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Report No: PAD2616

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF SDR 27.6 MILLION
(US$40 MILLION)

TO THE

REPUBLIC OF BURUNDI

FOR AN

EARLY GRADE LEARNING PROJECT

May 3, 2018

Education Global Practice
Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective March 30, 2018)

Currency Unit =	Burundi Franc (BIF)
BIF 1781 =	US$1
SDR 1 =	US$ 1.45

FISCAL YEAR

January 1 - December 31

ABBREVIATIONS AND ACRONYMS

AFD	Agence Française de Développement (*French Development Agency*)
AWP	Annual Work Program
BEPEF	Bureau d'Etudes des Programmes de l'Enseignement Fondamental (*Pedagogical Bureau of Basic Education*)
BEPEPF	Bureau d'Etudes des Programmes de l'Enseignement Post-Fondamental (*Pedagogical Bureau of Post-Basic Education*)
BESE	Bureau des Évaluations du Système Éducatif (*Education System Assessment Bureau*)
BISEM	Bureau des Infrastructure Scolaires, des Equipements et de la Maintenance (*Infrastructure, Equipment and Maintenance Bureau*)
BoQ	Bill of Quantities
BPSE	Bureau de la Planification des Statistiques de l'Education (*Education Planning Unit*)
BTC	Belgian Technical Cooperation
BTS	Back-to-School Committee
CCI	Cellule de Communication et Informatique (*Communication and Informatics Unit*)
CDD	Community-Driven Development
CEI	Cellule d'Education Inclusive (*Inclusive Education Unit*)
CERC	Contingent Emergency Response Component
CFC	Convention de Financement Communal (Financial Agreement MEESRS-LG) (*Commune Financing Agreement*)
CGE	Comité de Gestion de l'École (*School Based Management Committee*)
CIEP	Centre international d'études pédagogiques (*International Center for Pedagogical Studies*)
CPF	Country Partnership Framework
CSAE	Convention de Subvention pour Amélioration de l'école (*Transfer Agreement for the Improvement of Schools*)
CT	Cellule Technique (*Technical Unit*)
DCE	Communal Directors of Education
DGBP	Direction Génerale des Bureaux Pédagogiques (*Department of Pedagogy*)
DGEFPF	Direction Générale de l'Enseignement Fondamental et Post-Fondamental (*Basic and Post-Basic Schooling Department*)
DNCS	Direction Nationale des Cantines Scolaires (*Department of School Canteens*)
DPAS	Direction du Patrimoine et des Approvisionnement Scolaire (*Department of Supplies*)
DPE	Provincial Directors of Education
DRH	Direction des Ressources Humaines (*Human Resource Department*)
ECD	Early Childhood Development
EDI	Economic Development Institute
EGLP	Early Grade Learning Project
EGMA	Early Grade Mathematics Assessments

EGRA	Early Grade Learning Assessments
EMIS	Education Management Information System
ENS	Ecole Normale Supérieure (*Normal University*)
ESPIG	Education Sector Program Implementation Grants
FCE	Fonds Commun pour l'Éducation (*Education Common Fund*)
FONIC	Fonds National d'Investissement Communal (*National Investment Fund for Communes)*
GER	Gross Enrollment Ratio
GIR	Gross Intake Ratio
GPE	Global Partnership for Education
GRS	Grievance Redress Service
HDI	Human Development Indicator
HEIS	Hands on Expanded Implementation Support
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IGEFPF	Inspection Générale de l'Enseignement Fondamental et Post-Fondamental (*General Inspectorate of Basic and Post-Basic Education*)
IMF	International Monetary Fund
IPA	Institut de Pédagogie Appliquée (*Applied Pedagogy Institute*)
IPE	Inspectorat/Inspecteur Provincial de l'Enseignement (*Provincial Education Inspectorate*)
IPF	Investment Project Financing
IPPF	Indigenous People's Planning Framework
IUW	Improvement Urgent Works
L4R	Leadership for Results
LEG	Local Education Group
LG	Local Government / Commune
LS	Local Shopping
M&E	Monitoring and Evaluation
MEESRS	Ministère de l'Education, de l'Enseignement Supérieur et de la Recherche Scientifique (*Ministry of Education, Higher Education and Scientific Research*)
MOC	Maitrise d'Ouvrage Communale (*Contract Management by LG*)
MOD	Maître d'Ouvrage Déléguée (*Contract Management Agency*)
PASEC	Programme d'Analyse des Systèmes Educatifs de la Confemen (*Analysis Programme of the CONFEMEN Education Systems*)
PACEF	Programme D'appui A La Consolidation De L'enseignement Fondamental (*Project to support consolidation of Basic Education*)
PDO	Project Development Objective
PFU	Project Facilitation Unit
PPSD	Project Procurement Strategy for Development
PS	Permanent Secretary
PSDEF	Plan Sectoriel de Développement de l'Education et la Formation (*Sector Strategy Plan for Education and Training*)
PTMC	Project Technical Management Committee
RBF	Result-Based Financing
RESEN	Rapport d'étape sur le Secteur de l'Education (*Country Status Report in Education*)
SCD	Systematic Country Diagnostic
SDG	Sustainable Development Goals
SES	Social and Environmental Safeguards
SMC	School Management Committees

SSA	Sub-Saharan Africa
ST	Steering Committee
STEP	Systematic Tracking of Exchange in Procurement
TOR	Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WDI	World Development Indicators
WFP	World Food Program

Regional Vice President:	Makhtar Diop
Country Director:	Bella Bird
Senior Global Practice Director:	Jaime Saavedra Chanduvi
Practice Manager:	Sajitha Bashir
Task Team Leader(s):	Tanya June Savrimootoo

BASIC INFORMATION

Is this a regionally tagged project?	Country(ies)	Financing Instrument
No		Investment Project Financing

[ ] Situations of Urgent Need of Assistance or Capacity Constraints

[ ] Financial Intermediaries

[ ] Series of Projects

Approval Date	Closing Date	Environmental Assessment Category
24-May-2018	15-Sep-2023	B - Partial Assessment

Bank/IFC Collaboration
No

Proposed Development Objective(s)

The objective of the Project is to improve student learning and progression in early grades in Burundi and, in the event of an Eligible Crisis or Emergency, to provide immediate and effective response to said Eligible Crisis or Emergency.

Components

Component Name	Cost (US$, millions)
Enhancing parental support and school attendance of students	9.00
Improve instructional practice in the classroom	19.50
Align school level activities to improve student performance in early grades	6.50
Align systems to improve student progression and learning in early grades	5.00
Contingent Emergency Response Component (CERC)	0.00

Organizations

Borrower :	Ministry of Finance, Budget and Economic Development Cooperation
Implementing Agency :	Ministry of Education, Higher Education and Scientific Research

PROJECT FINANCING DATA (US$, Millions)

[ ] Counterpart Funding	[ ] IBRD	[ ] IDA Credit	[✓] IDA Grant	[ ] Trust Funds	[ ] Parallel Financing

Total Project Cost:	Total Financing:	Financing Gap:
40.00	40.00	0.00
	Of Which Bank Financing (IBRD/IDA): 40.00	

Financing (in US$, millions)

Financing Source	Amount
IDA-D3200	40.00
Total	**40.00**

Expected Disbursements (in US$, millions)

Fiscal Year	2018	2019	2020	2021	2022	2023
Annual	0.00	3.31	6.96	9.89	10.44	9.41
Cumulative	0.00	3.31	10.26	20.15	30.59	40.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

No

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

No

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	High
2. Macroeconomic	Substantial
3. Sector Strategies and Policies	Substantial
4. Technical Design of Project or Program	Moderate
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Moderate
8. Stakeholders	Moderate

9. Other	
10. Overall	Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[ ] Yes [✓] No

Does the project require any waivers of Bank policies?

[ ] Yes [✓] No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	✓	
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11		✓
Indigenous Peoples OP/BP 4.10	✓	
Involuntary Resettlement OP/BP 4.12		✓
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

Legal Covenants

Sections and Description

Schedule 2, Section I C:

In order to ensure the proper carrying out of the Project, the Recipient shall:

a. not later than one (1) month after the Effective Date, enter into Service Agreements (“Service Agreements”) with WFP (for Part A (2) of the Project) and UNICEF (for Part A (3) and B (4) of the Project)" (“Service Provider”), whose form and substance shall be satisfactory to the Association;

b. ensure that all Project activities to be undertaken by WFP and UNICEF under their respective Service Agreements shall be carried out with due diligence and efficiency and in accordance with sound technical, financial, and managerial standards and practices acceptable to the Association; and

c. ensure that each of WFP and UNICEF shall exercise its rights and carry out its obligations under its respective Service Agreement in such a manner as to protect the interests of the Recipient and the Association and to accomplish the purposes of the Financing. Except as the Association shall otherwise agree, the Recipient shall not assign, amend, abrogate or waive either Service Agreement or any provision thereof, or permit to be assigned, amended, abrogated, or waived, the aforementioned, or any provision thereof.

Sections and Description
Schedule 2, Section I D 1:

No later than two months before the end of each calendar year, the Recipient shall prepare or cause to be prepared for the purpose of forwarding to the Association, a draft annual work plan and budget for the Project (including Training and Operating Costs) for the subsequent calendar year of Project implementation, of such scope and detail as the Association shall have reasonably requested.

Sections and Description
Schedule 2, Section IV 1:

Notwithstanding any provision to the contrary, Emergency Expenditures required under Part E of the Project shall be procured in accordance with the procurement methods and procedures set forth in the CERC Operations Manual.

Conditions

Type	Description
Effectiveness	The Recipient has established the Project Steering Committee and the Project Technical Management Committee in accordance with the provisions of Section I.A.1 of Schedule 2 to the Financing Agreement.

Type	Description
Effectiveness	The Recipient has adopted the Project Implementation Manual in accordance with Section I. B of Schedule 2 to the Financing Agreement in form and substance satisfactory to the Association.

Type	Description
Disbursement	Schedule 2, Section III. B part (b): under Category (3) of the , unless the Association is satisfied, and so indicates by written notification to the Recipient, that all of the following conditions have been met with respect to activities under Part E of the Project: (i) the Recipient has determined that an Eligible Crisis or Emergency has occurred, has furnished to the Association a request to include said activities under Part E of the Project in order to respond to said Eligible Crisis or Emergency, and the Association has agreed with such determination, accepted said request and notified the Recipient thereof; (ii) the Recipient has prepared and disclosed in country and on the Association's website all Safeguards Instruments required for said activities, and the Recipient has implemented any actions which are required to be taken under said safeguards Instruments, all in accordance with the provisions of Section I.F.3(b) of this Schedule 2; (iii) the Recipient's Coordinating Authority is adequately staffed and resourced as provided for under the provisions of Section I.F.2 of this Schedule 2, for the purposes of said activities; and (iv) the Recipient has adopted an CERC Operations Manual in form, substance and manner acceptable to the Association and the provisions of the CERC Operations Manual remain or have been updated in accordance with the provisions of Section I.F.1(c) of this Schedule 2 so as to be appropriate for the inclusion and implementation of said activities under the Part E of the Project.

PROJECT TEAM

Bank Staff

Name	Role	Specialization	Unit
Tanya June Savrimootoo	Team Leader(ADM Responsible)	Education	GED01
Prosper Nindorera	Procurement Specialist(ADM Responsible)	Procurement	GGOPF
Anita Nugu	Procurement Specialist		GGOPF
Hugues Agossou	Financial Management Specialist	Sr. Financial Management Specialist	GGOAC
Boyenge Isasi Dieng	Social Safeguards Specialist	Social Safeguards	GSU07

Celia A Dos Santos Faias	Team Member	Program Assistant	GED01
Christian A. Rey	Team Member	Education	MNC01
Emelyne Calimoutou	Counsel	LEG	LEGAM
Germaine M. Ethy	Team Member	Education	GED01
Herve Noel Solofohery Rabakoson	Team Member	Education	GED01
Huma Kidwai	Team Member	Education	GED01
Ishanlosen Odiaua	Social Safeguards Specialist	Social Safeguards	OPSES
Issa Thiam	Team Member	Financial officer	WFACS
Mourad Ezzine	Team Member	Education	GED01
Nelly Rakoto-Tiana	Team Member	Education	GED01
Sandhya Kitchlu	Team Member	Education	GED01
Saori Imaizumi	Team Member	Education	GED01
Serge Theunynck	Team Member	Education	GED01
Therese Rukingama Niyonzima	Team Member	Education specialist	GED01
Tobias Linden	Team Member	Education	GED01
Tracy Hart	Environmental Safeguards Specialist	Environment & Natural Resources	GEN01

Extended Team

Name	Title	Organization	Location

Burundi
Burundi Early Grade Learning Project

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I. STRATEGIC CONTEXT

A. Country Context

1. Located within the Great Lakes region, the Republic of Burundi (Burundi) is a small (27,834km^2), densely populated country (435 inhabitants per km^2, 2015) with a population of about 11 million. It borders the Democratic Republic of Congo to the west, Tanzania to the east and south and Rwanda to the north, and the Tanganyika lake on its western border. The largely rural country (88% of the population lives in rural areas) is divided administratively into 18 provinces which are further sub-divided into 119 communes and more than 2000 collines (villages).

2. **Burundi has faced numerous political, social, fiscal and macroeconomic challenges since its independence in 1962**. The country has witnessed repeated periods of violence, including a civil war which lasted from 1993 to 2005. Violence flared up again after the 2015 elections. There have been significant ramifications on the economy, with a contraction in GDP growth from an average of 4.8 percent between 2010 and 2014 to -3.96 percent in 2015. The IMF expects a slow recovery period ahead, which can be expected to negatively impact the delivery of services and the ability to raise living standards of its population. The recovery process is hindered by pressures from the imbalance in the foreign exchange market, the low revenue mobilization capacity, and the impact of climate shocks on agricultural production.

3. **Demographic growth continues to be a significant challenge as fertility rates remain high despite their steady decline since the 1990's.** The country is characterized by a large youth population, with about 55 percent of the population under the age of 15. Population growth averaged about 3.3 percent in 2015, compared to the 2.7 percent average across the Sub-Saharan Africa (SSA) region in the same year, contributing to important demographic pressures on the education system, especially in the early grades.

4. **Burundi is also one of the poorest countries in the world, with about 65 percent of the population living below the national poverty line.** The per capita income in 2015 was US$318 (World Economic Outlook, 2017). Despite strong efforts and improvement in key health and education indicators, Burundi remains low on the human development index, ranking 184 out of 188 countries in 2016. Food insecurity is a particularly significant concern. Burundi suffers from chronic malnutrition with a reported 70 percent of the population undernourished in 2014. It also suffers from the highest incidence of stunting in the world at 57.5 percent among children under the age of 5. According to the 2016 Poverty Assessment report, inequality, as measured by the Gini coefficient was about 37.3, lower than the 45.1 average among SSA countries. Inequality tends to be higher in the urban areas (40 in urban areas, 33.4 in rural areas). The north and center-east regions tend to be more inequitable than the west and south. The household head's educational attainment is, reportedly, one of the leading factors explaining the inequality.

5. **While overall human development indicators remain below par, Burundi has achieved significant gains in key areas**. Burundi has shown great improvement in its literacy rates[1] over time, increasing from 42.4 percent in 2006 to 61.6 percent in 2014 among 15-year-olds and above. The younger

[1] Source: ECVMB 2013. Literacy in the survey is self-reported.

cohort (10-14-year-olds) have improved from 61.2 percent in 2006 to 84.2 percent in 2014. In 2014, the literacy rates among young adults (15-24-year-olds) reached 79.4 percent and when excluding those who have never been to school, it increased to 95.4 percent Burundi has also seen great improvement in its health outcomes. Infant mortality rates have dropped from 93 per 1,000 live births in 2000, to 54 in 2015, which is lower than the SSA average of 56. The maternal mortality rates have also improved from 954 deaths per 100,000 live births to 712 over the same period.

