 2.3** supported the completion of five lower-secondary textbook sets from the original project, the development of five new textbook sets for upper secondary education, the training of local textbook authors, and the provision of technical assistance to the National Center for Textbooks to strengthen the viability of its business model. **Sub-component 2.4** expanded support to existing and newly created SBMCs in the five targeted regions, and continued support for efforts to improve school performance in secondary schools. Under **Sub-component 2.5**, the AF financed the administration of standardized tests in core subjects (French, mathematics, and science) at both lower and upper secondary levels to provide feedback for teachers and support improvements in classroom instruction. It also provided technical assistance to modernize the national examination system by enhancing the administration of the lower secondary certificate (BEPC) and the Baccalaureate examination.

Component 3: Contributing to Strengthening Education Institutional Capacity at Central and Decentralized Entities. Component 3 received an additional US\$5.4 million under the AF. **Sub-component 3.1** was expanded to further strengthen the EMIS, including the development of a human resource management/deployment module for secondary education, and to finance training and equipment at the regional level for the production of annual statistical yearbooks. Under the AF, all planned school-based management activities originally under **Sub-component 3.2** were transferred to **Sub-component 2.4**, while **Sub-component 3.3** received additional resources to support project management.

The AF also introduced a new **Component 4**, a zero-allocation Contingent Emergency Response Component (CERC), to be activated in the event of an eligible emergency.

e. Comments on Project Cost, Financing, Borrower Contribution, and Dates

Cost and financing. At appraisal, the total project cost was estimated at US\$51 million, financed by an IDA grant of SDR 35.5 million (US\$50 million equivalent) and a planned Borrower contribution of US\$1 million, which was ultimately not delivered. The project cost was later revised to SDR 108.8 million (US\$150 million equivalent) following an additional IDA grant of SDR 73.3 million (US\$100 million equivalent). The actual project cost amounted to US\$148.4 million equivalent, reflecting almost full disbursement of the IDA allocation (99 percent).

Key dates. The project was approved on April 2, 2015, and became effective on October 30, 2015. A Mid-Term Review was carried out in February 2018. The original closing date of July 31, 2019, was extended three times for a cumulative period of 66 months, and the project ultimately closed on January 31, 2025. Over the course of implementation, three restructurings were undertaken, in May 2019, October 2020, and June 2024.

Restructuring and Additional Financing. The project was restructured three times and benefited from an additional financing.

The **first restructuring** (May 2019) extended the original closing date by one year to July 31, 2020, to complete delayed activities, including the construction of two national STEM high schools in Ouagadougou and Bobo, improved textbook availability, and expansion of locally produced textbooks. The extension also allowed time to address the government's November 2018 request for additional financing to: (i) support education in high-risk areas affected by school closures due to terrorism; (ii) complement the government's



initiative to establish additional STEM high schools; and (iii) build a new math and science teacher training institution to address the shortage of qualified STEM teachers.

The **second restructuring** (September 2020) extended the project's closing date by six months, from July 31, 2020, to January 31, 2021, to allow for the completion of delayed activities, including the construction of two national STEM high schools. The delays were primarily due to the limited capacity of construction companies. The extension also ensured continuity of project interventions until the additional financing was approved and declared effective.

The **additional financing** (August 2020) involved changes to the results framework to reflect the project's expanded scope. At the PDO level, the total number of direct beneficiaries was increased by 560,000, including 30,000 additional students in early childhood education using IAI. Two PDO-level indicators were updated with revised baselines and end targets, reflecting more accurate baseline data and the upward trend related to the AF. At the intermediate level, four new indicators were added, including those for beneficiary students in conflict-affected areas, students benefiting from learning interventions, and citizen engagement. A new sub-indicator was also introduced to track the proportion of female students benefiting from the scholarship program who remain in school and successfully progress through their education cycle. The end target dates for all indicators were extended to align with the new closing date of December 31, 2024, and select targets were revised upward to reflect the scale-up. This included indicators for preschool training certification, classroom construction, scholarship beneficiaries, gross enrollment rates, and teacher training.

The **third restructuring** (June 2024) extended the closing date by six months to January 31, 2025, to provide the additional time needed to complete ongoing activities and achieve the PDO. It also removed non-performing activities, documented the use of project savings, and reallocated funds to support continued education for displaced and host community students as well as school-based management initiatives. The project identified savings of US\$1 million under Sub-component 1.1 and US\$1.9 million under Sub-component 1.2. These amounts were reallocated to Sub-component 1.3, allowing the number of classrooms to be constructed and equipped to increase from 50 to 256. This expansion was expected to benefit an additional 181,500 students—raising the total number of supported students to 425,000—all of whom faced insecurity and required continued access to education. Additional school supplies and canteen food were also provided. As a result, the cost of Sub-component 1.3 increased by US\$12.2 million (from US\$21.8 million to US\$34 million), financed by the US\$2.9 million in savings from Sub-components 1.1 and 1.2, with the remaining US\$9.3 million drawn from Component 2. Under Component 2, the construction and equipping of the teacher preparedness center was dropped due to difficulties securing qualified contractors and delays in other construction activities, generating US\$10.8 million in savings. Of this amount, US\$1.3 million was allocated to income-generating activities led by school management committees, and US\$0.2 million was used to purchase printing equipment needed to issue certificates for the annual national school competition. These adjustments increased the cost of Sub-component 2.4 from US\$6 million to US\$7.5 million.

3. Relevance of Objectives

Rationale



The PDO was highly relevant to country conditions at the time of design, which persist today, despite some improvements. At appraisal, access to pre-school education in Burkina Faso was extremely limited—particularly for children from poor households and those in hard-to-reach, rural areas—with only 3.5 percent of children enrolled and government-run early childhood development (ECD) centers accounting for just 15 percent of ECD provision. Quality was also a major concern, with only 22 percent of ECD staff trained, student-to-teacher ratios well above international standards, and many programs failing to adequately develop social, psycho-motor, literacy, and numeracy skills needed for primary education. At the secondary level, access was constrained by a shortage of schools (particularly in rural areas), high direct and indirect costs, and safety concerns, disproportionately affecting girls and children from poor households. Gross enrollment rates were low, and dropout and repetition rates were high, especially in grades 10 and 13, limiting the number of students completing secondary education. Learning outcomes were weak across key subjects due to insufficient numbers of qualified teachers, outdated curricula, inadequate teaching materials, poor school infrastructure, and weak school-level management. The PDO's focus, on expanding pre-school and secondary education access for vulnerable students and enhancing the quality of teaching and learning in secondary education, ensured its high relevance to country conditions at both appraisal and project completion.

The PDO was and remains well aligned with Burkina Faso's development priorities. It supported the government's Strategy for Accelerated Growth and Sustainable Development (SCADD) 2011-2015, which emphasized human resources development to support accelerated growth, and was consistent with key sector strategies, including the ten-year education program for basic and secondary education (PDSEB 2012-21) and the national multisectoral ECD policy, both of which prioritized expanding preschool and secondary education access, improving transitions across cycles, and strengthening education quality. This alignment has remained strong as the government's policy framework evolved: the PDO is fully consistent with the Education and Training Sectoral Plan (2017-2030); the National Economic and Social Development Plan II (2021-2025), particularly its objective to expand and improve education and training to meet labor-market needs; and the National Emergency Education Strategy (2019-2024), which underscores the government's commitment to safeguard learning in a deteriorating security context. The PDO is also highly relevant to the government's more recent "Presidential Initiative for Quality Education for All" (2024), which emphasizes infrastructure expansion, teacher training, and inclusive education for marginalized groups. Through its focus on expanding preschool and secondary education for underserved populations and improving teaching and learning quality, the PDO directly reflected and reinforced these national priorities aimed at building a more skilled, resilient, and productive workforce.