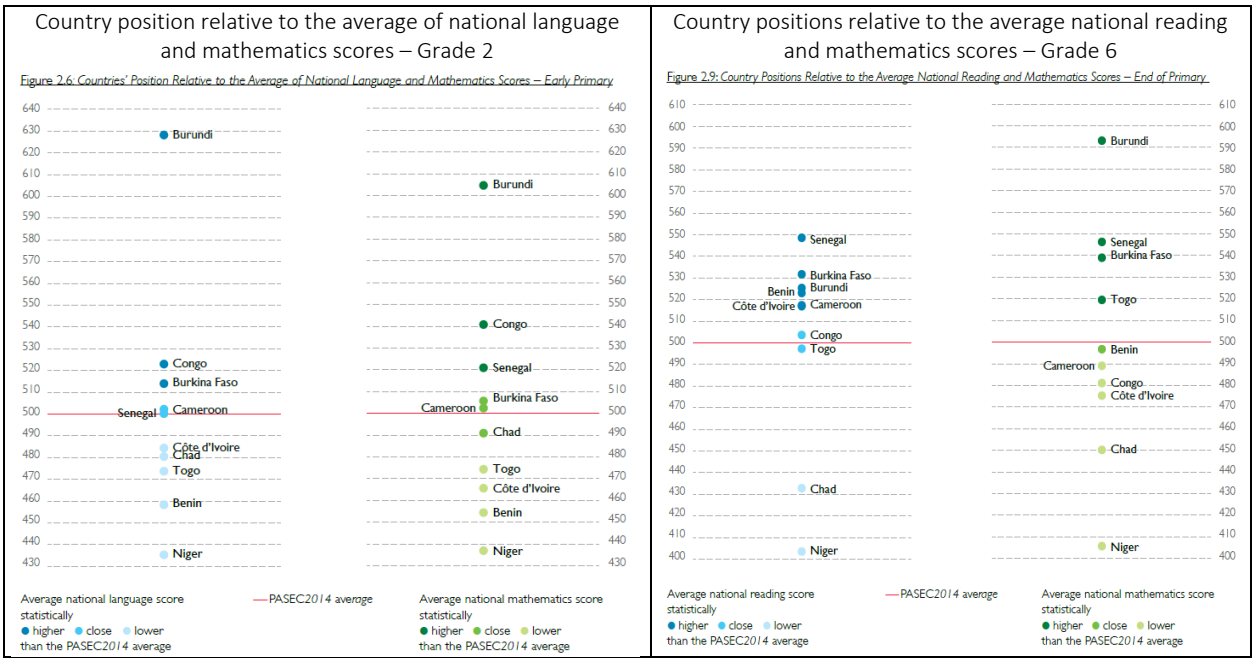
B. Sectoral and Institutional Context

6. **Despite persistently high levels of poverty and demographic pressures, Burundi has significantly increased access to primary education since 2005 with the introduction of Free Primary Education.** In 2015, the Gross Enrollment Ratio (GER) in primary education had reached 123.8 percent There is no significant variation in the GER at the primary level across provinces, gender, area, or wealth quintile. The adjusted net intake rate[2] in grade 1 in 2015 was 93.4 percent a strong indication of increased access for 7-year-olds. Household survey data for 2013/2014 shows that access to grade 1 was high, including from the lowest quintile. The out of school incidence for primary school aged children was 13 percent in 2014, compared to 17 percent in neighboring DRC and 14 percent in Rwanda. Gender parity at primary level was achieved in 2012. It should be noted that administrative and household survey data revealed that repetition rates were similar for girls and boys across the primary cycle, and that survival rates to the last grade of primary actually tends to be slightly better among girls.

7. **Results from international assessments such as Programme d'Analyse des Systèmes Educatifs de la Confemen (PASEC) show good learning outcomes in reading and mathematics relative to other countries, but there is room for improvement.** As illustrated in figure 1, Burundi's performance on 2014 PASEC is significantly superior to other countries in reading (Kirundi) and mathematics in Grade 2, and in mathematics and reading (French) in Grade 6[3]. In Grade 2, 79 percent and 97 percent of students achieved "sufficient competency" in reading and mathematics, respectively, outperforming all other countries. Both gender and socio-economic equity are apparent. The analysis of factors contributing to the learning outcomes indicate that socio-economic characteristics of students and the socio-economic status of schools do not significantly explain the performance[4]. Instead, the two most salient factors were class size and the availability of pedagogical materials and resources in the classroom. Moreover, the Early Grade Reading Assessment (EGRA) conducted in 2012 showed that there was still an important share of non-readers in grade 2 (12%) and a low share of fluent readers[5].

[2] It is the equivalent of the Age-specific enrollment rate of official primary entrance age. It includes repeaters and students enrolled in grades above grade 1
[3] It should be noted that grade 2 students are tested in kirundi which is the language of instruction, whereas other countries such as Senegal, test the students in french
[4] See Annex in PASEC report for regression analysis
[5] Only 3% were reported to read more than 40 words per minute

Figure 1: Learning outcomes performance- PASEC 2014



Source: PASEC 2014 report

8. **These achievements are also linked to the education policy, which focuses on community driven expansion of school access, the deployment of trained teachers, and use of Kirundi as the language of instruction**. On average, about 2000 classrooms have been built every year between 2012 and 2015, mostly by communities. All primary teachers receive training[6]. To reduce class size, classrooms have been used in double shifts and in order to deal with teacher shortages, some teachers teach two shifts. Unique amongst SSA countries, Burundi has a very high proportion of women teachers and women school principals. At the national level, 55 percent of primary school teachers are female, reaching a high of 89 percent in the capital and province of Bujumbura. The language of instruction during the first 4 grades of the basic education cycle is Kirundi which is also the most prevalent language in the country (over 98% of the country speaks it), and is used both at home and by the teachers. A much stronger foundation in the local language allows students to transfer their reading skills to the second language, French, as well as gain greater mastery over mathematics. Private schooling at the primary level in Burundi is very limited with only about 1.2 percent of learners enrolled in private schools.

9. **The 2012 basic education sector reform led to the creation of a 9 year basic education cycle, in line with the Sustainable Development Goals (SDG). This Government-led reform is at the core of the Burundi Education Sector Plan 2012-2020 (*Plan Sectoriel de Développement de l'Education et la Formation* (PSDEF)).** The new education structure comprises, (i) pre-school, which is not compulsory and is offered to 3-5-year-old children; (ii) basic education, which covers grades 1-9, and starts at age 6; (iii) secondary- which offers three streams: general, pedagogical, and technical and lasts between 3-4 years;

[6] Primary level teachers (cycle 1-3) receive 6 years of post-primary training which qualifies them to teach grades 1-6. Lower secondary level teachers (cycle 4) complete 8 years of post-primary training which qualifies them to teach grades 7-9.

(iv) secondary level TVET; and (v) higher education. The main changes of the reform in so far as they affect basic education are as follows:

- The basic education cycle is organized into 4 cycles: Cycle I- grades 1 and 2, Cycle II- grades 3 and 4, Cycle III- grades 5 and 6, and Cycle IV- grades 7, 8 and 9. The new cycle sub-division is tied to the new repetition strategy which limits repetition to 5 percent in the first year and 15 percent in the second year of each cycle.
- Elimination of the grade 6 examination, and extension of the compulsory basic education cycle to 9 years, starting in the 2013/2014 school year with grade 7. The 9-year cycle ends with a new terminal examination effectively replacing the previous grade 6 terminal examination which has been eliminated.
- New curricula for the 9-year cycle was finalized in 2015, and has been implemented for grades 7-9. The curricula for grades 1-4, including teacher training, new textbooks and materials are to be introduced from 2019.
- Lowering of the age of entry into grade 1 from 7 to 6 years

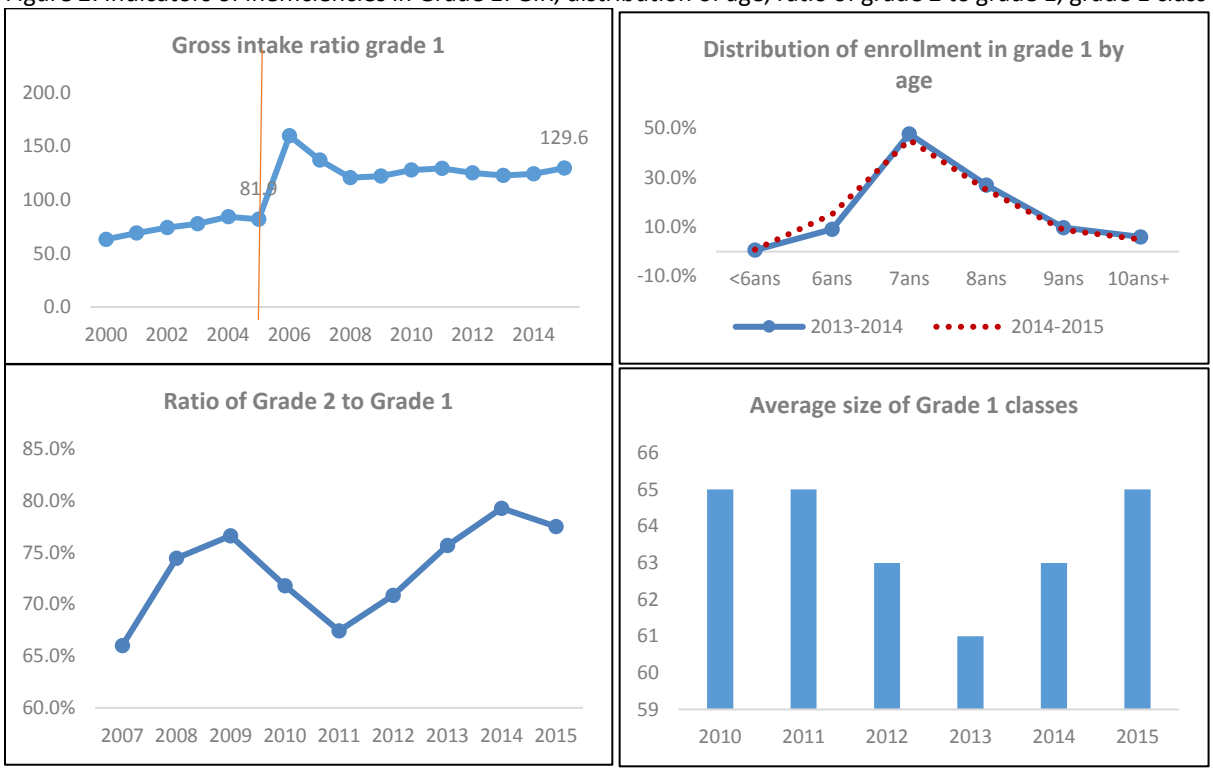
10. **A preliminary assessment of the PSDEF shows that although many targets have not been met and there is room for improvement, most of the indicators are on track**. Five core pillars of the new sector strategy were identified under the PSDEF, including: i) construction; ii) a reduction in double-shift schools; iii) reducing repetition; iv) improved teacher use and deployment; and v) support to schools. Over the first three years of the program, i.e. 2012-2015, over 6500 classrooms were built (about 83% of their stated objective), and although the student-teacher ratio (STR) did not drop over this period, the share of double shift schools decreased from 57 percent in 2010/11 to 34.6 percent in 2014/15. Repetition rates have also significantly improved over this period, decreasing from 33 percent to 24.3 percent in cycle I, 30 percent to 19.1 percent in cycle II and from 40 to 23.7 percent in cycle III. There has also been a strong reduction in the variance in teacher deployment across provinces, from 44 percent in 2010/11 to 25 percent in 2014/15. Additionally, the government has formed a Directorate for School Canteens (*Direction des Cantines Scolaires*) with the objective of expanding the school feeding program led by World Food Program (WFP) in zones affected by food insecurity. The government has also instituted a ban on a student's exclusion from school for need of uniform or other basic items, and while this ban has not been evaluated, the out of school rate of primary age children has dropped from 26 percent in 2010 to 13 percent in 2013/14[7].

11. **Burundi needs to overcome the obstacles to student progression and learning in the early grades.** High repetition rates have not led, in contrast to other countries, to poor learning outcomes; Burundi's remedial teaching for repeaters helps them succeed[8]. However, high repetition increases overcrowding, lowers learning opportunities for all, and increases demand for new classrooms and teachers. One obstacle is the lack of student progression in early grades resulting in inefficiencies and ultimately, through low survival[9], in lower levels of learning. As illustrated in figure 2, the indicators of inefficiency in the early grades are (i) a high ratio of gross enrollment in grade 1 compared to the population age 7; (ii) a persistently high Gross Intake Ratio (GIR) in Grade 1 (which reflects the number of "new entrants"), which has been stable at about 130 for about a decade; and (iii) a low ratio of Grade 2 to Grade 1 enrollment, which has been rising, but is currently at about 78 percent. These indicators may

[7] Calculations based on DHS 2010 and ECVMB 2013/2014
[8] Source: PASEC 2014
[9] Survival rate through primary cycle is estimated to be about 45% (UIS)

reflect the fact that "hidden repetition", caused by children attending infrequently in grade 1 and re-joining as new entrants the next year, is higher than the already high official repetition rate. This would also contribute to the large dispersion in ages - in 2014/2015, about 40 percent of students were aged 8 and above, and to the large class sizes (65 students on average in grade 1), making it difficult for teachers to teach. Further understanding of the extent of this phenomenon is required to fully assess the measures needed to ensure students remain in school through the end of the school year.

Figure 2: Indicators of inefficiencies in Grade 1: GIR, distribution of age, ratio of grade 2 to grade 1, grade 1 class size



Source: UIS and admin data 2013/2014 and 2014/2015.
Note: Grade 1 class size refers to non-multi-grade classes

12. **The curriculum reform is now going to be introduced in early grades and this provides an opportunity to strengthen early grade learning and ensure that all children in Burundi can progress through the 9-year cycle with stronger foundations**. The reform entails the development of a new competence-based curriculum for basic education. The new program for the first three cycles was developed with the support of the International Center for Educational Studies (CIEP). The main innovations of the curriculum are: (a) a focus on students' learning; (b) grouping disciplines by domains; (c) identification of a new exit profile for the student upon graduating from basic education (in terms of what that student can master); (d) reorganization of learning time and the system of formative learning assessments; and (e) introduction of cross-cutting themes that have a unifying role. The new curriculum was technically validated in August 2015, and was implemented for cycle IV. The new curriculum for the early grades is expected to be implemented in 2019/2020.

13. **Education remains the top priority sector of the government, however, the 2015 crisis led international donors to withdraw a significant share of their contribution to the sector**. The sector was

allocated about 30 percent of the total domestically-funded budget in 2016, followed by Public Security and National Defense at about 21 percent. While most of recurrent costs, comprising mainly of salaries, continued to be paid following the 2015 crisis, there was a drop in the share of investment spending, largely funded by donors, from 111 billion BIF in 2015 to 14 billion BIF in 2016. Foreign aid, which represented about 35.8 percent of the Ministry of Education, Higher Education and Scientific Research budget in 2015 (or 106 billion BIF), dropped to 5.3 percent in 2016 (or 13 billion BIF). This has impacted some of the Ministry's activities. For example, there has been an increased reliance on communities and other stakeholders for school construction, such as the National Funds for Communal Investment (FONIC)—even if these funds are not necessarily earmarked for education but can finance various communal needs, like roads, ditches, classrooms, and so on, depending on needs.