The PDO was strongly aligned with the World Bank's country priorities throughout the project cycle. The PDO's focus on expanding equitable access to education and improving teaching and learning quality directly supported the Bank's FY13-16 Country Partnership Strategy (CPS), which aimed to: (i) accelerate inclusive and sustained economic growth, (ii) enhance governance to enable the delivery of more efficient social services; and (iii) reduce vulnerability to social, economic, and environmental shocks. The PDO relevance to the Bank's country priorities remained high during implementation, as confirmed in the Performance and Learning Review of the Bank's Country Partnership Framework (FY18-FY24), where the PDO aligned closely with Focus Area 2: Investing in human capital and social protection systems, particularly Objective 2.1 on inclusive, high-quality education and skills development. The PDO's focus on expanding preschool and secondary education access for vulnerable groups—including girls, poor households, and displaced children—and improving the quality of teaching and learning also aligned with the 2024 Systematic Country Diagnostic, which highlights strengthening education and inclusivity as a core policy priority. Overall, the PDO was fully consistent with the Bank's strategic objectives and remained highly relevant to evolving country needs. Moreover, as reported by the Bank team in a December 8, 2025,



interview, although the FY26-FY31 Burkina Faso CPF is still being prepared, it is expected to place strong emphasis on resilience, service delivery in fragile areas, human capital protection, and adaptive social protection, all priorities that are closely aligned with the project's key objectives.

The project strengthened the sustainability of previous Bank-financed education interventions in Burkina Faso and built on their results and lessons learned. Drawing on the experience of PPEP2—the main vehicle for supporting the government's secondary education efforts from 2006 to 2013—the project focused on consolidating prior achievements through its focus on enhancing quality of education provision and expanding equitable access in secondary education. By targeting areas with little or no other partner support, it reinforced earlier interventions and facilitated the scaling of successful programs, reflecting a deliberate continuity and learning-oriented approach in the Bank's sector engagement.

Rating

High

4. Achievement of Objectives (Efficacy)

OBJECTIVE 1

Objective

Increase access to preschool education in the two poorest regions of Burkina Faso

Rationale

The project's Theory of Change aimed to expand access to preschool education in Burkina Faso's poorest regions, including areas hosting internally displaced children, through a set of mutually reinforcing **interventions**: (i) piloting an Interactive Audio Instruction (IAI) program and introducing short-track certification for preschool facilitators; (ii) training parent-educators to support early childhood learning at the community level; (iii) rehabilitating and equipping community-based ECE centers; (iv) carrying out community engagement and awareness campaigns to encourage enrollment and retention; and (v) providing complementary health, nutrition, and school feeding services to improve children's readiness to learn.

These activities were expected to produce **outputs**, such as a trained pool of facilitators and parent-educators; developed and disseminated IAI programs and teaching materials; rehabilitated and properly equipped community-based ECE centers, including those serving displaced populations, and strengthened community awareness of and engagement in early childhood education.

These outputs were expected to translate into several **intermediate outcomes** critical for expanding early childhood education. First, they were designed to increase both the availability and quality of ECE services by ensuring a trained workforce, adequate learning materials, rehabilitated infrastructure, and an operational IAI delivery system. Second, they aimed to strengthen community engagement and support for preschool participation, reinforced by improved school-level governance mechanisms. Third, the provision of nutrition,



health services, and school feeding was expected to improve children's readiness to learn and reduce barriers to enrollment, particularly for displaced households.

Together, these improvements were expected to create the enabling environment necessary to achieve the **outcome** of expanded access to preschool education in the targeted regions, reflected in increased preschool enrollment among both resident and internally displaced children, assuming continued political stability, active parental and community participation, and sustained government and partner commitment to ECE provision.

Outputs and intermediate results

- A total of 1,320 pre-school class facilitators enrolled in the short-track training were successfully certified, **surpassing the target of 940**. In addition to facilitators, the project trained 660 parent-educators in Interactive Audio Instruction (IAI) and functional literacy, thereby expanding the pool of adults able to support early childhood learning at the community level. All early childhood educators benefited from continuous professional development, with training led by the National Institute for Training of Social Workers.
- A total of 200 IAI programs were produced and broadcast in five national languages (*Moré, Gulmachéma, Bissa, Dagari, Lobiri*), accompanied by 200 user guides and 52 distance-learning training modules for educators.
- IAI was delivered through 220 community-based ECE centers, including 40 rehabilitated community-based ECE centers (30 of which served internally displaced persons).
- A total of 432,141 internally displaced students continued their studies as a result of project interventions, **surpassing the target of 425,000**. This included support for displaced preschool-aged children through rehabilitated community-based ECE centers and outreach services.
- The national technical team responsible for IAI in preschool was strengthened, enabling collaboration with UNICEF to extend IAI to primary education. The national school radio received upgraded equipment and training to support sustained delivery.
- The project supported 7,110 community awareness sessions to strengthen parental understanding of ECE and promote enrollment and retention.
- Canteens were established in ECE centers with contributions from the government, UNICEF, NGOs, and local authorities, and 220 cooks were trained in nutrition and hygiene.
- Health services, including medical visits, vaccinations, and nutritional supplements, were provided at community-based ECE centres to improve children's readiness for learning.
- A total of 94.85 percent of lower secondary schools in the five targeted poorest regions developed agreed School Improvement Plans, **surpassing the target of 90 percent**.
- A total of 99.89 percent of lower secondary schools in the five targeted poorest regions established School-Based Management Committees, **exceeding the target of 90 percent**. While not exclusive to ECE, these system-wide governance improvements supported community engagement structures relevant for preschool centers.

Outcomes

- A total of 47,323 additional children (including 24,022 girls) were newly enrolled in early childhood education, **surpassing the target of 45,000**. Importantly, enrollment expanded **beyond the initial**



two poorest regions to include East, Centre-East, Ouagadougou, Central Plateau, South-West, Centre-South, North, and Boucle du Mouhoun.

- An external evaluation of the IAI program found strong acceptance and perceived effectiveness:
 - 87.2 percent of surveyed primary teachers and pedagogical supervisors reported that the program effectively prepared children for primary school.
 - Preschool facilitators, teachers, and parents expressed satisfaction with the IAI approach.
 - The evaluation showed that the communication campaigns effectively increased parents' awareness of the importance of ECE, leading to higher enrollment of their children. The communication strategy also strengthened SMBCs' understanding of the IAI program and clarified their role in supporting the centers.
- The IAI model was institutionalized at the national level and expanded to primary education in partnership with UNICEF, demonstrating its perceived effectiveness and long-term sustainability beyond the project's duration.
- Strengthening of the national IAI technical team and improvement of national school radio equipment increased the education system's capacity to deliver distance-based ECE and primary education content over the long term.

Achievement of Objective 1 is rated High. The project surpassed its PDO 1 target by enrolling 47,323 additional preschool children, including 24,022 girls, extending access beyond the initially targeted regions. An external evaluation indicates strong acceptance and perceived effectiveness of the IAI program among teachers, facilitators, and parents. Complementary interventions, including community engagement and health/nutrition support contributed to targeted children's readiness to learn and strengthened parental support for their children's early learning. The institutionalization of IAI, enhanced system capacity to deliver distance-based early childhood education, and upgraded infrastructure demonstrate strong potential for sustainability and continued expansion of access to preschool education. Overall, the evidence shows that the project effectively increased access to preschool education in the targeted regions.

Rating
High

OBJECTIVE 2

Objective

Increase access to secondary education in the five poorest regions of Burkina Faso

Rationale

To increase access to secondary education in the five poorest regions, the project supported a set of **activities**: (i) constructing, rehabilitating, and equipping lower and upper secondary schools, including through public-private partnerships; (ii) deploying rapid and adaptive infrastructure solutions—such as pre-slab classrooms and prefabricated/pop-up schools in more secure host areas—to reduce overcrowding in schools within host communities and ensure continuity of education for internally displaced children; (iii) improving school conditions through the provision of water points, equipment, and learning materials; (iv) reducing financial barriers through secondary school fee subsidies; (v) strengthening the relevance and attractiveness of secondary education through the establishment of STEM high schools and robotics-focused



programs; and (vi) supporting the government's COVID-19 education response through remote-learning content, digital equipment, teacher training for distance instruction, and hygiene kits.

These activities were expected to generate a set of **outputs**, including expanded classroom capacity through new construction and rehabilitation, temporary learning spaces in crisis-affected areas, upgraded school facilities and water points, improved digital readiness for remote learning, the establishment of STEM-focused learning opportunities, and reduced household education costs through fee subsidies.

These outputs were expected to lead to several **intermediate outcomes** central to improving access. First, they were designed to increase intake capacity at both lower and upper secondary levels by expanding the physical and temporary learning infrastructure. Second, they aimed to improve continuity of learning during insecurity and COVID-19 disruptions through flexible school construction, remote learning supports, and strengthened pedagogical readiness. Third, by reducing financial constraints and enhancing the relevance of secondary education, especially through STEM schools and robotics programs, the project sought to increase enrollment, particularly among girls, students from poor households, and internally displaced students.

Together, these improvements were expected to create the enabling conditions necessary to achieve the **outcome** of increased access to secondary education across the five poorest regions.

The successful realization of this causal pathway relied on several key assumptions: sustained political stability and government commitment to education reforms, and active participation and support from teachers, local communities, and other stakeholders. These assumptions were particularly critical under the second PDO, where political instability, escalating insecurity, and widespread school closures constrained the achievement of the intended outcome—expanded access to secondary education across the five poorest regions—demonstrating that the assumption of political stability underpinning the causal pathway did not hold in practice.

Outputs and intermediate results

As noted in the ICR (p. 12), project performance must be interpreted in the context of the severe shocks affecting the country's education system between 2020 and 2023, including the COVID-19 pandemic, escalating insecurity, political instability, and widespread school closures. Nationally, the number of closed schools rose from 2,244 to 5,709 over the period. The lower secondary gross intake rate (GIR) declined from 45.7 percent in 2019 to 40.3 percent, and the upper secondary GIR dropped from 25 percent to 16.6 percent. The project regions were disproportionately affected, accounting for more than 54 percent of all closures. These disruptions affected 1,008,327 students—including 490,622 girls—and 28,919 teachers, 9,171 of whom were female. The combined shocks significantly reduced intake and enrollment at both the primary and secondary levels, as insecurity, displacement, and the physical inaccessibility of schools prevented thousands of children from entering or remaining in the system. Targeted project interventions helped slow these declines and facilitated partial rebounds, particularly in Plateau Central and Sud-Ouest, although average enrollment levels did not return to their pre-crisis levels. Regression and correlation analyses confirmed strong negative relationships between violent incidents, school closures, and GIR/GER trends, underscoring how insecurity constrained education access and ultimately affected achievement of the PDO.

- A total of 1,012 additional classrooms were built in lower and upper secondary levels, **surpassing the target of 807**.
- A total of 42 new lower secondary schools (CEGs) were constructed and equipped, **exceeding the target of 33**.



- A total of 64 new upper secondary schools (*lycées*) were constructed and equipped, **surpassing the target of 33**.
- A total of 105 additional secondary school classrooms were constructed through public–private partnerships, creating space for around 7,050 students. Private operators assumed maintenance responsibilities, reducing the burden on the state.
- A total of 186 classrooms were rehabilitated in 53 existing schools.
- A total of 49 boreholes were drilled, **exceeding the target of 30**, enhancing safe water access in schools.
- The project responded to the urgent educational needs created by conflict and population displacement by:
 - Constructing 256 pre-slab classrooms—partially completed classrooms with walls and roofs but without concrete floors—for internally displaced students. This quick and cost-effective approach supported the government’s “education in emergency” initiatives, allowing learning to begin before full completion.
 - Establishing 260 pop-up schools as temporary learning spaces in conflict-affected areas. This was achieved through the project team’s proactive strategy of redirecting construction from insecure to more secure host areas and using a rapid yet durable construction method. These schools ensured continued education for internally displaced students and teachers, alleviated pressure on the local education system, and were complemented by the distribution of food, equipment, bicycles to facilitate getting to and from school, canteen inputs, and hygiene kits to further support students and staff.
 - Expanding educational infrastructure through public-private partnerships (PPPs). Through the PPP lease-purchase system for lower and upper secondary schools, 105 additional classrooms were constructed, creating space for approximately 7,050 students. By involving private entities in the management and maintenance of these schools, the model alleviated overcrowding, particularly in host communities, while reducing the financial burden on the state. This collaboration not only strengthened the role of the private sector in expanding educational infrastructure but also contributed to a more sustainable and responsive education system, which proved critical in Burkina Faso’s fragile context.
- The project’s support for the government’s education sector response to COVID-19 included:
 - Providing digital content, tablets, and interactive boards, and training teachers for remote instruction.
 - Distributing distance learning materials and hygiene kits to ensure learning continuity during school closures.
 - Extending support beyond pre-primary and secondary levels to benefit also primary schools.
- Nine STEM high schools (*lycées scientifiques*) were constructed (six regional, three national).
- Robotics-focused classes were introduced with equipment procured, training 67 teachers and 1,582 students and establishing robotics clubs. This initiative strengthened students’ practical problem-solving skills, fostered innovation, and prepared students for future opportunities in science and technology.
- STEM high schools achieved consistently above 94 percent Baccalaureate pass rates.
- A total of 11,000 students received subsidies to support school fee costs in the five targeted regions, **achieving the target**. Of these, 55 percent were female students, **exceeding the target of 50 percent**.
- A total of 432,141 internally displaced students continued their studies as a result of project interventions, **surpassing the target of 425,000**.



- A total of 132,707 students in conflict-affected areas continued their education after an interruption as a result of project interventions, **surpassing the target of** 100,000.
- The combined gross enrolment rate (GER) in lower and upper secondary education in the five poorest regions declined from a baseline of 23.4 percent to 21.25 percent, **not achieving the target of** 41.5 percent.
- GER in lower secondary education declined from a baseline of 37.6 percent to 30 percent, **not achieving the target of** 63 percent. The female GER in lower secondary education declined slightly from a baseline of 35.1 percent to 34.4 percent, **not achieving the target of** 43 percent.
- The GER in upper secondary education increased from a baseline of 9.2 percent to 12.5 percent, **partially achieving the target of** 20 percent (30.6 percent achieved). The female GER in upper secondary education increased from a baseline of 5.8 percent to 12.3 percent, **exceeding the target of** 12 percent.