C. Higher Level Objectives to which the Project Contributes

14. The Country Partnership Framework (CPF) for Burundi is currently under preparation, and draws on the Systematic Country Diagnostic (SCD) which was completed in 2017. The CPF is structured around two strategic pillars: (i) improving the life-cycle of Burundians, with a focus on improving the living conditions, and reducing poverty; and (ii) boosting livelihoods and improved opportunities. At the core of the CPF, is the understanding that reducing poverty and achieving shared prosperity begin with the protection of the poorest and most vulnerable and laying the foundation for growth in the medium to long term. The proposed project is aligned with the first focus area of the CPF on "Improving the Life Cycle" through deepened and broadened resilience and will contribute to these objectives in several ways. The operation focuses on improving learning and progression in early grades through a greater focus on the achievement of foundational numeracy and literacy skills. This is essential to ensure children complete their education on time, and with adequate competencies to successfully harness economic opportunities that will drive economic growth. The project also contributes to the expansion of the school feeding program which is an efficient productive safety net that can ensure the most vulnerable are given the best chances at improved health, school performance and educational attainment. Empirical evidence[10] shows that it can also increase school enrollment and, perhaps most importantly, attendance. The focus of the project on improving learning, will also encourage on-time enrollment of pupils, and improve the learning physical environment in existing classrooms, which will increase the likelihood of completion. Given that education has a high rate of return on investment for each year of education completed[11], increased educational attainment could have a significant and positive impact on poverty alleviation. The project is also expected to contribute to the attainment of a wider set of objectives by deepening and broadening resilience of the population and helping build trust within the communities through greater involvement and participation of communities at the school level.

15. There are important synergies with other ongoing or pipeline Bank-financed initiatives. For example, the pipeline project Investing in Early Years (P165253) seeks to improve health and nutrition outcomes for children under the age of 3. The proposed activities include improved access to community-based nutrition services as well as young children benefiting from early stimulation. These activities would support children's cognitive development and therefore their readiness for schooling.

II. PROJECT DEVELOPMENT OBJECTIVES

A. Project Development Objectives

16. The PDO is to improve student learning and progression in early grades in Burundi and, in the event of an Eligible Crisis or Emergency, to provide immediate and effective response to said Eligible Crisis or Emergency.

17. For the purposes of this Project, "early grades" is defined as grades 1-4, comprising the first two cycles of primary education. The proposed Project will focus on two areas:

a) **Improving learning:** More students will acquire sufficient level of competencies in reading and numeracy in grades 1-4, where Kirundi is the language of instruction. This would enable them to make progress and continue to learn through the primary education cycle. Improved reading fluency and reading comprehension in Kirundi, will help in greater mastery of French, which is taught from grade 1 and becomes the language of instruction in grade 5. The focus on these grades is also justified by the imminent roll-out of the new curriculum in these grades.

b) **Improving student progression:** More children will enter grade 1 at the age of 6 years. More children will attend class regularly and progress through the early grades without repetition. A focus on this results area will help to improve the efficiency of resource use. Further, by reducing class sizes and overcrowding in the early grades (through decrease in repetition), and reducing the dispersion in ages within classes, this result will also help to create better conditions for teaching-learning and contribute to improving learning.

Theory of change and results chain

18. The project development objective is to improve student learning and progression in early grades. To achieve this objective, the project adopts a holistic approach, targeting various levels of interventions that affect the outcomes: (i) student and household level; (ii) improving instructional practice in the early grades at the teacher/classroom level; (iii) support for improving learning in the early grades at the school level; and (iv) support for improving learning at the system level. This comprehensive approach is necessary to achieve the PDO. At the same time, the central focus of the project is on improving instructional practice in the classroom, by bringing about changes in teacher behavior through continuous support and enriching the classroom environment with a variety of learning materials for literacy and numeracy.

19. The project focuses on the first four years of schooling to ensure that the majority of Burundi's children acquire the foundational literacy and numeracy competencies to continue through basic education. Research in the SSA and elsewhere shows that learning in the early grades is critical to children's subsequent education success[12]. Further, the Government of Burundi is planning to roll out the new curriculum for grades 1-4 of the new basic education cycle, starting in 2018. Finally, it is important to consolidate Burundi's relatively good

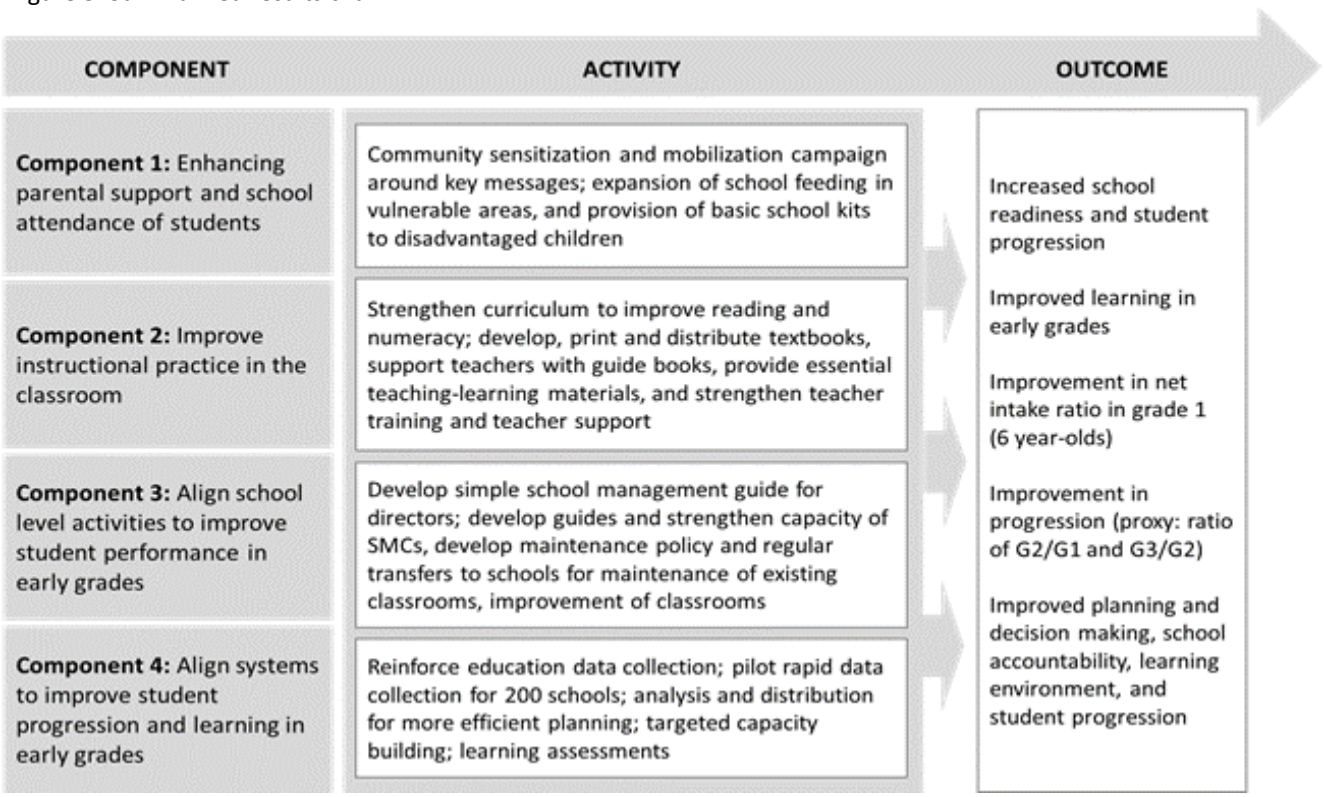
[10] See Ahmed (2004), Dreze and Kingdon (2001)
[11] See Patrinos and Montenegro 2014
[12] Bashir S., Lockheed M., Ninan E., and Tan, J.P. (2018). Facing Forward: Schooling for Learning in Africa. World Bank, Washington D.C.

performance on student enrollment and international learning assessments at the primary level and prevent the effects of the recent crisis to cause permanent damage to children's learning. Research shows that such shocks can have lasting negative impacts on children's participation in school and hence, on learning.

20. Improving student progression through early grades and improving learning are interlinked. In Burundi, high levels of formal and informal repetition[13] in grades 1 and 2 result partially from children's poor performance on teacher-administered tests; poor performance in turn may be caused by irregular attendance or because children have not acquired early literacy and numeracy skills[14]. Promoting students without adequate learning only postpones the problem to later years. However, making children repeat leads to overcrowding especially in grade 1, rendering the task of teaching children of varying ages and abilities more difficult. Hence, the majority of children must acquire the basic competencies at the end of grades 1 and 2 without the need to repeat grades.

21. A summarized result chain is presented below (figure 3), describing the components, activities and expected outcomes. A more detailed description of the theory of change underpinning the project design and a complete results chain is laid out in Annex 1a.

Figure 3: Summarized results chain



[13] Formal repetition captures students who have completed the school year but failed to pass to the next grade, while informal repetition are students who enroll, dropout before the end of the year and reintegrate the same grade the following year

[14] Burundi has one of the highest levels of internal inefficiency in early grades. See Bashir S., Lockheed M., Ninan E., Tan J.P. (2018, forthcoming). Facing Forward: Schooling for Learning in Africa. World Bank, Washington D.C.

B. Project Beneficiaries

22. The following five categories of beneficiaries will gain from the project:
    a. Students: about 1.5 million students enrolled in the first two cycles of basic education
    b. Teachers: approximately 27,000
    c. School principals: approximately 3,500
    d. Members of School Management Committees: approximately 4,000
    e. Administrators of the education system at the Central, provincial, and municipal levels

C. PDO-Level Results Indicators

23. Five indicators are proposed to measure project performance:

Student learning:	1. Percentage of Grade 2 students in public schools reaching sufficient level[15] of reading competency in Kirundi; 2. Percentage of Grade 2 students in public schools reaching sufficient level of competency in numeracy
Student progression[16]:	3. Net enrollment rate in Grade 1 of 6-year-olds (%) 4. Grade 2 to Grade 1 enrollment ratio in public primary schools (%); 5. Grade 3 to Grade 2 enrollment ratio in public primary schools (%)

24. **The student learning indicators will be collected through a national system assessment which will be developed through the Project.** Burundi does not yet have a national system of assessment, although it participates regularly in PASEC and has conducted two Early Grade Reading Assessments (EGRAs) in 2011 and 2012. The latest PASEC in 2014 tested students in grade 2 and grade 6, while the EGRA tests were done on grade 2 pupils. While Burundi's performance on these tests is relatively good, due to the economic crisis since 2015, it is possible that learning levels have declined. Furthermore, there is no assessment in grade 4, which marks the end of the 2nd cycle of basic education. A baseline on learning achievement in grades 2 and 4 is therefore required. A nationally representative sample of children in grade 2 will be assessed with test items that align well with PASEC grade 2 tests in literacy and numeracy, as well as assess competence as defined in the curriculum. The threshold for "sufficient" level of reading competency is aligned to the PASEC definitions. Targets will be set in terms of percentage point increase from the baseline. It should be noted that with respect to grade 4, the intermediate indicator relates to designing and conducting the assessments at the beginning, mid-term and end of project. As the

[15] As measured in the national assessment. Sufficiency levels will be based on level 4 of PASEC reading and level 3 of PASEC mathematics competency scales for grade 2. These are the highest levels of competency in each subject. Level 4 reading is defined as: Intermediate reader: enhanced reading autonomy is bolstering their understanding of sentences and texts Pupils have acquired written language decoding and listening comprehension competencies that enable them to understand explicit information in words, sentences and short passages. They can combine their decoding skills and their mastery of the oral language to grasp the literal meaning of a short passage.
Level 3 mathematics is defined as: Pupils master the oral number sequence (counting up to sixty in two minutes) and are able to compare numbers, complete logical series and perform operations (sums and subtractions) with numbers over fifty. They can solve basic problems with numbers under twenty using reasoning skills.

[16] The grade 2 to grade 1 ratio is a proxy indicator for promotion between grades 1 and 2 – it is simpler to collect in a timely fashion and for stakeholder to understand. Similarly for grades 2 and 3.

interventions are sequenced by grade, the project is not expected to have a large impact on student learning in grade 4. However, measuring and monitoring student learning in grade 4 will help to strengthen early grade learning.

III. PROJECT DESCRIPTION

A. Project Components

25. The project comprises five components. Component 1 focuses on ensuring children enter school on time, attend regularly and are supported in their home environment. Component 2 focuses on improving instructional practice in the classroom, through strengthening of the curriculum, developing learning materials and assessment tools, and providing teacher training and continuous teacher support. Component 3 aims to strengthen the school environment to foster greater student performance in early grades; and Component 4 aims to assist actors at different levels of the system to support student progression and learning in early grades through improved use of relevant data for better planning and outcomes. The project does not directly finance construction of classrooms, which is largely community financed. However, through component 3, it will assist communities to complete/improve unfinished community-built classrooms. It also supports the development of a maintenance strategy and provides maintenance grant to schools. Interventions under Component 2 will be largely sequenced by grade, that is grade 1 materials will be made available in Year 1, grade 2 in Year 2 and so forth (a graphical representation of the phased-in implementation schedule by grade is shown in Annex 1b). Most interventions in the project will target all public primary schools; a few, under Component 1, will target the neediest schools. Component 5 is a zero-allocation Contingent Emergency Response Component.

Component 1: Enhancing parental support and school attendance of students (SDR 6.2 million, US$9.0 million equivalent).

26. The component contributes to ensuring that children enroll in grade 1 on time; that children, particularly those in the first two grades, attend school regularly and that children are supported at home to reinforce learning, especially through reading. It also focuses on ensuring vulnerable pupils are supported through access to school feeding and school kits.

The component has three sub-components.

Sub-component 1.1: Develop and implement a national sensitization and mobilization campaign (US$500,000)

27. The sub-component finances targeted communication outreach to families of primary school age children. An overall communications strategy will be developed by the Ministry of Education (Ministère de l'Education, de l'Enseignement Supérieur et de la Recherche Scientifique (MEESRS)) in collaboration with other education partners to ensure a cohesive and integrated approach to communication and sensitization around basic education in Burundi. Messages will be disseminated regarding the overall objectives of the new project to secure the buy-in of relevant stakeholders. Over the course of the project,

targeted messages will be disseminated on specific project themes and interventions. This will be done through radio and TV spots, radio theatre and other media activities as well as direct messaging through workshops and meetings at the community level. Interventions will be carried out before the start of the school year to ensure children enroll on time, and during the school year to ensure their regular attendance, and to support their learning at home. Simple messages and brochures for key stakeholders in the system will also be prepared. The Communication and Information Unit (CCI) of the MEESRS will be responsible for managing this activity with the support of a local consultant.

28. Parents and older siblings of primary school-age children will be the primary beneficiaries[17]. However, the interventions will also build on networks- individuals and groups-, as vehicles for dissemination, including school principals, teachers, School Management Committees (SMCs), churches, local elected officials, local leaders, administrators and councilors at the local level, and teachers' unions. Officials within the decentralized ministry system (such as Provincial Directors of Education (DPE), Provincial Inspectors of Education (IPE) and Communal Directors of Education (DCE)) will also be tapped to participate in the dissemination of key messages.