Outcomes

- The gross intake rate in the first grade of lower secondary education declined from a baseline of 41.1 percent to 33.8 percent, **not achieving the target of** 62 percent.
 - The female gross intake rate in the first grade of lower secondary education declined from a baseline of 39.2 percent to 37.8 percent, **not achieving the target of** 61 percent. In most of the five target regions, girls performed equally well or better than boys in terms of gross intake, gross enrollment, and grade promotion at the lower secondary education level, at times even exceeding the national average (i.e., Plateau-Central and Sud-Ouest in terms of gross intake and enrollment rates).
- The gross intake rate in the first grade of upper secondary education increased from a baseline of 8.7 percent to 10 percent, **not achieving the target of** 14 percent (24.5 percent achieved).
 - The female gross intake rate in the first grade of upper secondary education increased from a baseline of 4.1 percent to 10 percent, **partially achieving the target of** 12 percent (74.7 percent achieved). At the upper secondary level, girls outperformed boys in intake in three of the five regions—including Est, one of the areas most affected by violence and insecurity—and achieved gross enrollment rates at par with or slightly higher than boys, except in Sud-Ouest, where girls lagged slightly by three percentage points.

Despite the difficult context, which contributed to the non-achievement of several GIR and GER targets, the project, including through the 2020 additional financing and the 2024 restructuring, delivered substantial outputs and results that helped preserve and, in some areas, expand access to secondary education in the targeted regions. These achievements included significant school infrastructure expansion, financial support measures that reduced barriers to entry for vulnerable students, and interventions that sustained learning continuity for learners affected by school closures linked to conflict and the COVID-19 crisis. While these efforts could not fully offset systemwide disruptions, they played a critical role in mitigating losses in access and stabilizing intake and enrollment. Notably, the lower secondary GIR in 2024 exceeded 2019 levels in two of the five project regions, Plateau-Central and Sud-Ouest (which were also the least affected by the conflict). Although the other three regions did not fully return to pre-crisis levels, the project's emergency interventions helped prevent further declines and supported the gradual restoration of education access in the areas most affected by conflict.



Rating

Modest

OBJECTIVE 3

Objective

Improve teaching and learning

Rationale

The project's Theory of Change aimed to improve teaching and learning through a coordinated set of **interventions**. These included: (i) strengthening school-based quality initiatives by establishing School-Based Management Committees (SBMCs) and implementing School Improvement Plans (SIPs) in lower secondary schools to address locally identified barriers to attendance, retention, and academic success; (ii) strengthening teacher capacity and instructional practice, including pre-service training to increase the supply of qualified teachers, particularly in math and science, alongside in-service professional development, classroom visits and coaching, participation in scientific camps, and the use of updated pedagogical modules; (iii) developing and distributing improved curricula and textbooks to support effective teaching and student learning; (iv) establishing specialized education institutions, including a national STEM teacher training institute, an upper secondary STEM high school, and high-intensity university preparatory courses; (v) improving national assessment and examination systems; and (vi) strengthening system-level governance capacity through EMIS enhancements, staff training, data collection tools, and higher education connectivity.

These activities were expected to produce **outputs** such as functional SBMCs, financed SIPs, trained teachers and staff, updated curricula and textbooks, operational STEM institutions, and improved assessment and examination systems.

These outputs were expected to generate **intermediate results** including stronger school governance with active community participation, enhanced teacher instructional capacity, expanded availability and use of quality learning materials, and improved data-driven planning and management across the education system.

Ultimately, these intermediate results were expected to lead to the **outcome** of improved teaching and learning, reflected in higher overall and female promotion rates in lower secondary education and increased student participation in quality-enhancing activities, assuming sustained political stability, parental and community engagement, and government and partner commitment.

Outputs and intermediate results

Support for School-Based Quality Initiatives

- A total of 99.89 percent of lower secondary schools in the five poorest targeted regions had functional School-Based Management Committees (SBMCs), **surpassing the target of 90 percent**. A total of 931 SBMCs were created and became fully operational.
- A total of 6,517 SBMC members received training in developing School Improvement Plans (SIPs); mobilizing and managing funding for micro-projects; preventing and managing community conflicts; social and financial education in emergency contexts; monitoring school attendance (with a focus on girls and other vulnerable groups); and improving the overall quality of schooling. The project also supported activities to sensitize parents and community members to the importance of girls' education



and raising awareness to prevent gender-based violence, sexual exploitation and abuse, and sexual harassment

- 95 percent of lower secondary schools in the five targeted regions had agreed SIPs, **surpassing the target of 90 percent**. A total of 884 SIPs were financed, representing approximately US\$4.6 million (2.57 billion CFA francs) in grants. To support girls' attendance and retention in school, these SIPs also included activities to prevent early pregnancies and gender-based violence.

Student assessments to inform curriculum and teacher training improvements: The project conducted four student assessments across primary and secondary levels (2016, 2018, 2021, and 2024), and the results were used to refine curriculum content and teacher training modules.

Teacher Training and Professional Development

- **Student assessments to inform instructional improvement:** The project conducted four student assessments across primary and secondary levels (2016, 2018, 2021, and 2024), and the results were used to strengthen teacher training modules.
- **Pre-service teacher training:** The project trained 87,931 teachers, including trainers from the Science Development Institute and the Teacher Training Institute at Université Norbert Zongo, on the use of new pedagogical guides, **surpassing the target of 50,000**. The project placed strong emphasis on gender considerations, integrating them throughout curriculum reform and teacher training initiatives.
- **Secondary education in-service teacher training:** In-service training programs, comprising subject-specific modules in mathematics, physics, and life and earth sciences (LES), were developed and formally approved for secondary school teachers. A total of 9,388 secondary school teachers received training covering a range of pedagogical themes, including effective instruction in mathematics and science.
- **Classroom and teacher support:**
 - All teachers received classroom visits and personalized coaching from supervisors, **surpassing the target of 78 percent**, to improve teaching practices.
 - All four planned scientific camps for teachers were conducted, benefiting 212 mathematics and science teachers from scientific high schools.
 - All four planned scientific camps in Bobo-Dioulasso for students were organized, reaching 250 students.
- In an interview dated December 8, 2025, the Bank team reported that monitoring data indicate that inspections and regional authorities confirmed the effective integration of new teaching guides into lesson preparation, while classroom observations showed improved lesson structure, more diversified teaching methods, and consistent use of the provided materials. Together, these findings demonstrate a substantive transformation in instructional practices resulting from the project's implementation.

Curriculum and Learning Materials Development

- **Curriculum improvement:** The project developed and piloted 66 teaching guides across all education levels (4 for preschool, 22 for primary, 26 for post-primary, and 16 for secondary), **meeting the target**. Learning instruments for the curriculum pilot were developed with support from partners such as the New Jersey Center for Teaching and Learning (NJCTL) and the Mathematics and Science for Sub-Saharan Africa (MS4SSA) initiative.
- **Textbook development and distribution:**



- Ten textbook titles and their pedagogical guides were published: five for post-primary (Grade 7) in LES, Mathematics, History, Geography, and French; and five for secondary (Grade 10) in Mathematics, German, History, Geography, LES, and Arts and Crafts.
- 960,000 copies of secondary school textbooks in Physical Sciences (Grades 8-9), Mathematics (Grades 7-9), and English (Grades 7-8) were printed and distributed.
- 500 staff of the National Center for Textbooks were trained in the use of the textbook management system.
- In an interview dated December 8, 2025, the Bank team reported that monitoring data indicate that the new curricula, textbooks, teaching guides, and training materials were widely adopted, with teachers reporting a high rate of textbook use, 70 percent, according to field surveys in the final evaluation report.