Sub-component 1.2: Expanding school feeding in vulnerable provinces (US$7.0 million)

29. This sub-component extends the current school feeding program to additional schools in two provinces where the program operates. The program is currently operational in Kirundo, Muyinga, Ngozi, Cibitoke, Bubanza, Gitega and Bujumbura, which have been identified as food insecure and also tend to have poor performance on key education indicators. The World Food Program (WFP), which currently implements the program of school-feeding in Burundi in collaboration with the MEESRS department in charge of school feeding (Direction Nationale des Cantines Scolaires), will implement this sub-component through a direct contract with the Government of Burundi and financed by the Grant, as stipulated in the Financing Agreement.

30. The program currently covers 426,000 pupils in basic education and 6,000 preschool pupils in these provinces and is financed by WFP, other donors and the Government of Burundi[18]. Schools are selected per specific criteria such as accessibility by truck, availability of a water point, sanitation and storage facilities. If any of the selected schools does not meet these criteria, WFP supports the school to improve its infrastructure in order to qualify. Beneficiaries include all children enrolled in the targeted schools. No pupil is excluded, from preschool to Grade 9. The Government of Burundi, which contributes US$2 million annually to the program, proposes to extend the coverage of the program to approximately 1.2 million additional beneficiaries over the next 5 years from the provinces of Kirundo, Muyinga, Ngozi, Cankuzo and Karusi, which are considered the highest priority. The leadership for the implementation of the program will be transferred from WFP to the central and decentralized levels of the Ministry according to a timetable to be agreed upon with the MEESRS.

[17] Interventions such as the "Come, Let's Read and Write!" program in Tonga have shown that integrated approaches which combine national awareness campaigns, increased access to resources, and community participation at the school and at home can have significant positive impact on reading outcomes. Bashir S., Lockheed M., Ninan E., and Tan, J.P. (2018, forthcoming) also document the lack of parental knowledge of potential gains from different policies to improve learning and its barrier to changing behaviors.

[18] The current WFP program has shown positive impacts of the program on target schools through increased enrollment rates, reduced absenteeism and dropout rates (Rapport de l'enquête standardisée du programme d'alimentation scolaire au Burundi, CERDA, 2017).

31. The funding will concentrate over a period of three years -2018/19, 2019/20, and 2020/21- to be in line with WFP's country strategy for Burundi and will focus on Kirundo and Muyinga, two of the most vulnerable provinces based on WFP's criteria for targeting. Additionally, these two provinces have some of the largest concentrations of Batwa populations in the country and this intervention is expected to benefit this population as well. With a budget of about US$7 million, the project could cover an additional 67,100 meals per year in the selected provinces. Currently, the school feeding program covers about 68 percent of children in Kirundo and 43 percent of children in Muyinga. With the additional funding, the project could increase coverage to 88 percent in Kirundo and 65 percent in Muyinga. The selection of the additional schools will be done by the Direction Nationale des Cantines Scolaires in collaboration with WFP. Student attendance data collected through the project's monitoring and evaluation system will help to assess the impact of the school feeding program as well.

Sub-component 1.3: School kits for disadvantaged children (US$1.5 million)

32. This sub-component finances the purchase and distribution of school kits, which include the basic supplies for each student such as notebooks, pens, pencils[19]. This activity builds on UNICEF's program of provision of school kits through the "Back to School" campaign, which in October 2017 covered about 1 million children[20]. Over 1.5 million school kits will be distributed in grades 1-4 over the course of the project. Six target provinces, Cankuzo, Kirundo, Makamba, Muyinga, Rumonge, and Ruyigi, have been identified on the basis of the education needs in the country and overall level of vulnerability.[21] Kits will be provided to all children in grades 1-4 in the target provinces progressively over the course of the project. The purchase and distribution of the school kits will be done by UNICEF through a direct contract with the Government of Burundi and financed by the Grant, as stipulated in the Financing Agreement.

Component 2: Improve instructional practice in the classroom (SDR 13.5 million, US$19.5 million equivalent)

33. The objective of this component is to support the development of a structured pedagogy program[22] geared towards achieving better learning outcomes through: (i) strengthening of the existing curriculum and development of teaching-learning materials; (ii) distribution of a set of appropriate pedagogical and instructional materials as well as assessment tools based on defined standards and competencies; and (iii) training and on-going support to teachers to deepen their content and pedagogical knowledge, integrate use of materials and use formative and end of trimester diagnostic assessments to improve learning. These activities are interrelated and need to reinforce each other. Under the Project,

[19] Schooling costs have been identified as an important demand side constraint Benin: Blimpo (2014); Kenya: Kremer, Miguel, and Thornton (2009); Mexico: Behrman and others (2015). As reported in Bashir et al. (forthcoming, 2018), in Africa, almost half the expenditures that households incur to send their children to school—for school supplies, learning materials, transportation— are in addition to formal fees. These costs of schooling widen the gaps in school participation separating poorer children from their wealthier peers

[20] Coverage of school kits distribution in the Back to School Campaign varies from year to year, based on funding available.

[21] This is based on the "Plan de Réponse Humanitaire (Humanitarian Response Plan), Burundi, January-December 2018, DRAFT.

[22] Typically, structured pedagogy interventions include development of new content focused on a particular topic, materials for students and teachers, and short term training courses for teachers in delivering the new content... structured pedagogy programmes have the largest and most consistent positive average effects on learning outcomes (Snilstveit et al. 2015)

the following key innovations for improving early grade learning and reducing repetition will be introduced: (i) the accelerated reading program in Grade 1; (ii) enhancing reading practice through supplementary graded readers; (iii) dedicated remedial education activities during the school year; (iv) a re-organized teacher support system; and (v) end of trimester tests and end of year tests aligned with the system level learning assessments. Implementing these innovations consistently will also require organizational measures at the school level (for instance, to reduce class sizes and improving the physical environment of the classrooms) and support by the School Management Committees, which are covered under Component 3.

There are three sub-components to help achieve the objectives outlined above:

Sub-Component 2.1: Strengthening the curricula for grades 1-4 and the development of teaching-learning materials (US$2 million).

34. The objective of this sub-component is to provide better inputs and teaching-learning materials through: (i) the strengthening of curricula for cycles 1 and 2, and (ii) the development of textbooks, teacher guides and specific teaching-learning materials, and the development of teacher training modules and school director training modules focused on pedagogical support and supervision.

35. As part of the effort to improve literacy in grade 1, the *100-day reading enhancement intervention* will be developed, piloted and integrated into the curriculum. The goal is to enable students with no literacy skills to master letter recognition and foster word recognition after approximately 100 days of instruction, or the first trimester of grade 1. A teaching-learning module[23] focused on acquisition of reading skills within the first trimester of grade 1 will be developed. Workbooks and accompanying formative assessment tools will also be developed. Teachers and trainers will be trained in the specific implementation of this targeted intervention. The tools and approach will be tested in a pilot prior to their integration in the curriculum- data will be gathered at the baseline and endline and evaluation will be carried out against a randomly selected control group of schools. Students' reading ability will be measured by an adapted version of EGRA sub-tests in Kirundi. Based on results of this pilot, these tools will be improved and scaled up for grade 1. Further, this method will be adapted for remedial learning for children repeating grades or falling behind in reading competency.

36. In addition to the 100-day reading intervention, this sub-component will finance the development of the textbooks, teacher guides, training modules and additional pedagogical support tools for other subject matters as well. The following teaching-learning materials will be developed to support the program:

(i) student workbooks and assessment tools for the 100 day Accelerated Reading Program in grade 1;
(ii) student textbooks in Kirundi, mathematics, multidisciplinary studies, and French[24] for grades 1-4;
(iii) a set of graded supplementary reading materials in Kirundi for each class from grades 1 to 4;
(iv) a classroom kit for each class in grades 1-4, comprising teaching aids to be put up on the walls and to be used by the teacher;

[23] This approach is based on the work of Helen Abadzi based on cognitive science for teaching transparent orthographies. The approach has been applied in various countries (The Gambia, Cambodia, Egypt, Malawi, Rwanda) and first evaluations show promising results.
[24] French textbook will be available from grade 2 onwards

(v) a teacher guide for teaching languages, mathematics, and multidisciplinary studies, for each grade (1-4). The guide will show how to use the textbooks, the supplementary reading materials, and the classroom kit, as well as include formative assessments items.
(vi) a booklet of assessments for teachers to use as end of trimester tests.
(vii) teacher and school director training modules

37. The activities under this sub-component will be implemented by the Bureau d'Etudes des Programmes de l'Enseignement Fondamental (BEPEF), under the aegis of the Direction Générale du Bureau Pédagogique (DGBP). Technical assistance will be hired to support the development of textbooks and other teaching-learning materials, as well strengthening of the curricula and learning standards and competencies. The development of the textbooks, teacher guides and assessment booklets, will be sequenced such that Grade 1 materials will be made available during the school year 2019-20; Grade 2, Grade 3 and Grade 4 materials will ideally be available at the beginning of 2020-21, 2021-22 and 2022-23, respectively. Supplementary readers and classroom kits, however, are expected to be made available to all grades during the first two years of project implementation.

Sub-component 2.2: Distribution of textbooks, guides, teaching-learning materials, and storage units (US$8.5 million)

38. This sub-component will finance the editing, printing, and distribution of textbooks, guides, and teaching aids mentioned earlier, as well as the provision of storage units for textbooks and materials in the classrooms. Student workbooks for the grade 1 Accelerated Reading Program will be required each year for each student in grade 1. Student textbooks in Kirundi, mathematics, multidisciplinary studies, and French[25] for grades 1-4 will be supplied in the ratio of 1:1, and are expected to be re-used for 4 years; hence, one set of textbooks for each student will cover the course of the project. A set of corresponding teacher guides will be made available to each teacher. A total of approximately 6.7 million textbooks and 77,000 corresponding teaching guides will be made available for the duration of the project. Each class will also receive about 10 sets of graded supplementary readers.

39. In addition, each grade 1-4 class will be equipped with a class kit[26] composed of pedagogical support tools to enhance teaching. Each school will also be equipped with a radio which will be used by teachers in class during the reading programs broadcasted on the national school radio network (RSN). The purchase and distribution of the class kits will be done by UNICEF through a direct contract with the Government of Burundi and financed by the Grant, as stipulated in the Financing Agreement.

40. Each classroom in grades 1-4, in approximately 4,000 schools, will be provided with storage units for textbooks and teaching materials, as well as low-level shelves for student reading materials. Teachers will be equipped with tools to keep track of the stock and for the management of the pedagogical materials they will be provided with.

41. The BEPEF will be responsible for the technical specifications of textbooks and learning materials. UNICEF will be responsible for the purchase and distribution of the class kits. The School Management Committee (CGEs) will be responsible for the local procurement of classrooms' storage units and shelves

[25] *Ibid.*
[26] The class kit includes for example educational posters, register for tracking of supplementary readers, an abacus, and a clock.

under the coordination/supervision of the Bureau des Infrastructure Scolaires, des Equipements et de la Maintenance (BISEM) (this activity will be carried out in conjunction with those of subcomponent 3.2). A grant of about US$120 will be sent to each school for the purchase of this equipment from local markets. A ministerial order will accompany the transfer to provide clear guidance on the technical specifications of the storage units, provided by the BISEM, and a simplified local procurement process to follow.

Sub-component 2.3: Training and continuous support for teachers to improve instructional practice in classrooms (US$9.0 million)

42. This sub-component will finance intensive initial training of teachers on the new material and pedagogical approaches developed, as well as enhance the continuous teacher support provided by principals in schools, and by the commune-level network of pedagogical advisors and inspectors, in particular through regular cluster school meetings (at least 3 times in the school year, after each end of trimester). The meso-level support network will need, in turn, to be regularly supported by national trainers. The sub-component will finance the implementation of the initial training and continuous support to about 27,000 teachers in grades 1-4, about 3,500 principals and an estimated 240 pedagogical advisers and inspectors, including travel costs, payments to trainers, development of simple training materials and low-cost technology.

43. Initial training of teachers will cover the new curriculum, learning standards and competencies, the new textbooks, classroom management methods for teaching reading and numeracy, use of formative and end of trimester assessments, integration of the accelerated approach to learning to read, integration of remedial strategies, the use of progressively difficult reading books, and the management of class kits. Content and pedagogical training will be aligned with teachers' competency framework and will equip teachers to be able to: (a) plan learning, (b) lesson plans, (c) implement a learning session, (d) evaluate learning and, (e) identify weaknesses and conduct remediation activities. A focus will be on early literacy. The training will incorporate instructions on using teacher's guide and additional readers in the classroom. Initial training will be provided for approximately 14 days during the months prior to the roll out of the new textbooks and will be sequenced for teachers of each grade, as the curriculum is rolled out.

44. About 3,500 school principals will receive about 7 days of training including 4 days of pedagogical and 3 days of administrative training. The 240 pedagogical advisers, inspectors and experienced teachers – who provide continuous support to teachers - will be part of the training and, therefore, will also be trained on the new material.

45. Continuous teacher support: Teachers will be provided with regular, structured support beyond the intensive training sessions to reinforce instructional practice and make use of end of trimester assessments to carry out remedial activities and improve student learning. This will take place through three sets of activities:

(i) Classroom observation by the school principal using a simple checklist to guide and provide feedback to teachers. Each teacher's class would be visited at least twice a month by the principal.
(ii) Cluster school meetings. Cluster school systems have already been set up for grades 7-9, grouping about 5 schools in each cluster. A similar setup will be established for teachers in grades 1-6. Cluster schools will hold at least 3 meetings each school year, once after each end of trimester.

The cluster school meetings will be focused on discussing end of trimester results and will focus on developing remedial education activities, exchanging on best pedagogical approaches and reinforce content knowledge. Inspectors and pedagogical advisers will organize the content of the meetings to ensure there is a focus on improving student learning, ideally using the end of trimester test results and formative assessment data. These meetings will serve as a platform to share knowledge and empower teachers to improve their instructional practice in the classroom. This sub-component will finance provision of supplies to facilitate these meetings.

(iii) Visits by the school inspectors to schools— Data from a sample of 200 schools that will be collected electronically on tablets by inspectors. These will be analyzed by the Bureau de la Planification des Statistiques de l'Education (BPSE) (planning unit), and shared with the BEPEF to prepare pedagogical notes which will be shared with teachers and used in the preparation of the cluster school meetings by cluster leaders (see component 4.1)

46. The BEPEF will work closely with the BEPEPF (post basic education pedagogical unit), as well as post-secondary institutions, such as the Ecole Normale Supérieure (ENS) and Institut Pédagogie Appliquée (IPA), to ensure training modules and content developed will be integrated into the pre-service training program to ensure alignment of teaching content and practices. This sub-component will finance consultative workshops and dissemination events to enable this collaboration.

Component 3: Align school level activities to improve student performance in early grades (SDR 4.5 million, US$6.5 million equivalent)

47. The component will support improved school management practices which help provide conducive learning environments for pupils to thrive. It will do so by: (i) strengthening School Management Committees (CGEs) in the management of the school and empower them to participate in creating safe and interactive school environments, mobilizing parents and also in participating in the maintenance of school infrastructure, and close monitoring of school activities; and (ii) strengthening the capacity of principals to manage the school, and in particular the organization of the early grades to keep class sizes manageable, and collect and utilize simple indicators on student progression and learning. It will provide improvement grants to selected schools/CGEs to improve the physical learning environment of community-built classrooms which need urgent intervention. It will also provide maintenance grants to all schools to improve their capacity to upkeep/maintain school facilities overtime in the context of national school maintenance policy set up by the MEESRS with the project.