Establishment of Specialized Education Institutions

- As part of the KoJUS complex, a national STEM teacher training institute and an upper secondary STEM high school were established to provide specialized education in science, technology, engineering, and entrepreneurship, while supporting professionalization of STEM teaching.
- The project supported the creation and operationalization of high-intensity university preparatory courses (Classes Préparatoires aux Grandes Écoles - CPGE) and the Teacher Preparedness Center (CPA). Legal and regulatory frameworks for CPGE/CPA were adopted, and the project provided full funding for the architectural, environmental, and social studies required for constructing the CPA facilities. As reported by the Bank team in an interview dated December 8, 2025, the project also provided comprehensive support for running CPGE/CPA, including establishing and launching the centers, developing CPA curricula, and training teachers. The centers currently operate from rented facilities pending completion of permanent buildings and equipment, as the CPA construction phase was removed during the 2024 restructuring due to implementation delays and difficulties finding qualified contractors. Following government guidance and pressure from displaced communities, resources originally allocated for CPA construction were redirected toward education in emergency situations, while the construction studies were preserved for potential future implementation when funding becomes available.

Support for the Expansion and Strengthening of Assessment and Examination Systems

- A total of 10,942 evaluation tools (multiple-choice questions) were designed in seven disciplines—French, Mathematics, LES, English, Philosophy, Physics-Chemistry, and History-Geography—for scientific high schools.
- A total of 124 test designers were trained for the BEPC and Baccalaureate examinations.
- Seven disciplinary evaluation standards for the BEPC and Baccalaureate examinations were revised.
- Item banks for Grades 7 and 9 were established in three disciplines: Mathematics, French, and LES.

System-Level Outputs Contributing to All Three Project Objectives

- ***Strengthening of the Education Management Information System (EMIS):*** Ten statistical yearbooks were produced, covering pre-school, primary, lower secondary, and upper secondary education for school years 2015-2024. In addition, the project supported broader EMIS strengthening efforts by deploying digital tools such as Kobo Toolbox and the Geo-Enabling Monitoring System (GEMS) platform to improve data collection, overcome data fragmentation across education levels,



and enhance information sharing. As reported by the bank team in an interview dated December 8, 2025, enhanced planning tools were effectively applied to guide evidence-based decision-making. For instance, geographic coordinates were used to plan and equip additional classrooms in areas with significant security challenges (Sahel, North, East, Central-East), and informing education sector strategy and the deployment of teaching staff according to actual field needs.

- **Capacity building in data collection and analysis:** 790 ministry staff were trained in data collection and use of the GEMS for verification and reporting. Additionally, 865 tablets were acquired to support ministry field agents in monitoring and reporting.
- **Improved higher education connectivity:** Higher education institutions were connected to each other and to the wider West and Central African Research and Education Network, improving information exchange and digital infrastructure within the sector. To support better data integration and management at the tertiary level, the project financed the acquisition of the CampusFaso university application monitoring platform.

Outcomes

- The promotion rate in lower secondary education (starting in Grade 7) in the five targeted regions increased from a baseline of 59.1 percent to 62.1 percent, **partially achieving the target of 66 percent** (43.5 percent of the target achieved).
 - The female promotion rate in lower secondary education in the five targeted regions increased from a baseline of 59.7 percent to 65.2 percent, **substantially achieving the target of 66 percent** (87.3 percent of the target achieved).
 - Grade 9 promotion rates increased from 76.6 percent to 78.3 percent overall, and from 76.6 percent to 78.5 percent for girls, highlighting the positive impact of project interventions in supporting students' progression within lower secondary despite challenging conditions. In Plateau-Central and Sud-Ouest, promotion rates rose from 74.9 percent to 79.1 percent and from 64.9 percent to 67.4 percent, respectively, though both remained below the 2024 national rate of 85.5 percent. Plateau-Central's increase of 4.2 percentage points matched the national trend. In the Est region, despite being the most affected by insecurity, promotion rates improved across all grades and exceeded the national Grade 9 rate by 3.6 percentage points.
- The number of direct project beneficiaries reached 1,143,514, **surpassing the target of 952,000**.
 - Of these, 55 percent were female beneficiaries, **exceeding the target of 50 percent**.
 - A total of 1,026,532 students benefited from direct interventions to enhance learning, **surpassing the target of 584,000**. Of these, 564,593 (55 percent) were female students, **exceeding the target of 292,000**.
- As reported by the Bank team, lower Secondary Education Certificate (BEPC) pass rates increased from 39 percent in 2015 to 47.2 percent in 2024, while Baccalaureate pass rates rose from 39 percent to 52.6 percent, driven largely by improvements in standardized test scores. These results from national examinations—administered using consistent standards—provide direct and credible evidence of improved student learning, in contrast to the project's promotion outcome indicator, which can be influenced by changes in promotion criteria and may not accurately reflect actual learning gains.
- Also, according to the Bank team, student attendance and engagement increased through the distribution of over 360,000 textbooks, 600,000 English books, and the organization of science camps, while approximately 11,000 high-achieving children from disadvantaged households have been retained in the education system, enhancing both accessibility and equity in education.



The project substantially achieved Objective 3, which sought to improve teaching and learning. Standardized results indicate meaningful learning gains: BEPC pass rates rose from 39 percent in 2015 to 47.2 percent in 2024, and Baccalaureate pass rates increased from 39 percent to 52.6 percent. These improvements were supported by curriculum and instructional material reforms, teacher training, and strengthened classroom practices. While the lower secondary promotion rate, the primary PDO indicator, was an insufficient measure of learning quality, the demonstrated gains in standardized test results, together with the more than one million students who benefitted from improved materials, revised curricula, and project-trained teachers, provide credible evidence that the project improved both teaching and learning, demonstrating substantial progress toward PDO 3.

Rating

Substantial

OVERALL EFFICACY

Rationale

Overall project efficacy was Substantial, reflecting the high achievement of the first objective (*expanding access to preschool education in the two poorest regions*), the modest achievement of the second objective (*increasing access to secondary education in the five poorest regions*), and the substantial achievement of the third objective (*improving the quality of teaching and learning in secondary education*).

During an interview with IEG on December 8, 2025, the Bank team shared its perspective on the project's contribution, the extent of attribution, and the likely counterfactual scenario.

Attribution. The results reported in the ICR are plausibly and substantially attributable to the project's interventions. The Bank was, and remains, the largest financier in Burkina Faso's education sector, and the project's targeted design and geographic focus positioned it as the main driver of the outcomes achieved. Investments were concentrated in the poorest regions for early childhood and secondary education and were further reinforced through the AF restructuring, which explicitly addressed the learning needs of internally displaced students. The project also operated in sub-sectors with limited engagement from other development partners, including secondary and scientific education, where it was the sole initiative establishing science high schools, revising curricula, integrating STEM and robotics, and strengthening teacher capacity. Other partners—such as UNICEF, the Japan International Cooperation Agency, and the Islamic Development Bank—undertook complementary but narrower activities in scope and financing, and coordination through the Technical Secretariat for Education in Emergency Situations helped ensure clear division of roles and prevent overlap. Collectively, these factors provide strong evidence that the project's interventions were the primary source of the results achieved.

Counterfactual. According to the Bank team, in the absence of the project, the gains observed in the beneficiary regions—particularly the two safest regions, Plateau Central and Sud-Ouest—would likely not have occurred. Over 2015-2024, lower secondary enrollment and gross intake rates in these regions exceeded the averages in non-project regions, with the gap widening from 2015 onward, coinciding with the period of project implementation. By contrast, insecure project regions remained below the non-project



averages, reflecting the negative impact of conflict on school attendance. This comparison provides a reasonable proxy for the counterfactual, indicating that the project enabled improved access to education in the two safest regions, which would have been unlikely without its interventions.