There are two sub-components to help achieve the objectives outlined above:

Sub component 3.1: Strengthening school management committees and capacity of school principals (US$1 million)

48. This subcomponent will finance: (i) development, printing and distribution of an illustrated guide in Kirundi for School Management Committee (CGE) members. This guide will be developed by the MEESRS technical team led by the Direction Générale de l'Enseignement Fondamental et Post-Fondamental (DGEFPF) and composed of representatives from BEPEF, BISEM, and Ministry of Health. The core team will be supported by a local consultant for the illustrations and translation into Kirundi. The

following themes have been proposed: (a) administrative, financial and asset management of the school; (b) maintenance of infrastructure and security at school; (c) health and sanitation at school; and (d) access, progression and completion of schooling. The component will also finance: (ii) training of the members of the 4000 School Management Committees members based on the revised training module. The core technical team which will develop the guide will be responsible for training trainers at the commune level. The trainers are composed of DCE staff and community-based health technicians. They will train 6 (out of 12) members of the CGE at the commune level over a period of 5 days. This sub-component will also finance: (iii) the development of a guide for school principals which will outline both the administrative and pedagogical support role of the school principal. For example, it will cover, inter alia, the opening of the school year, organizing of classes (organizing teaching in groups of 50 or below) and learning time (for instance special reading time slots) as well as simple formats for monitoring teacher and student attendance, and student trimester results, to be used by the school principal for discussions with teachers. It will provide guidance on how to prepare simple school report cards which will be publicly displayed. The school report card will report on indicators such as school attendance rates, late arrivals, repetition rates, progression rates, and also use of financial transfers and funds received. The guide will be used to develop the training modules used for training school principals (see component 2.3).

Sub-component 3.2: Improving the learning environment in cycle I classrooms (US$5.5 million)

49. This sub-component contributes to the objective of improving early grade progression and learning by improving the classroom learning environment. It will provide additional support to communities and their School Based Committees (CGEs) to: (i) improve the learning environment of classrooms already built by communities which have urgent needs through small Improvement Urgent Works (IUW) to improve their durability, and provide the minimum necessary physical improvements to make them conducive to learning and suitable to interactive pedagogy; and (ii) introduce a maintenance policy through a maintenance grant channeled to schools every year. This will enable the CGE to carry out maintenance activities such as repairing blackboards, broken windows, doors and furniture, whitewashing the classrooms, and other minor repairs, in order to preserve the existing classroom stock and extend the classroom life as much as possible. It would also serve to strengthen the role of the School Based Management Committees in the management of the school; and (iii) improve their knowledge and capacity to build better school facilities when they take this initiative and use their own funds.

The sub-component will finance the following three activities:

50. Activity 1: Improve about 1,200 community-built classrooms to create a classroom environment that is conducive to learning. A limited menu of 6 types of small improvement urgent works (IUW) will be proposed: classroom-blocks that are most exposed to rain-running water will have their foundations protected by a peripheral drainage collector; windows, concrete-floors, standard blackboard and table-benches will be provided when missing; and inner-walls will be (partially) plastered/painted to support the display of pedagogic-posters and pupils' works. The typology of works financed under Activity 1 is limited to the 6 types of standardized works listed in Table 1 below that may be done individually or together. The BISEM has started preparing Technical Notes in French/Kirundi with standard drawings, bills of quantities (BoQs) and technical specifications for each type of works. The objective is to improve about 1,200 grades 1 and 2 classrooms, which have the most urgent needs in about 600 schools, targeted by the

DCE, located in 55 communes. This Activity will address about one-third of the rural schools of the targeted communes. The total grant amount is US$2 million for this activity.

Table 1: Menu of works proposed for activity 1 to improve existing classrooms with urgent needs

1. Installation of a rain-water drainage collector to mitigate risk of foundation settlement;
2. Installation of a cleanable concrete floor to support school furniture;
3. Installation of doors and glass windows to prevent rain water from entering the classroom;
4. Plastering/painting inner-wall to allow display of educational posters and pupils' works (talking classroom);
5. Provision of a built-up quality blackboard, based on the standard technical specifications; and
6. Provision of school furniture according to MEESRS's standard.

51. In addition to the works shown above, a supplemental training (over and above the training planned under component 3.1.) will be delivered by BISEM to the 600 targeted school based management committees in order to ensure successful participation in Activity 1.

52. Activity 2: Supporting the development and implementation of a national maintenance strategy for school infrastructure. This activity will help the MEESRS implement its unrealized 2016 agenda to develop a School Construction and Maintenance strategy. The project will finance regular transfers every year with a proposed amount of approximately US$17 per classroom per year (or 30,000 BIF/classroom/yr). Given that there are, on average 8.8 classrooms in a school, the average amount transferred to each school is about US$150 per year. This maintenance grant would be provided every year to all schools (about 4,000), together with an approved list of authorized maintenance works. It will be accompanied by a simple guide, in Kirundi and illustrated, describing the procedures for the acquisition of materials, tools and services. The maintenance grant provided through the Project will supplement the annual subvention transferred to all schools by the Government. The School Based Management Committee would be tasked with the management of the maintenance grant. An annual audit of use of funds will be carried out. The total amount allocated to this activity is US$3 million.

53. Activity 3: Support to the adaptation and dissemination of a Construction Manual and the development of Maintenance Manual (*Manuel pour la Construction et maintenance d'Ecoles au Burundi* (MCEB)) to guide communities in the construction and maintenance of schools according to the technical standards. It will be illustrated, and with minimal text in Kirundi, with a view to be used by low literate communities and workers. The objective is primarily to guide communities when they build their schools by themselves, and to ensure the result is worth the effort. As the manual will be based on the MEESRS's standard drawings, it would also be a useful guide for workers, contractors and technical-site supervisors of other Donor's financed projects. To this end, it will be developed by BISEM in coordination with all donors/institutions involved in school construction. The intervention includes the development of a strategy for dissemination and further use by stakeholders.

Component 4: Align systems to improve student progression and learning in early grades (SDR 3.4 million, US$5 million equivalent)

54. This component will finance the (i) strengthening of capacity at the decentralized and centralized levels to focus on learning, use data to improve student outcomes and develop strategies in key areas for the next few years; and (ii) finance project management, coordination and monitoring and evaluation.

Sub-component 4.1: Strengthen capacity at central and decentralized levels (US$3 million)

55. Essential to the successful implementation of the above activities (Components 1 to 3) and to sustainable growth and development of education in the country is to ensure that policy, strategic, and operational decisions are underpinned by comprehensive, accurate, and up-to-date information on education in the country. In order to strengthen the ministry's capacity to assess its sector's performance and undertake policy, strategic and operational decisions based on empirical evidence, several activities have been identified.

56. The sub-component is expected to finance the following:

(i) **Assessing learning outcomes:** The project will finance three national learning assessments for grades 2 and 4 during the project, with a baseline in 2019, midline in 2021 and an endline in 2023. The national assessment will test reading (Kirundi) and mathematics in grade 2, and 4 and French in grade 4. This will assess: (i) degree to which pupils meet the standards and learning competence levels based on the curriculum[27], and (ii) performance on internationally used indicators such as reading fluency (words per minute), as well as reading comprehension and numeracy competences. The latter will be based on a PASEC type definition of competences. A national commission will be set up to carry out this activity, headed by the Bureau des Évaluations du Système Éducatif (BESE), with input from the BEPEF, economists, psychometricians, among others. The evaluation will be designed by a national technical team, headed by the BESE, which will be supported by technical experts. The BESE's statistical analysis capacities will also be reinforced through training and acquisition of statistical software. They will be responsible for the analysis of the data and for producing the report. Results will be disseminated at the decentralized levels. See section on Monitoring and Evaluation and Annex on Results Framework for details

(ii) **Piloting a high frequency survey for a sample of about 200 schools**. Data will be collected monthly by inspectors on a tablet-based application. Data will be stored through a hosted solution and information analysed at the BPSE level. Data will capture pupil and teacher enrollment and attendance data, trimester test results, student-textbook ratios, number of cluster school meetings held (captured at the end of the trimester), and number of repeaters (only at the end of the year). Information will be analysed at the central level and overall results shared in a

[27] The competence-based curriculum in Burundi will contain an explicit national standard for literacy and numeracy (and by curriculum subject) at the end of each cycle of schooling (e.g., cycle 1- Grade1 and Grade 2 and cycle 2, grade 3 and 4). The standard is the level of knowledge and understanding; and the ability to apply that understanding that a learner must be able to demonstrate to show they have mastered the curriculum content they have been studying. It is what a student should have learnt at the end of each sub cycle and provides a clear indication to everyone (teachers, parents, students) of what a learner is expected to be able to do if they have successfully learned the curriculum. The standard for a subject is defined by the *key competences* set out clearly in the curriculum.

feedback loop to the decentralized level, including at the school level.

(iii) **Strengthening EMIS for more reliable reporting.** The project will finance the development of a strategy for providing each school with a unique identification code, with a protocol for numbering new schools, and process for geo-tagging of schools. The technical expert will also support the BPSE in the cleaning and updating of the current EMIS database. The project will finance consultants to carry out recovery and back-up of existing data and complete a technical review of the latest version of Stateduc2 (provided by UNESCO) to identify and remove reported bugs.

(iv) **Equipment and ministry infrastructure**: Better monitoring and planning by the communal, regional and central education offices. Tablets will also be provided to the 119 communal directors, 18 provincial education directors and 18 provincial inspectors to facilitate communication and information exchange. At the central level, the capacity of the key department will be reinforced through the purchase of electronic equipment (computers, inverters, printers, table and chairs). At the central level, the internet infrastructure will be updated so as to maximize connectivity capacity which was reinforced through the fiber optic cable to which the ministry is now connected. Two powerful generators will also be purchased to provide better and more constant power supply (maintenance and fuel included) to the main ministry building as well as the BEPEF offices.

(v) **Capacity building:** The ministry will reinforce its own leadership capabilities through local and international training and study-tours. In particular, building on south-south knowledge exchange, study-tours will be organized in areas where the ministry needs to reinforce its understanding and capacity- for example, to countries which have improved planning capabilities within the ministry. At the local level, leadership training will reinforce the management, planning and organization skills of key directors.

(vi) **Better maintenance of HR records:** metal storage units for safekeeping of teacher records and cataloguing.

(vii) **Organization of reading and mathematics competitions** or other such activities, at the commune level at the primary level

(viii) **Studies and developments of strategies:** this will fund studies and evaluations to inform future activities (school construction and expansion of school network, teacher deployment, EMIS, HR database).

Sub- Component 4.2: Project facilitation, coordination and monitoring and evaluation (US$2 million)

57. This sub-component will finance project facilitation activities, including the recruitment of staff outlined in the section on implementation arrangements (PFU), consultancy services, financial and technical audits, the acquisition of equipment, seminars and training, as well as operating costs to supervise the project activities.

Component 5: Contingent Emergency Response Component (CERC) – (US$0.00)

58. A zero allocation CERC will be included under the proposed project in accordance with Bank Policy: Investment Project Financing, paragraphs 12 and 13 for projects in Situations of Urgent Need of Assistance or Capacity Constraints. This will allow for rapid reallocation of project proceeds in the event

of a natural- or man-made disaster or crisis that has caused, or is likely to imminently cause, a major adverse economic and/or social impact. A separate Operations Manual will be prepared for the Contingent Emergency Response Component. In case of emergency, this component would be triggered to reallocate funds between components, for example to expand school feeding activities or to reallocate funds to new activities to respond to negative impacts on schooling of a potential crisis.

B. Project Cost and Financing

59. Lending instrument. The proposed project will support improvement of student learning and progression in early years through a five-year IDA grant of US$40 million equivalent using an IPF instrument.

Project Components		Project cost (USD million)
Component 1: Enhancing parental support and school attendance of students		**9.0**
Sub-component 1.1: Develop and implement a national sensitization and mobilization campaign	0.5	
Sub-component 1.2: Expanding school feeding in vulnerable provinces	7.0	
Sub-component 1.3: School kits for children in vulnerable provinces	1.5	
Component 2: Improve instructional practice in the classroom		**19.5**
Sub-Component 2.1: Strengthening the curricula for grades 1-4 and the development of teaching-learning materials	2.0	
Sub-component 2.2: Distribution of textbooks, guides, teaching-learning materials, and storage units	8.5	
Sub-component 2.3: Training and continuous support for teachers to improve instructional practice in classrooms	9.0	
Component 3: Align school level activities to improve student performance in early grades		**6.5**
Sub component 3.1: Strengthening school management committees and capacity of school principals	1.0	
Sub-component 3.2: Improving the learning environment in existing classrooms	5.5	
Component 4: Align systems to improve student progression and learning in early grades		**5.0**
Sub-component 4.1: Strengthen capacity at central and decentralized levels	3.0	
Sub- Component 4.2: Project management, coordination and monitoring and evaluation	2.0	
Component 5: Contingent Emergency Response Component (CERC)	0.0	0.0
Total Project Costs		**40.0**
Total Financing Required		**40.0**

C. Lessons Learned and Reflected in the Project Design

60. The design of this Project is informed by the lessons learned from the Bank's longstanding engagement with the education sector in Sub-Saharan Africa region. Additionally, the design draws on the latest global knowledge and prior development projects in the sector. Lessons learned and incorporated into the design include the following:

61. **A strong and committed government is crucial for the achievement of project objectives.** In the case of Burundi, the Government has consistently prioritized education sector which received about 30 percent of the total domestic budget in 2016, followed by Public Security and National Defense (at 21%). It is hence no surprise that Burundi has made impressive progress in primary education access since the introduction of Free Primary Education in 2005 and achieved gender parity in 2012. Because of policies favoring the use of mother tongue as the language of instruction in early grades, Burundi has performed significantly higher than its neighbors on PASEC reading and numeracy assessments. It is important that the Government can continue to sustain its financial and policy support to the sector, and can mitigate effects of the recent crisis that may cause damage to children's participation in schooling as well as on their learning.

62. **Mobilizing parent and community is a critical factor to determine school effectiveness[28].** Community participation has been widely recognized as one the key strategies to improve educational access and quality in Sub-Saharan Africa impacting (a) students' regular attendance and completion of schools; (b) students' receptiveness and preparation to learn when they come to school; (c) financial and material support to school; (d) accountability and governance at schools, (e) after school engagement of children with reading materials; and (f) communication between teachers and parents. Deeper and sustained engagement of parents and communities may serve an important protective role in the face of economic or political crisis when otherwise competing priorities may make them push aside education of their children.

63. **School-based health and nutrition interventions have proven impacts on student learning[29].** Research has shown schools as highly cost-effective platforms for health intervention as there are more teachers than nurses in any given country context. School feeding programs have shown to bring greatest education benefits to the poorest and most vulnerable school children. School feeding brings poor children to attend school and learn while there. However, it has been affirmed repeatedly that while school health and nutrition interventions can enhance cognition to allow students to learn and engage better, quality education is necessary to exploit that potential.

64. **Learning in early grades is critical to children's subsequent education[30].** Cognitive science research has shown that children who start reading well continue to do so, while those who do not are unlikely to catch up later. Recent literacy data from sub-Saharan Africa, although limited, shows that

[28] Increasing participation of communities has been a very successful strategy in many countries such as Tonga through the "Come, Let's Read and Write!" program. Bruns, Filmer, and Patrinos (2011) also document how increasing participation and voice of parents have can help improve accountability and oversight, and thereby improving education quality.
[29] See Snilstveit et al. (2016) for further details.
[30] See Bashir S., Lockheed M., Ninan E., Tan J.P. (2018). Facing Forward: Schooling for Learning in Africa. World Bank, Washington DC

despite significant gains in access and gender parity, African schools have the lowest rate of effectiveness in the world. Children are not obtaining the foundational skills of literacy and numeracy. Failures to engage with reading and comprehension in early grades is leading to poor learning outcomes, repetition, and school drop outs, escalating pressures on the resources and capacity of the system.

65. **Learning to read and write in the mother tongue, especially in a context like Burundi where the majority (98%) of the population speaks Kirundi, makes a significant difference to learning**. Evidence suggests that using the home language as the language of instruction for at least primary levels of school can help student acquire basic literacy and numeracy faster. By using the children's home language, schools can help them bridge their learning at school with the experience they bring from home. Secondly, by using the learners' home language, learners are more likely to engage in the learning process. The interactive learner-centered approach thrives in an environment where learners are sufficiently proficient in the language of instruction.

66. **Textbooks and relevant printed materials are relevant to improve learning outcomes in low income countries.** A large body of research has singled out textbooks and presence of printed materials in classrooms and home as the most consistently significant factor associated with learning outcomes. Specifically, textbooks have proven to have a greater impact on student learning in contexts where class sizes are large, high proportion of teachers are unqualified, and there is a shortage of instructional time. While significant country led and donor driven investments have been made on textbooks, the practical implementation of effective textbook provision and quality textbook development has remained problematic.

67. These lessons have been considered in the Project design as follows: (a) the Project will help the Government bounce back from the crisis and sustain its commitment to education sector by aiding resource provision (teaching learning materials, etc.) and capacity building (of the BEPEF staff and teachers); (b) the Project will generate parent and community support to ensure that children enter school on time, attend regularly, and complete the basic education cycle even when faced with food insecurities and other competing priorities; (c) it will provide school nutrition intervention to help disadvantaged children continue with schooling, concentrate better on their learning processes, and progress uninterruptedly through completion of basic education; (d) strengthen teaching learning processes in early grades and integrate accelerated learning approaches and remediation strategies to ensure that no child falls behind and is able to acquire foundational literacy and numeracy critical for progressing to and completing further levels of schooling; and (e) continue to focus on improving the capacity of the basic education sector to assess and monitor learning and progression of students and teachers.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

68. The project will be implemented by the Ministry of National Education, Tertiary Education and Scientific Research. The technical implementation is mainstreamed within the Ministry with the relevant department responsible for project activities falling within its mandate. The Director of each department will be responsible for the timely implementation and performance of the component or subcomponent

under its responsibility. A Steering Committee (ST) and a Project Technical Management Committee (PTMC) will be established by Ministerial order. The ST will coordinate strategically and review the progress of the activities across the ministry on a regular basis. The ST committee meetings will be attended by all concerned Directors as well as the Project Facilitation Unit (PFU) who will provide the secretariat for the ST, and by representatives from other ministries or other stakeholders. The ST will meet at least once a year. The PTMC will be empowered to make decisions and validate technical decisions and will ensure successful implementation of project activities. The PTMC will have a president, vice-president, and will organize meetings as and when it is needed to ensure smooth project implementation. The PFU will also provide the secretariat for the PTMC meetings. Decisions taken by the PTMC are immediately executable by the PFU.

69. A Project Facilitation Unit (PFU) will be in charge of providing day to day support, overall financial management, disbursement, procurement, supporting monitoring/evaluation functions and broad support to the Departments activities. It will also carry out the consolidation of project documents, including the project implementation manual, budgeted annual work plans, monitoring and evaluation data collection (with Planning Department) and reports, and other progress reports. It will also facilitate internal and external communication and other supporting activities as requested. The PFU will report to the PTMC. The unit comprises about 6 core staff members, a coordinator, financial specialist, procurement specialist, one education specialist, and a monitoring and evaluation expert, as well as the necessary support staff, as needed.

70. Implementation will be guided by the approved Project Implementation Manual (or Operations Manual) and the annually approved work programs (AWPs). The Manual describes how the project activities will be implemented and the relations, roles, responsibilities of each contributing unit or institutions (including a responsibilities matrix) and administrative, financial management /accounting, and procurement procedures. The PFU is in charge of updating the Project Implementation Manual on a regular basis. Each department will prepare a budgeted annual work plan to be consolidated by the Facilitation Unit, approved by the ST, and submit to the World Bank by November of each calendar year.

71. Annex 2 provides more details on the organization of project institutional arrangements and implementation, and Part D of this section further describes the role of partners.

B. Results Monitoring and Evaluation

72. **Project monitoring indicators**. The project will monitor and report on progress on the PDO-level indicators and sub-indicators, intermediate results indicators, and relevant core sector indicators, which are listed in the Results Framework and Monitoring table (Section VII), along with baseline and target values. Information on data collection agency and frequency for these indicators is summarized in Annex 2 Table A2.4.

73. **Monitoring implementation**: For monitoring of implementation progress and performance of project initiatives, the project will rely on reporting and evidentiary data and documentation submitted by the specific departments of MEESRS and consolidated by the BPSE. The BPSE will be the leader of this monitoring and evaluation network. BPSE will ensure the dynamics and performance through regular work meetings ensuring consolidation of data and reports from each focal point, in order to feed the results

framework. The M&E specialist in the Project Facilitation Unit will support this network and BPSE in all areas to ensure regular functioning of this important mechanism. For monitoring of implementation arrangements, project covenants, financial and management and procurement functions and activities, and environmental and social safeguards, the project will rely on reporting and evidentiary data and documentation submitted by the Project Facilitation Unit.

74. In order to follow some key project indicators and to get additional information on project implementation difficulties on the ground, and local level solutions, 200 sample schools will be selected. School inspectors provided with tablets will collect high frequency data from those 200 sample schools. In addition, the Communal Directors of Education (DCE), the Provincial Inspector and Provincial Directors of Education (DPE) will be also be responsible to ensure monitoring and will also be equipped with tablets.

75. Apart from monthly data report from WFP, 10 percent of target schools will be randomly selected per trimester. Feedback from beneficiary and additional information on project implementation difficulties at local level will be carried-out from those sample schools.

C. Sustainability

76. The sustainability of the project outcomes depends to some extent on the fiscal sustainability of the interventions proposed. Investments into the strengthening of the curriculum, for example, the integration of remedial education practices, and of accelerated acquisition of reading skills in 100 days, will benefit several generations of pupils current and in the future, with minimal budgetary implications. Similarly, the expansion of school networks to primary schools and the associated development of a low-cost but regular in-service training practice will ensure that the new pedagogical approaches introduced are continuously reinforced and improved on at minimal cost. Improvements in the overall data collection, management and analysis process will enable timely, and more efficient decision-making and oversight, and set a strong foundation for years to come.

77. Some interventions will need to be increasingly brought onto the domestic budget to ensure sustainability or financed by other donor partners after the end of this project. These include financing reprints of textbooks for replacement of copies which are no longer in good state, as well as to provide additional textbooks to the growing cohort of students enrolling each year with the objective to maintain the textbook-pupil ratio of 1:1. Similarly, the provision of the maintenance package for schools and grants for small repairs will require financing beyond the life of project. The Ministry has indicated its intent on introducing transfers dedicated to maintenance. An analysis of the fiscal sustainability is included in the appraisal summary section below. In addition, WFP and the government will ensure that donor funding will be raised to cover the additional schools which will be added in the project. The key success factors include: (i) a strong commitment of the government to carrying out the basic education reform which was started in 2012 and a clear vision that will be formulated in the transition plan under preparation; and (ii) a strong commitment from the donors involved in the country to harmonize activities for better overall results, including the new GPE project currently under preparation.

D. Role of Partners

78. The project design and proposed implementation arrangements are informed by experiences from recent interventions by key development partners (DPs) such as Global Partnership for Education (GPE), Belgian Technical Coorperation (BTC), United Nations International Children's Education Fund (UNICEF), United Nations Educational, Scientific and Cultural Organisation (UNESCO), World Food Program (WFP), and Agence Française de Développement (AFD). Most recently, for example, the Burundi Education Sector Program Implementation Grants (ESPIG) Program, which was implemented by BTC from 2013-2016, and financed through the Pooled Funds for Education. Funded by GPE, the project (PACEF) was taken over by UNICEF from 2016-now, and addresses issues relating to education access and quality (through teacher training, and distribution of materials). PACEF assisted the MEESRS to revise the grade 1-9 curriculum and its implementation for the 4th cycle of basic education (Grades 7-9). The project will build on these experiences in its support for the revision of the curriculum for Grades 1-4. The project will also coordinate with the anticipated follow-on GPE project that is expected to be managed by AFD to ensure synergies and complementarities in terms of interventions. The project will also coordinate with education donors such as UNICEF and WFP in areas such as communication campaigns related to the promotion of enrollment and the Back to School Program, as well as the distribution of classroom and student kits. In addition, the project will collaborate with WFP in terms of enhancing the scope of the Government's contributions towards school feeding in Burundi.

V. KEY RISKS

A. Overall Risk Rating and Explanation of Key Risks

79. The overall risk rating is Substantial. The key risks are identified as follows: (a) the project design includes several components, subcomponents and activities that involve fundamental reforms to the education system and require substantial political commitment; (b) the last World Bank project in the education sector closed in 2012 and therefore the MEESRS' current capacity is severely constrained in the absence of adequate personnel with required skills and knowledge to implement the project; (c) the project activities focus largely on grades 1-4, but the longer term objective of the basic education reform also includes reforming grades 5 and 6, which is currently outside of the scope of the project; and (d) the sustainability of the project outcomes beyond the life of the project depends on the ability of the MEESRS to sustain key interventions including in-service teacher training, and will require the education sector budget to be aligned with these priorities.

Table 3: Systematic Operations Risk-Rating Tool (SORT)

Risk Category	Rating
1. Political and Governance	High
2. Macroeconomic	Substantial
3. Sector Strategies and Policies	Substantial
4. Technical Design of Project or Program	Moderate
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Moderate

8. Stakeholders	Moderate
OVERALL	Substantial

80. **Political and Governance - High.** The risk rating is based on the ongoing political instability which may disrupt implementation of the project activities. The risks are also heightened by the possible clashes that could occur closer to the 2020 elections. Should such clashes occur, it may trigger displacement of populations, as experienced in 2015, and potentially have a negative impact on the ability to successfully deliver on the project activities. Measures to mitigate this risk are not feasible within the project but the situation will be monitored closely and project may be reviewed with the government if the situation deteriorates significantly.

81. **Macroeconomic - Substantial**. The macroeconomic outlook for Burundi remains fragile in the wake of the 2015 conflict which disrupted the stable economic performance the country had experienced in the aftermath of the 1993-2005 civil war. The country faces a slow and fragile economic recovery, with the economy expected to contract at -0.59 percent in 2016 (or-3.7% contraction in GDP per capita). This is in part due to the external climate shocks which have severely impacted agricultural production and worsened the food insecurity issue, the budget support withdrawal of several donors in the aftermath of the crisis, and the overvalued exchange rate and foreign currency shortages. Also, even though inflation was at 5.5 percent in 2016, it is expected to increase several fold over the next 5 years to 19.6 percent in 2020[31]. Measures to mitigate this risk are limited within the project, but the situation will be monitored closely, in particular as increased food insecurity may negatively impact the regular attendance of children.

82. **Sector Strategies and Policies - Substantial.** The risk rating is explained by the fact that the sector strategy which was developed for the 2012-2020 period is now outdated, especially given the socio and macroeconomic changes which have occurred since 2015. The Bank is working closely with the government and other donors, in preparing a Transitional Education Plan (TEP) which will serve to inform the next GPE-funded project which is expected in 2019. The TEP is also expected to help set the stage for the development of the next sectoral plan.

83. **Institutional Capacity for Implementation and Sustainability - Substantial.** The rating is explained by two main factors: (i) the complexity of the project design, and (ii) the lack of experienced staff in managing recent World Bank financed projects. The project will therefore invest in capacity building for the MEESRS through training and provision of technical assistance to perform its core functions. The project will also finance the Project Facilitation Unit (PFU) which will work very closely with the technical teams within the MEESRS to support the implementation of the activities and assist with the monitoring and evaluation of activities.

84. **Fiduciary - Substantial.** The overall FM arrangements are assessed as Substantial due to Country inherent fiduciary risk, lack of experience in recently managing World Bank financed projects, large number of entities involved in the project implementation, the risk management and control over the payment of per diems to close to 30,000 teachers, principals and advisers for 7 to 14 days each year over the course of the project. Such activities, including transfers to communities to improve the learning

[31] Source: IMF

environment in existing classrooms account for 35 percent of the total grant. They are risky by nature, and funds flow arrangements to ensure only those who attend the training session are paid are complex.

VI. APPRAISAL SUMMARY

A. Economic and Financial Analysis

Development impact in terms of expected benefits and costs

85. **In human capital theory, many studies argue that participation in education is an investment made with the expectation of returns later in life.** In Burundi, education qualifications are strongly associated with levels of income. Estimates from Household survey in 2013 (Enquête sur les Conditions de Vie des Ménages au Burundi-ECVMB) show that average simulated annual wage earnings rise steadily with increasing educational attainment. The Mincerian wage regression coefficients also show increasing returns to education as levels of education go up.

86. **The project is also expected to improve the internal efficiency in early grades of primary education by reducing the repetition rates of students in schools with a low outcome indicator** through multiple activities. Constant high repetition rates in early grades are shown over the four last years, while promotion rates remain unchanged. Repetition rates are much higher in Grade 1 and Grade 2, respectively 27 percent and 25 percent, than in the last two grades. Inversely, promotion rates are lower in the first grade than others, combining with a relatively high dropout rate. A reconstructed cohort survival rate method estimates that for every 100 children who enter Grade 1, 61 percent of them eventually reach Grade 4 with repetition, and only 26 percent without repetition. Overall among this cohort, 75 percent of them are estimated to complete Grade 4, but the duration of their study takes on average 6.3 years. Within the project, the repetition rate is estimated to decrease by 2 percentage points per year and per grade. The benefits of the reduction of repetition rate will therefore be reflected in an increase in promotion rate, by 4 percentage points per year and per grade.

87. **Projection of student cohort to 2023 under lower repetition and dropout assumptions, indicates that the grades 1-4 student population is expected to add on another 198,000 students.** This projection has been taken into account during costing of project activities. While it adds to the burden, it is expected that the system will gain in efficiency and effectiveness in resource use.

88. **The benefits of the project are consequently estimated to be high compared with the total cost.** The benefits produced over the project period are the changes in the quantity and quality of education linked to the proposed interventions. These benefits consist of (a) the increased wage incomes resulting from larger numbers of additional children completing the first three cycles of basic education, and (b) the enhanced labor earnings flowing from the higher quality of primary education due to the rise in education quality. The benefits resulting from enhancing the quality of the education can be measured by looking at student learning improvement through learning material provision (student textbooks on literacy and numeracy, supplementary reading), teacher training on subject and pedagogical content based on the new curriculum and remedial education practices. The net present value (NPV) of the benefits of the project are estimated to be US$430 million at a 10 percent discount rate. When adding the investment costs during the project, private costs from the households, and the opportunity costs for the additional students reaching Grade 6, the NPV of the economic costs is estimated to be only about US$61

million at a 10 percent discount rate. The NPV of the project is then about US$121 million, corresponding to an estimated internal rate of return (IRR) of 18 percent.