Overall Efficacy Rating

Substantial

5. Efficiency

Economic Analysis. At appraisal, the project's economic efficiency was assessed as strong, with results indicating that the investment was likely to yield substantial economic returns relative to its costs. The cost-benefit analysis, conducted separately for the project's access and quality components and then combined, demonstrated that both dimensions of the project were economically viable. Under baseline assumptions, the present discounted value of total project benefits was estimated at nearly US\$174 million against discounted costs of US\$64.1 million, resulting in a net present value (NPV) of US\$109.6 million. This corresponds to an internal rate of return (IRR) of 19.6 percent (approximately 9.6 percentage points above the prime lending rate), which signals a robust economic justification for the investment. The benefit-cost ratio of 2.7 suggests that every US\$1 invested in the project was expected to generate US\$2.7 in economic benefits, reflecting high anticipated economic efficiency. Sensitivity and sustainability analyses reinforced these findings, while also highlighting key risks; the realization of expected benefits would depend on successful and timely project implementation, adequate student retention, quality of school infrastructure, and the validity of benefit assumptions. The fiscal sustainability analysis found that the post-project financial burden was manageable within existing education sector spending patterns, suggesting that recurrent costs associated with project activities could be sustained. Overall, the economic analysis at appraisal indicated that the project was well positioned to deliver high economic returns and represented an efficient use of public resources. Following the Additional Financing of US\$100 million approved in 2020, the 2015 cost-benefit analysis was updated to account for the expanded resource envelope. The revised estimates indicated an NPV of US\$335.8 million and an IRR of 29.6 percent under the base scenario with a 12 percent discount rate. These updated estimates, however, relied on projected beneficiary numbers and resource allocations and did not factor in the implementation delays that subsequently arose due to increasing insecurity and political instability in Burkina Faso.

At the ICR stage, a new cost-benefit analysis was conducted using actual project costs, the realized number of beneficiaries, and updated earnings data from Burkina Faso's most recent nationally representative household survey (Panel Household Questionnaire, EHCVM 2021-22). The analysis applied standard human capital assumptions, including: (a) lifetime earnings estimated from wage distributions across educational attainment and age groups in the EHCVM; (b) a working life from age 18 to the statutory retirement age of 60; (c) an estimated 11 percent rate of return to education, derived from a Mincer earnings equation using the same survey; (d) a 12 percent discount rate; and (e) the exchange rate in effect at the time. Based on these parameters, the ICR's analysis found that the project's investments were economically viable. The NPV is estimated at US\$667 million, with an IRR of 15 percent and a benefit-cost ratio of 5. Although some benefits remain difficult to quantify, the value of measurable benefits substantially exceeds project costs, confirming the overall efficiency of the project's investments.



Implementation efficiency. The project demonstrated substantial implementation efficiency, largely due to its adaptability in the face of major contextual challenges while maintaining its core objectives. The project’s implementation efficiency was affected by a combination of external shocks, including a worsening security situation, political instability, and the COVID-19 pandemic. Violent incidents rose sharply during implementation, and political instability triggered the World Bank’s Operational Policy 7.30 twice, leading to temporary disbursement pauses. These challenges disrupted education services, limited staff and contractor mobility, halted project activities in insecure areas, and led to the closure of over 5,300 schools, affecting 820,865 students nationwide. Key activities—particularly major construction works and textbook development—were delayed, with some sites relocated due to insecurity and delays compounded by limited contractor capacity, necessitating three extensions of the project’s closing date. Despite these difficulties, the project maintained strong financial performance, disbursing 99 percent of its funds, and achieved or exceeded most targets, reflecting solid efficiency. Project implementation was initially disrupted by frequent changes in government personnel and ministerial structures, but it progressed satisfactorily once new structures and staff were in place. Strong engagement from government officials, including the Minister of Education, provided critical political support and visibility for the project, helping sustain momentum. The PCU’s and other relevant entities’ initial capacity constraints affected project progress, but these were reduced as the PCU strengthened staffing and received training. Although some administrative processes, such as internal approvals and complaint handling, remained slow, overall implementation accelerated once systems and personnel were stabilized. The Bank team supported efficiency through close supervision, adaptive restructuring, and accelerated procurement, including enforcing penalties for delayed contracts. Savings were strategically redirected to construct 206 additional classrooms—42 using pre-slab methods—and to benefit 432,141 internally displaced students affected by insecurity and school closures. Pop-up schools and innovative construction approaches allowed the project to respond quickly to changing needs. Digital monitoring tools (e.g., GEMS/Kobo Toolbox) facilitated oversight when field access was limited, and stable task team leadership ensured continuity and sustained engagement with government and implementing agencies. These measures enabled the project to maintain momentum, adapt to shocks, and deliver substantial results under very challenging conditions, supporting an overall efficiency rating of Substantial.

The economic analysis results point to a sound investment. However, implementation shortcomings and delays reduced the project’s efficiency, resulting in a Substantial efficiency rating.

Efficiency Rating

Substantial

a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate		0	0 <input type="checkbox"/> Not Applicable

* Refers to percent of total project cost for which ERR/FRR was calculated.



6. Outcome

The relevance of the project's objectives is rated high, as they were responsive to the country context and well aligned with the government's and the Bank's education sector priorities, both at appraisal and at project closing. Overall project efficacy is rated substantial, but with one objective rated modest. Efficiency is also rated substantial. These findings are indicative of a Moderately Satisfactory overall outcome rating, with moderate shortcomings in the project's preparation, implementation, and results.

a. Outcome Rating

Moderately Satisfactory

7. Risk to Development Outcome

According to the ICR (p. 27), the risk to sustaining the project's development outcomes is rated moderate. Several factors strengthen sustainability: key interventions—such as preschool education, School-Based Management Committees, and learning assessments—have been integrated into regular government programs; the partnership with the Kosyam Jesuit University of Sciences (KoJUS) continues to support the KoJUS complex, helping sustain project-supported programs and facilities; strengthened lower-secondary Certificate (BEPC) and Baccalaureate examinations and related tools will continue to monitor education system performance; and ministerial staff capacity has improved, particularly in data collection and analysis for evidence-based decision-making. Pedagogical supervisors and teachers have also benefited from ongoing capacity building, including through distance learning modules expected to continue beyond project closure. At the same time, persistent insecurity may disrupt schooling and redirect resources, and limited donor engagement constrains external financing. However, continued support from the World Bank and the Global Partnership for Education through the Restoring Education System Performance and Improving Resilience Project (REPAIR, P502472, approved in 2025, closing in 2029, US\$150 million)—which focuses on the poorest regions, refugees and host communities, equitable access to pre-primary and primary education, community involvement, and improved education service delivery—helps mitigate these risks. Overall, despite significant contextual challenges, the institutionalization of key activities, strengthened capacities, and ongoing sector support justify a moderate risk rating for sustaining the project's development outcomes.

8. Assessment of Bank Performance

a. Quality-at-Entry

The project's quality at entry is rated Moderately Satisfactory. The project was strategically relevant, reflecting strong alignment with Burkina Faso's education sector priorities and the Bank's country strategic frameworks at both appraisal and closing. The design drew on lessons from prior operations, including PPEP2, as well as technical and economic studies, while incorporating relevant international and regional best practices. Fiduciary, procurement, social, and environmental arrangements were



generally sound, supported by experienced financial management staff. The M&E framework was well-structured and results-oriented, combining administrative data, beneficiary surveys, and mid-term assessments, as well as measures to strengthen institutional M&E capacity. Key risks, including political instability and capacity constraints, were identified, with mitigation measures incorporated, such as internal audits, flexible project design, and capacity-building. However, several key PDO and IRI-level targets, particularly those related to gross intake and enrollment, were overambitious given the fragile context, low baseline levels, and the limited five-year implementation period of the original project. In addition, although political instability and rising insecurity were acknowledged as risks at appraisal, their operational impact was underestimated, and mitigation measures were not fully adequate for the fragility of the context, as evidenced by the multiple extensions required to complete key activities.