Rationale for public sector provision/financing

89. The public provision of education services, and therefore the public financing of the sector, is key to attaining the goal of inclusive economic growth and development in Burundi. Burundi is a low-income country where 65 percent of the population live under the national poverty line, and with an estimated GDP per capita of US$285. It is among the poorest countries in the world. Over the last decade, the country has made significant improvements to its education sector, achieving greater access to education, including among the poorer household. In 2016, an estimated 98 percent of students at the primary level attended public schools. The public sector is, therefore, an important service provider for poorer households, for whom poverty is often one of the key barriers to education. Through this Project, the government is expected to improve education outcomes for all, including the poorest.

Value added of Bank's support

90. The Bank has extensive knowledge and experience in supporting early grade learning in Africa and beyond, and especially in countries with local languages as language of instruction. The Bank also has a strong network of both Bank staff and Bank experts who can provide key technical assistance in this area. This will be harnessed to support the government at this crucial time as it implements the education sector reform in early grades. The Bank also conducted several ASAs to better understand the sectors issues and to provide evidence-based support to the government. Through these ASAs, it has also gained a better understanding of the education sector issues and has developed strategies and methods to support the government most efficiently. Furthermore, the Bank will provide valuable capacity building and implementation support to the country.

B. Technical

91. The project is designed to support the education sector in Burundi in achieving the goals set out in the current sector strategy (PSEDF[32] 2012-2020), which are to ensure all children have access to quality education, achieve learning and complete primary cycle on time, and to realize their full potential in society. The project design was informed by 4 technical studies which were completed in early 2017 on (i) the current state of progress of Burundi's Education Sector Plan (PSDEF) at the level of basic education; (ii) the quality of Burundi's basic education; (iii) the current state of the community based approach to school construction; and (iv) the lessons learned from the results-based financing approach. It also drew on international experiences[33], especially in regard to "what works" to boost student learning in early grades. Structured pedagogy[34]- which is defined as a package of teacher training, ongoing teacher support, resources or materials for teachers, classroom learning materials for students, additional learning time and remediation- is shown to have the most impact on student learning, and features prominently in the project design. This is especially important to ensure children in early grades acquire solid foundational literacy and numeracy skills which are central for learning takes place, especially in later grades. The project design also adopts the approach that successful interventions require successful implementation

[32] *Plan sectoriel de développement de l'éducation et de la formation 2012-2020*
[33] See the following for background on improving learning in SSA: Bashir S., Lockheed M., Ninan E., Tan J.P. (2018). Facing Forward: Schooling for Learning in Africa. World Bank, Washington DC
[34] See Bashir et al. above

and, as such, seeks to provide the necessary technical assistance, and develop the local capacity for effective implementation.

92. The IPF funding instrument was chosen to best respond to the country context and the design of the project.

C. Financial Management

93. A Financial Management (FM) assessment aims at evaluating the adequacy of the project arrangements in accordance with the World Bank's minimum FM requirements. The FM assessment was carried out to determine: (a) whether the implementing entity has adequate financial management arrangements to ensure that project funds will be used for purposes intended, in an efficient and economical way; (b) project financial reports will be prepared in an accurate, reliable and timely manner; and (c) the entity's assets will be safeguarded. The assessment was carried out in accordance with the Bank Directive: Financial Management Manual for World Bank Investment Project Financing Operations issued February 4, 2015 and effective from March 1, 2010; and the Bank Guidance: Financial Management in World Bank Investment Project Financing Operations Issued and Effective February 24, 2015.

94. The project will be implemented by the Project Technical Management Committee, chaired by the Permanent Secretary of the Ministry of Education. It will involve a technical unit, some departments of the Ministry and a Project Facilitation Unit (PFU). The Ministry of Education has limited experience in managing World Bank-financed project. The most recent Education Sector Reconstruction Project was closed in 2012. For that reason, the fiduciary responsibilities of the project will rest with the PFU to be established. In addition, it has been agreed that part of the project activities will be implemented by World Food Program -WFP- (school feeding) and UNICEF (school and class kits) through direct financing.

95. Base on the assessment, financial management arrangements have an overall risk rating of Substantial toward High given: (i) the inherent fiduciary risk at country level and the great number of key players involved in the project activities; (ii) the community-driven development approach with transfer and management of significant amounts of funds by the communities for schools maintenance which may increase risk exposure from fiduciary perspective; (iii) the complexity of risk management and control over the payment of per diems to close to 30,000 teachers, principals and advisers for 7 to 14 days; (iv) the lack of experience and the weak financial management and accounting systems within the Ministry of Education to support transparent implementation of the project. This does not satisfy the Bank's minimum requirements, and therefore is not adequate to provide, with reasonable assurance, accurate and timely information on the status of the project required by IDA**.**

96. Mitigation measures include the establishment of a Project Facilitation Unit within the Ministry supported by:

(i) qualified financial management staff, and an internal auditor;
(ii) the development of a project implementation manual which includes financial procedures;
(iii) a computerized accounting and information system; and
(iv) use of a mobile money system to transfer funds to teachers, since this has been proven to be the less risky and reliable (Burundi Mobile Money Study P165083, use by Safety nets projects, and World vision, etc.)

97. Provisions have been made in the project to ensure rapid implementation of all these mitigation measures. Once the mitigations measures are implemented, the financial management arrangements will have an **overall risk rating of Substantial**, which will satisfy the Bank's minimum requirements.

D. Procurement

98. Applicable procurement rules and procedures. Procurement will be carried out in accordance with the Procurement Regulations for IPF Borrowers, namely Procurement in Investment Project Financing (IPF): Goods, Works, Non-Consulting and Consulting Services, dated July 1, 2016 as revised in November 2017; "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants (revised as of July 1, 2016,)"; and provisions stipulated in the Financing Agreement. For procurement under national competitive bidding procedures, the Borrower and the World Bank will agree on provisions to consider for the bidding documents to be used for consistency between national procurement procedures and the new procurement framework. Those provisions will include, among others, provisions for confirming the application of, and compliance with, the World Bank's Anti-Corruption Guidelines, including without limitation the World Bank's right to sanction and the World Bank's inspection and audit rights.

99. The overall responsibility for the management of the procurement aspects will be handled by the PFU for the Burundi Governance Project (P149176) until the new PFU is established. The procurement assessment will be conducted and updated throughout the project implementation. It is also noted that the procurement staff from the PFU have very limited experience in applying the World Bank New Procurement Framework. In this context the overall project procurement risk can only be assessed as High. The residual risk may be reduced to Substantial once the mitigation measures are identified and applied.

E. Environment and Social (including Safeguards)

100. According to the Bank's safeguard policy on Environmental Assessment (OP/BP 4.01), the proposed project is classified as a Category B project. Since the impacts are localized to the interiors of already-constructed classrooms, the Borrower has prepared an Environment Management Plan (EMP) checklist.

101. The project objective will improve educational services at primary level, nationwide. Potential project beneficiaries include the indigenous Batwa people who are present in varying numbers in all the administrative provinces of Burundi. The Bank's safeguard policy on Indigenous Peoples (OP/BP 4.10) is applicable and an Indigenous Peoples Planning Framework (IPPF) has been prepared to provide the overall structure for the project to ensure that the Batwa receive project benefits in a socially and culturally acceptable manner.

102. The IPPF identifies that the education of Batwa children is affected by: lack of motivation to attend school, early marriages and family conflicts, conjugal and gender based violence, poor nutrition at home, frequent illness and lack of access to health care, very weak representation of Batwa parents in school management committees (CGE) and the committees responsible for preparing food in school canteens.

Finally, the education of Batwa children is greatly affected by the widespread stigmatization towards this community – extending even to poor treatment of Batwa children in school -, lack of Batwa role models and the extreme poverty of Batwa families which makes it difficult for them to provide the necessary support to see their children through the early years in school.

103. Following consultation held with Batwa children and parents, as well as provincial education authorities, the IPPF outlines some measures that need to be taken to ensure that Batwa children benefit from the project. These measures include: (i) developing, in consultation with the Batwa, relevant materials targeting the Batwa and the general population to break down prejudice and encourage inclusion, as part of the project's sensitization and mobilization campaign; (ii) recruiting a consultant to work with the Inclusive education unit (CEI) of the Ministry of Education, to develop and contribute relevant materials for inclusion in the relevant sections of the school manuals to be developed by the project; (iii) ensuring that Batwa children benefit fully from the school feeding programs in the participating provinces; (iv) address the needs of Batwa children in the training materials of school principals and teachers; and (v) increased Batwa representation in school management and canteen committees. The IPPF further estimates a budget of $10,000 to carry out the mitigation measures.

104. The IPPF further recommends that the mitigation measures be implemented through a technical assistance (recruitment) that will be part of the Ministry's Inclusive Education Cellule.

105. The Borrower prepared the safeguards instruments – EMP checklist and IPPF which were disclosed in-country and the Bank's website on March 26th, 2018.

F. Other Safeguard Policies (if applicable)

G. World Bank Grievance Redress

106. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service.
For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VII. RESULTS FRAMEWORK AND MONITORING

Results Framework
COUNTRY : Burundi
Burundi Early Grade Learning Project

Project Development Objectives

The objective of the Project is to improve student learning and progression in early grades in Burundi and, in the event of an Eligible Crisis or Emergency, to provide immediate and effective response to said Eligible Crisis or Emergency.

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Percentage of Grade 2 students in public schools reaching sufficient level of reading competency in Kirundi		Percentage	56.00	66.00	Baseline (2019); midline (2021); and endline (2023)	Report, National assessments.	BESE
Name: Percentage of Grade 2 students in public schools reaching sufficient level of competency in numeracy		Percentage	67.00	77.00	Baseline (2019); midline (2021); and endline (2023)	Report, National assessments	BESE
Description: Reading comprehension and numeracy values are from 2014 PASEC. A baseline national assessment will be conducted in 2018/19. The baseline numbers will be revised after the baseline assessment to be held in 2019							

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Net enrollment rate in Grade 1 of 6-year-olds		Percentage	32.00	43.00	Annually	Bureau of Planning and Statistics of Education (BPSE)	BPSE
Description: Numerator is number of children of age 6 enrolled in grade 1 in public and private primary schools. Denominator is total number of children of age 6. Target values are not cumulative.							
Name: Grade 2 to Grade 1 enrollment ratio in public primary schools		Percentage	78.00	90.00	Annually	Report, Bureau of Planning and Statistics (BPSE)	BPSE
Description: Numerator is Grade 2 enrollment in current year. Denominator is Grade 1 enrollment previous year. Target values are not cumulative.							
Name: Grade 3 to Grade 2 enrollment ratio in public primary schools		Percentage	80.00	86.00	Annually	Bureau of Planning and Statistics of Education (BPSE)	BPSE
Description: Numerator is Grade 3 enrollment in current year. Denominator is Grade 2 enrollment previous year. Target values are not cumulative.							

Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Teachers recruited or trained	✓	Number	0.00	25915.00	Annually. Values are cumulative.	Report, BEPEF	BEPEF
Description:							
Name: Number of weeks that have at least 21 local or national radio broadcasts each week - In school year		Number	0.00	2.00	Bi-annually	Report, Communications Dept.	Ministry Communications Dept (CCI)
Description: Target values are not cumulative							
Name: Number of weeks that have at least 21 local or national radio broadcasts each week - Outside school year		Number	0.00	4.00	Bi-annually	Report, Communications Dept.	Ministry Communications Dept (CCI)
Description: Target values are not cumulative							
Name: Annual Number of children in grades 1-6 that receive school feeding in		Number (Thousand)	0.00	67.00	Monthly	Report, School Feeding Dept. /PAM	Ministry Direction of School Feeding/WFP

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
public schools under project							
Description: Target values are not cumulative. In year 2022 and 2023 of the project, the additional schools added to the school feeding program are expected to be covered by WFP through additional donor fundraising.							
Name: Number of children in grades 1-4 that receive school kits in public schools under project		Number (Thousand)	0.00	560.00	Annually	Report, Back to School and UNICEF	Ministry-BTS/UNICEF
Description: Target values are not cumulative							
Name: Development of pedagogical and didactic materials - Textbooks		Yes/No	N	Y	2019/20 – grade 1, 2020/21 – grade 2, 2021/22- grade 3, 2022/23- grade 4	Report, BEPEF	BEPEF
Description:							
Name: Development of pedagogical and didactic materials - Teacher guides		Yes/No	N	Y	2019/20 – grade 1, 2020/21 – grade 2, 2021/22- grade 3, 2022/23- grade 4	Report, BEPEF	BEPEF

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description:							
Name: Development of pedagogical and didactic materials - Supplementary reading books		Yes/No	N	Y	2019/20 – grade 1, 2020/21 – grade 2, 2021/22- grade 3, 2022/23- grade 4	Report, BEPEF	BEPEF
Description:							
Name: Development of pedagogical and didactic materials - Student workbooks		Yes/No	N	Y	2019/20 – grade 1, 2020/21 – grade 2, 2021/22- grade 3, 2022/23- grade 4	Report, BEPEF	BEPEF
Description:							
Name: Development of pedagogical and didactic materials - Booklet of assessment tools		Yes/No	N	Y	2019/20 – grade 1, 2020/21 – grade 2, 2021/22- grade 3, 2022/23- grade 4	Report, BEPEF	BEPEF
Description:							

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Number of new textbooks in Kirundi distributed in public schools (Grade1-Grade4)		Number (Thousand)	0.00	1855.00	Annually	Report, Direction of Patrimony and School Supply (DPAS)	Direction of Patrimony and School Supply (DPAS)
Description: Estimates based on EMIS number of students-beneficiaries in 2015/16 with an additional 15% per year							
Name: Number of new textbooks in Mathematics distributed in public schools (Grade1-Grade4)		Number (Thousand)	0.00	1855.00	Annually	Report, Direction of Patrimony and School Supply (DPAS)	Direction of Patrimony and School Supply (DPAS)
Description: Estimates based on EMIS number of students-beneficiaries in 2015/16 with an additional 15% per year							
Name: Student/new textbook ratio for Kirundi in public schools (Grade1-Grade4)		Number	0.00	1.00	Annually (national) ; and Trimester (sample)	Report, BPS	BPSE
Description: Baseline values refer to old textbooks. Numerator is number of students in Grade 1-Grade4. Denominator is number of the textbooks for Grade 1-Grade 4							
Name: Student/new textbook ratio for Mathematics in public		Number	0.00	1.00	Annually (national) ; and Trimester (sample)	Report, BPS	BPSE

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
schools (Grade1-Grade 4)							
Description: Baseline values refer to old textbooks. Numerator is number of students in Grade 1-Grade4. Denominator is number of the textbooks for Grade 1-Grade 4							
Name: Number of classroom kits distributed at public primary schools		Number	0.00	19400.00	Annually	Report, DPAS	DPAS
Description: Kits for grades 1 and 2 will be distributed in 2019 and kits for grades 3 and 4 will be distributed in 2020							
Name: Number of classrooms equipped with sets of supplementary reading books in public primary schools		Number	0.00	19400.00	Annually	Report, DPAS	DPAS
Description: Supplementary readers for grades 1 and 2 will be provided in 2019, and supplementary readers in grades 3 and 4 will be provided in 2020							
Name: Number of teacher guides distributed (3 guides per teacher)		Number	0.00	77500.00	Annually	Report, DPAS	DPAS
Description: cumulative							
Name: Number of communal directors of		Number	0.00	80.00	Annually	Report, BEPEF	BEPEF

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
education, pedagogical advisers and inspectors receiving initial training - Communal directors of education							
Description:							
Name: Number of communal directors of education, pedagogical advisers and inspectors receiving initial training - Pedagogical advisers		Number	0.00	80.00	Annually	Report, BEPEF	BEPEF
Description:							
Name: Number of communal directors of education, pedagogical advisers and inspectors receiving initial training - Inspectors		Number	0.00	80.00	Annually	Report, BEPEF	BEPEF
Description:							
Name: Share of cluster schools holding at least one		Percentage	0.00	70.00	Trimester	Report, Municipal Directors	Communal Directors of Education /