Quality-at-Entry Rating

Moderately Satisfactory

b. Quality of supervision

The Bank's supervision performance is rated Highly Satisfactory, reflecting consistent, proactive, and adaptive engagement that was critical in maintaining project momentum despite major challenges. The Bank maintained regular tracking and reporting of overall project progress, providing thorough supervision of fiduciary aspects, including frequent reviews of financial management and procurement, particularly during delays in replacing key procurement staff. The Bank team provided ongoing support to strengthen environmental and social safeguards performance, even though some recommendations took longer than expected to implement. Supervision missions were well staffed with relevant specialists, ensuring comprehensive oversight, and performance reporting was transparent and candid, detailing progress, challenges, and areas that needed improvement. The Bank played a proactive role in supporting transition arrangements to maintain project activities post-closure and demonstrated responsiveness to emerging crises, including armed conflicts and the COVID-19 pandemic, by supporting remote learning initiatives and distributing hygiene kits. Additional financing was provided to scale up successful activities and address new challenges, while virtual supervision and the use of the GEMS monitoring tool ensured continued oversight during periods of restricted field access. While opportunities to revise PDO indicator targets and enhance progress reporting were constrained by government reluctance, Bank supervision ensured continuity of implementation, timely adaptive responses to emerging crises, and completion of core project activities. Overall, the Bank's consistent guidance and flexible support were instrumental in maintaining project momentum and advancing progress toward achieving the PDO.

Quality of Supervision Rating

Highly Satisfactory

Overall Bank Performance Rating

Moderately Satisfactory

9. M&E Design, Implementation, & Utilization



a. M&E Design

The project's M&E design was broadly adequate, leveraging existing ministry systems and measurable indicators aligned with access objectives. Planned M&E processes—including monthly coordination meetings, semi-annual Steering Committee meetings, annual data collection, beneficiary surveys, a mid-term review, and regular reporting—enabled continuous monitoring and adaptive management. The project also was to support the production of statistical yearbooks, which were critical not only for tracking results framework indicators and monitoring progress toward the PDOs but also for providing reliable data to other actors in the education sector. While the project's results framework did not include direct measures of PDO 3 (improving teaching and learning quality in secondary education), PDO 3 outcomes, specifically lower secondary promotion rates and the number of students benefiting from project-supported learning interventions, served as reasonable proxies for progress. However, these proxies could not fully capture improvements in instructional practices or learning quality. Additionally, although the project included several activities aimed at strengthening institutional capacity (including EMIS enhancements, staff training, and improved data tools), no indicators were included in the RF to track progress in this area.

The project's Theory of Change (ToC), as presented in the ICR (p. 3), was conceptually sound and broadly aligned with objectives, incorporating assumptions such as political stability, government commitment, and active participation of teachers and communities. However, it omitted critical context-specific assumptions essential in a fragile and conflict-affected environment, for example, that schools would remain open, teachers would be available for coaching, and students could safely attend classes. The ToC diagram also did not fully reflect the project's actual design and implementation pathways. When insecurity escalated, causing widespread school closures and population displacement, the ToC was not updated to include new interventions introduced through restructuring, such as targeted support for internally displaced students. It further contained causal leaps, assuming that teacher coaching would directly yield sustained improvements in teaching practices and that strengthened capacity for data-driven decision-making would automatically enhance teaching and learning quality. Consequently, while the core logic remained plausible, the ToC and results framework provided only a partial explanation of how the project achieved outcomes in a fragile and volatile context, limiting their usefulness for both management and evaluative purposes.

b. M&E Implementation

M&E implementation was generally satisfactory, enabling continuous tracking of progress despite operating in a highly constrained environment. As planned, a mid-term review was conducted in 2018, alongside an external evaluation of the IAI program and beneficiary surveys. Regular and timely reporting against the results framework indicators ensured that project performance was systematically monitored and documented. The rollout of the GEMS tool significantly improved data collection, management, and analysis, ensuring accurate and timely reporting. The operationalization of CampusFaso further strengthened higher education data systems by enabling online registration of new Baccalaureate students and supporting implementation of the unique student identifier system. This enabled the project to continue tracking progress despite restricted field access in certain regions due to insecurity or adverse weather conditions.

However, M&E implementation faced several challenges, including inaccuracies in baseline and target values, delays in producing statistical yearbooks, and capacity constraints within government units responsible for data collection and analysis. Some indicators introduced during the Additional Financing



were not properly integrated, and others were not adjusted as new data emerged, particularly for access-related targets. External shocks—notably, widespread school closures due to insecurity and COVID-19—also constrained data collection. Despite these challenges, the project adapted its M&E processes to security-affected areas, addressed data inconsistencies, and was able to track progress and report comprehensively on project achievements.

c. M&E Utilization

M&E data were central to project management and informed several strategic adjustments during implementation. Four rounds of student assessments (2016, 2018, 2021, and 2024) provided evidence used to refine the curriculum and teacher training content. Monitoring information on insecurity and school accessibility triggered the restructuring of activities to better support displaced students and maintain education service delivery in affected areas. Data on construction progress were used to identify bottlenecks and adjust resource allocation and timelines. Similarly, M&E data on the curriculum reform and teacher training implementation informed refinements to training content and to ensure the effective use of new teaching materials. Overall, M&E evidence played a critical role in guiding mid-course corrections, informing the project restructuring, and improving responsiveness to evolving challenges.

M&E Quality Rating

Substantial

10. Other Issues

a. Safeguards

According to the ICR (p. 25), the project's performance in implementing environmental and social (E&S) safeguards was rated Moderately Satisfactory, indicating overall compliance with Bank requirements. The project was classified as Category 'B' ("partial assessment") because its potential environmental and social impacts, including those from the Additional Financing, were generally positive, moderate, and site-specific, and manageable through an Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework, which were developed, updated, and re-disclosed. The following Operational Procedures/Bank policies were triggered and remained valid throughout the life of the project: 4.01 "Environmental Assessment," 4.11 "Physical Cultural Resources," and 4.12 "Involuntary Resettlement." Early challenges included delays in environmental and social impact assessments (ESIAs), site identification, boundary marking, tree survival, compliance with standards, and establishing a grievance redress mechanism (GRM). Corrective measures included preparing and publishing 34 ESIAs for school infrastructure, strengthening reforestation, environmental screening of construction sites, regular monitoring and reporting, stakeholder training on E&S safeguards, operationalizing the GRM (including a toll-free number), gender-based violence (GBV) prevention training, community involvement in M&E, recruiting a GBV consultant, and implementing action plans, including forming focal points for GBV and establishing referral protocols. As reported by the Bank team in an interview dated December 8, 2025, a total of 24 complaints were registered in the GRM, mainly related to salary delays, contractor payments, or eligibility criteria, and all were resolved before project closure.



b. Fiduciary Compliance

Financial Management. According to the ICR (p. 26), financial management (FM) was rated Moderately Satisfactory, indicating overall compliance with Bank requirements. The project initially faced FM challenges, including slow disbursements, delays in advance justifications, and the late recruitment of an external auditor. These issues were addressed through hiring additional staff, capacity building, and a disbursement action plan. Annual audits were unqualified, with recommendations on advances, asset management, contract monitoring, and complaint handling, all of which were addressed, though some with delays. Political instability and insecurity temporarily disrupted fund flows, resulting in a significant undisbursed balance. Nevertheless, the implementation of a detailed disbursement action plan and capacity-building measures accelerated project execution, reduced the undisbursed balance, and led to a 99 percent disbursement rate and timely justification of advances, culminating in a Moderately Satisfactory FM performance at project closure. As reported by the Bank team in an interview on December 8, 2025, all payments and advances were settled before the grace period ended on May 30, 2025, and the final Disbursement Request Form was submitted the following day. The external financial audit for 2024 and the project's overall financial closure are currently underway, with the final audit report expected by December 30, 2025. Because the consultant's responsibility for the closing audit had not been included in the original contract, an amendment was required, which in turn delayed the audit process.

Procurement. According to the ICR (p. 26), procurement was rated Moderately Satisfactory, indicating overall compliance with Bank requirements. The project faced procurement challenges, including delays in executing procurement plans, with underperformance of some construction firms, late submission of terms of reference for studies and analyses, and complaints from firms related to construction and supplies, which took time to resolve. The resignation of the procurement specialist in December 2022 further affected timely procurement. To address these issues, the PCU implemented accelerated procurement processes, increased quotation thresholds, applied penalties for delays, used framework agreements for consultant recruitment, and provided hands-on implementation support. Training on complaint management was also conducted to strengthen compliance with World Bank procurement regulations. By April 2023, procurement performance had improved and was rated Moderately Satisfactory, a rating maintained until project closing.

c. Unintended impacts (Positive or Negative)

The project's flexible implementation enabled rapid adaptation to a deteriorating security context, supporting innovative approaches to maintain education for displaced students. Notably, the use of pre-slab construction methods for schools provided a cost-effective and fast solution, not only advancing project objectives but also equipping the government with an additional tool for its "education in emergency" initiatives. This adaptive response went beyond the original project design, creating additional benefits for education continuity in fragile contexts.

d. Other



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11. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Moderately Satisfactory	Moderately Satisfactory	
Bank Performance	Moderately Satisfactory	Moderately Satisfactory	
Quality of M&E	Substantial	Substantial	
Quality of ICR	---	Substantial	

12. Lessons

The following lessons are drawn from the lessons and recommendations presented in the ICR:

Proactive and flexible project management can ensure continuity and impact in challenging contexts. The project demonstrated that adaptive and responsive management is critical to maintaining momentum and achieving objectives under conditions of political instability, insecurity, and public health crises such as COVID-19. The implementation team’s ability to adjust timelines, reallocate resources, and maintain focus on core objectives ensured continuity of activities and mitigated disruptions, particularly in regions affected by conflict. This experience highlights the value of incorporating flexibility into project design and management, allowing teams to respond effectively to evolving circumstances without compromising results.

Focused interventions, when paired with appropriate teaching and learning resources, can expand access to early education and strengthen children’s readiness for primary school. The project’s low-cost, targeted pre-primary model—which combined distance learning methods with the provision of adequate materials for teachers, facilitators, and learners—contributed to increased enrollment in underserved areas and improved school preparedness. Parents and educators reported high satisfaction with the Interactive Audio Instruction approach, which has since been institutionalized.

Strategic partnerships can strengthen technical capacity and sustainability. Partnerships with institutions such as the New Jersey Center for Teaching and Learning (NJCTL) and the Kosyam Jesuit University of Sciences (KoJUS) enabled the project to access specialized knowledge, high-quality training, technical assistance, and long-term support. NJCTL provided expertise in developing and implementing teacher training in math and science, while KoJUS ensured effective management and maintenance of newly constructed facilities. These collaborations not only improved project implementation but also enhanced the sustainability of outcomes, illustrating the value of leveraging external expertise and long-term institutional commitment to achieve lasting impact in the education sector.



Public-private partnerships, when supported by clear investment and management frameworks, can accelerate the expansion of education infrastructure and help maintain continuity of service delivery. Through the use of public-private partnerships, the project rapidly constructed schools and classrooms under lease-purchase arrangements, easing pressure on government financial and human resources. This approach enabled timely responses to urgent educational needs, particularly in areas hosting large numbers of internally displaced people, thereby supporting uninterrupted access to education.

Balanced use of technology can strengthen teaching practices and expand access to instructional resources. The integration of distance learning modules and a digital library, supported by NJCTL, introduced innovative teaching methods and tools that broadened access to training materials for teachers, including those in remote or conflict-affected areas. A structured training program for pedagogical supervisors provided ongoing support to reinforce teacher practices. The project experience demonstrates that technology, when combined with targeted capacity-building, can expand access to teaching resources and promote more consistent pedagogical support.

13. Assessment Recommended?

No

14. Comments on Quality of ICR

Quality of evidence. The ICR drew on a reasonably diverse evidence base, including systematically collected project monitoring data, an external evaluation of the IAI program, and beneficiary surveys. These sources provided credible insights into changes in access to pre-primary and secondary education, student progression trends, and beneficiary satisfaction, and they supported adaptive project management. The ICR generally made effective use of these data, systematically reporting results in Annex 1 and integrating them into the efficacy narrative. However, the evidence base was weakened by the absence of direct measures for PDO 3 (improving the quality of teaching and learning in secondary education). Progress toward this objective was assessed through proxy indicators, such as lower-secondary promotion rates and the number of students benefiting from interventions aimed at enhancing learning, which cannot fully capture improvements in teaching and learning quality. As a result, the lack of more outcome-oriented indicators constrained the strength of the evidence for assessing achievement of the full PDO.

Quality of Analysis. The ICR provided a generally solid analysis, integrating project data, indicator achievements, and findings from beneficiary studies to assess outcomes. It was candid about implementation delays and provided an overall adequate and critical assessment of the project's achievements and shortcomings, as well as detailed explanations of the project's changes introduced under the three restructurings and the additional financing. However, it did not directly assess attribution/contribution of the project or consider a counterfactual scenario of no project. A December 8, 2025, meeting with the Bank team provided useful input to strengthen these analyses.

Quality of Lessons. The lessons presented in the ICR were grounded in project-specific evidence and analysis, and they appropriately reflected the experiences and findings discussed in earlier sections of the



report. They were relevant not only to this operation but also to other fragile countries aiming to strengthen access, participation, and quality, particularly in the pre-primary and secondary education subsectors.

Results Orientation. Overall, the ICR had a solid results orientation. The efficacy discussion was organized around the project's three development objectives and drew on a diverse evidence base. However, progress toward PDO 3 relied on proxy indicators, which limited the strength of the evidence for fully assessing this objective.

Adherence to Guidelines/Internal Consistency. The ICR was reasonably concise and generally adhered to the guidelines, though it contained some gaps and inconsistencies, which were clarified by the Bank team on December 1, 2025:

- The ICR overstated the combined GER indicator for “Increase in gross enrollment rate (GER) in lower and upper secondary education in the five poorest regions.” It reported a result of 36.25 percent in both the efficacy section (p. 11) and the results framework (p. 33), but the correct average of the achieved sub-indicators—30 percent for lower secondary and 12.5 percent for upper secondary—was 21.25 percent.
- The ICR's construction of the Theory of Change (p. 3) was not an accurate capture of the project's design.

a. Quality of ICR Rating
Substantial