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
meeting per trimester discussing end of trimester test results and remedial program						of Education, DGEFPF	DGEFPF
Description:							
Name: Sample-based share of grade 1 teachers implementing accelerated reading program		Percentage	0.00	70.00	Annually (sample)	Report, Direction of Inspection (IGEFPF)	Direction of Inspection (IGEFPF)
Description: Year 1 will capture grade 1, year 2- grade 1 &2, year 3- grade 1,2 &3, year 4- grade 1,2,3 &4							
Name: Share of school having school development plan with management committees		Percentage	0.00	60.00	Annually	Report, Municipal Directors of Education, DGEFPF	Municipal Directors of Education / DGEFPF
Description:							
Name: Sample-based share of school principals displaying school performance at least once a year		Percentage	0.00	70.00	Trimester (sample)	Report, (IGEFPF)	IGEFPF

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description:							
Name: Sample-based share of teachers reporting that school principal visits their class at least once a month		Percentage	0.00	60.00	Trimester (sample)	Report, (IGEFPF)	IGEFPF
Description:							
Name: Share of schools receiving maintenance grant		Percentage	0.00	100.00	Annually	Bureau of School Infrastructure, Facilities and Maintenance	Bureau of School Infrastructure, Facilities and Maintenance (BISEM)
Description:							
Name: EMIS reports produced by august of every year		Yes/No	N	Y	Annually	Report, BPSE	BPSE
Description:							
Name: National assessment of Grade 4 students in		Yes/No	N	Y	Baseline, Mid-term, Final year of project	Report, National assessments	National assessments (BESE)

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Kirundi, mathematics and French is carried out							
Description:							

Target Values

Project Development Objective Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Percentage of Grade 2 students in public schools reaching sufficient level of reading competency in Kirundi	56.00	56.00		61.00		66.00	66.00
Percentage of Grade 2 students in public schools reaching sufficient level of competency in numeracy	67.00	67.00		72.00		77.00	77.00
Net enrollment rate in Grade 1 of 6-year-olds	32.00	32.00	32.00	35.00	40.00	43.00	43.00
Grade 2 to Grade 1 enrollment ratio in public primary schools	78.00	79.00	79.00	83.00	86.00	90.00	90.00
Grade 3 to Grade 2 enrollment ratio in public primary schools	80.00	80.00	80.00	80.00	83.00	86.00	86.00

Intermediate Results Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Teachers recruited or trained	0.00	0.00	8000.00	14715.00	20615.00	25915.00	25915.00
Number of weeks that have at least 21 local or national radio broadcasts each	0.00	0.00	2.00	2.00	2.00	2.00	2.00

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
week - In school year							
Number of weeks that have at least 21 local or national radio broadcasts each week - Outside school year	0.00	0.00	4.00	4.00	4.00	4.00	4.00
Annual Number of children in grades 1-6 that receive school feeding in public schools under project	0.00	67.00	67.00	67.00			67.00
Number of children in grades 1-4 that receive school kits in public schools under project	0.00	0.00	350.00	460.00	560.00		560.00
Development of pedagogical and didactic materials - Textbooks	N	N	Y	Y	Y	Y	Y
Development of pedagogical and didactic materials - Teacher guides	N	N	Y	Y	Y	Y	Y
Development of pedagogical and didactic materials - Supplementary reading books	N	N	Y	Y	Y	Y	Y
Development of pedagogical and didactic materials - Student workbooks	N	N	Y	Y	Y	Y	Y
Development of pedagogical and didactic materials - Booklet of assessment tools	N	N	Y	Y	Y	Y	Y
Number of new textbooks in Kirundi distributed in public schools (Grade1-	0.00		650.00	1130.00	1520.00	1855.00	1855.00

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Grade4)							
Number of new textbooks in Mathematics distributed in public schools (Grade1-Grade4)	0.00		650.00	1130.00	1520.00	1855.00	1855.00
Student/new textbook ratio for Kirundi in public schools (Grade1-Grade4)	0.00		2.40	1.40	1.10	1.00	1.00
Student/new textbook ratio for Mathematics in public schools (Grade1-Grade 4)	0.00		2.40	1.40	1.10	1.00	1.00
Number of classroom kits distributed at public primary schools	0.00		10700.00	19400.00			19400.00
Number of classrooms equipped with sets of supplementary reading books in public primary schools	0.00		10700.00	19400.00			19400.00
Number of teacher guides distributed (3 guides per teacher)	0.00		23700.00	43800.00	51500.00	77500.00	77500.00
Number of communal directors of education, pedagogical advisers and inspectors receiving initial training - Communal directors of education	0.00		80.00	80.00	80.00	80.00	80.00
Number of communal directors of education, pedagogical advisers and inspectors receiving initial training -	0.00		80.00	80.00	80.00	80.00	80.00

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Pedagogical advisers							
Number of communal directors of education, pedagogical advisers and inspectors receiving initial training - Inspectors	0.00		80.00	80.00	80.00	80.00	80.00
Share of cluster schools holding at least one meeting per trimester discussing end of trimester test results and remedial program	0.00		40.00	60.00	65.00	70.00	70.00
Sample-based share of grade 1 teachers implementing accelerated reading program	0.00		30.00	40.00	50.00	60.00	70.00
Share of school having school development plan with management committees	0.00		15.00	30.00	45.00	60.00	60.00
Sample-based share of school principals displaying school performance at least once a year	0.00		40.00	50.00	60.00	70.00	70.00
Sample-based share of teachers reporting that school principal visits their class at least once a month	0.00		30.00	40.00	50.00	60.00	60.00
Share of schools receiving maintenance grant	0.00	50.00	75.00	85.00	90.00	100.00	100.00

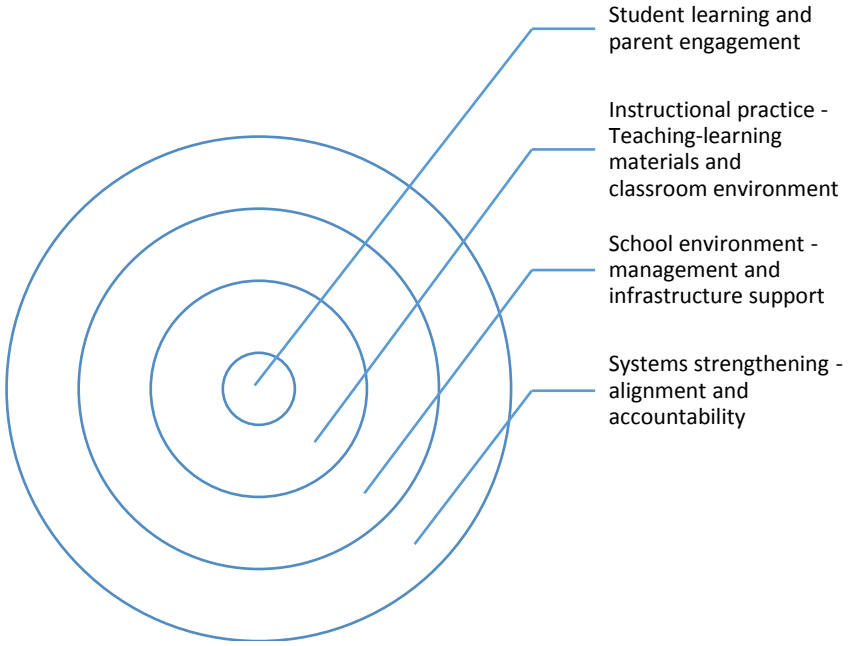
Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
EMIS reports produced by august of every year	N	N	Y	Y	Y	Y	Y
National assessment of Grade 4 students in Kirundi, mathematics and French is carried out	N	Y		Y		Y	Y

ANNEX 1a: Theory of change and result chain

Theory of change

1. The project development objective is to improve student learning and progression in early grades in Burundi. The project has adopted a holistic approach in the design, targeting the various levels of intervention: (i) at the student and household level; (ii) at the teacher and classroom level to improve learning in early grades; (iii) at the school level to improve the teaching-learning environment; and (iv) at the system level for alignment. This comprehensive approach is necessary to achieve the stated PDO. A central focus of the project rests on improving instructional practice in the classroom and bringing about attitude-behavioral change in teachers through continuous support and enrichment of pedagogical knowledge and classroom environment.

Figure A.1: Holistic approach of the project design centering student learning



2. The project focuses on the first four years of schooling in order to ensure that the majority of Burundi's children acquire the basic literacy and numerical competencies to continue through basic education. Research in sub-Saharan Africa and elsewhere shows that learning in the early grades is critical to children's subsequent education success[35] . Further, the Government of Burundi is planning to roll out the new curriculum for grades 1-4 of the new basic education cycle, starting in 2018. Finally, it is important to consolidate Burundi's relatively good performance on student enrollment and international learning assessments at the primary level and prevent the effects of the recent crisis to cause permanent damage to children's learning. Research shows that such shocks can have lasting negative impacts on children's

[35] Bashir S., Lockheed M., Ninan E., and Tan J.P. (2018 forthcoming). Facing Forward: Schooling for Learning in Africa. World Bank, Washington DC

participation in school, and hence on learning.

3. Burundi has one of the highest levels of internal inefficiency in early grades. Improving student progression through early grades and improving learning are interlinked. Most children enter school in Burundi, although at different ages. However, delayed student progression due to high levels of formal and informal repetition in early grades, especially in grade 1, means that classes in Burundi are overcrowded.[36] This negatively affects the learning environment and the time that teachers can devote to individual students; teachers also have to deal with students of widely varying ages and abilities in each class and textbooks may need to be shared. At the same time, students must learn adequately in each grade before they are promoted, so that they can succeed in subsequent grades. Promoting students without adequate learning only postpones the problem to later years.

4. The theory of change underlying the project has two axes:

a. Children who will enter grade 1 through the project life: These children should enter at the right age, preferably at age 6, into grade 1, most whom should progress through the primary cycle without repetition and interruptions in their school participation and with adequate levels of learning, and
b. The current stock of children in primary grades 1-4, as well as children outside the system who may re-enter early grades. Some of these children will also need remedial or additional support to bring them up to acceptable levels of learning and allow them to progress through the system.

5. Interventions at the student and household level will be aimed at ensuring that parents understand the need to enroll children on time in grade 1, to ensure regular attendance and to monitor and support student learning at home, so that they can progress to the next grade. Children that have recently dropped out need to be encouraged to return to school. Parental involvement is a critical factor in the project's success and the relatively high female and male literacy rate amongst young parents as well as the long-standing tradition of community support for education make this possible. For vulnerable and other children, interventions will be required to keep children in school during periods of food insecurity given the high level of malnutrition and food insecurity in Burundi.

6. Interventions at the teacher and classroom level will contribute to ensuring that children learn the required early literacy and numeracy skills so that they can progress to the next grade. The longstanding use of Kirundi in all schools as the language of instruction in the first four grades facilitates instruction in reading and the transfer of these skills in learning French. The introduction of the new curriculum provides the opportunity to produce textbooks and other learning materials that are adapted to the diverse learning needs of children. Currently, students in Burundi use a single textbook for reading or math, in each grade, often pitched at too high a cognitive level. A rich and varied literacy environment can encourage children to become independent readers. Teachers need to be supported on methods of teaching pre-reading and reading and numeracy skills in early grades to children at a variety of learning levels, including use of non-textbook materials, of formative assessment and remedial education. In order to do this, the strengths of current teaching practices should be exploited while encouraging teachers to use new methods. An important area to change is teachers' beliefs and expectations about students, in particular that the majority of students can indeed learn reading and numeracy. These changes in teachers

[36] Burundi has one of the highest levels of internal inefficiency in early grades. See Bashir S. et al (2018 forthcoming).

will require constant support as well as possibly changes in incentives and accountability.

7. At the school level, interventions are required to support the teacher and students in each class. These interventions can be classified into two types. The first involves direct support to the teacher through a variety of actions. This includes the management of class size to ensure that a teacher does not have to teach classes that are more than 40-50 in size, especially in Grade 1. These may require decisions on internal deployment of teachers, the organization of double shift classes and provision of remedial classes. Teachers also need to be provided instructional support in the form of feedback and supervision, monitoring of attendance and ensuring that substitute teachers are in place, in case of authorized absenteeism. Monitoring of student learning and progression also provides feedback to teachers on their performance. The second group of interventions are to improve the physical learning environment in the school, including keeping it tidy and clean and ensuring storage of books and materials. Some schools will need additional classrooms or improved classrooms, as well as toilets and drinking water and ensuring that this progresses on time. Overall, this requires improving the instructional and administrative leadership of the school director and the school management committees, the support given by the *inspecteurs conseillers* and communal directors, strengthening measures for monitoring, reporting, feedback and decision-making, as well as addressing accountability and incentives.

8. System level interventions will be required to support all the other interventions, so that there is change at the classroom level to improve student progression and learning, through planning, coordinating the implementation of multiple activities, procurement of technical assistance, learning materials and construction, as well as regular monitoring. The failure to plan and sequence implementation activities, as well as to adjust plans according to changes or difficulties on the ground, can seriously impede the attainment of project objectives. For instance, if textbooks, learning materials and teacher training are not delivered on time, teachers cannot teach effectively. The responsibility for this rests primarily with the Ministry of Education and the provincial directors of education. Interventions focus on improving the capacity of the key personnel, developing tools and procedures for effective administration, and ensuring accountability and incentives.

Table A.1: Results chain

Level	Activities/Inputs	Assumptions	Outputs	Intermediate Results	Assumptions	Outcomes
(1) Student Level	Develop and implement a community sensitization and mobilization campaign around key messages: (i) on-time school enrollment; (ii) regular school attendance throughout the year; (iii) dropout prevention; and (iv) promote independent reading at home and outside the school	The responsible technical team at the MEESRS (CCI) can develop and refine messages, identify target audiences and place messages on time	Targeted communication campaigns are carried out (radio, print, TV spots, radio-theatre, community workshops), both in the summer time and during the school year	Number of weeks radio spots of disseminated at least 21 times (during and outside the school year)	Parents hear the communications and change their behavior	Increased school readiness, and student progression Improvement in net intake ratio in grade 1 (6 -year-olds) Improvement in promotion rate in grades 1-4 (*through lower repetition and drop out*)
	Expand school feeding program	Contract with WFP is in place and WFP delivers. WFP does not scale back interventions in target provinces due to lack of funding	Increased number of children from vulnerable areas receiving school feeding	Number of children beneficiaries of the school feeding program expansion	More regular attendance by 40,000 students as well as by students who are already receiving school feeding.	
	Provision of school kits in targeted areas	Contract with UNICEF is in place and UNICEF is able to carry out its annual Back to School Campaign	Children in grades 1-4 from vulnerable areas will benefit from school supplies	Number of student beneficiaries of school kits	Children who are prone to dropping out due to lack of supplies benefit from kit	
(2) Teacher-Classroom Level	Strengthen curriculum with remedial education practices and accelerated reading skills acquisition approach Develop new student textbooks and teacher	Technical assistance is in place; approaches to early acquisition of reading skills is fully adopted by national team; compensation structure is agreed on; recognition and	Curriculum is updated, translated in Kirundi and made available to teachers and school principals New textbooks for grades 1-4 are developed, printed	Student- textbook ratio in classrooms is 1:1 for students in grades 1-4	Textbooks and materials are at level of students in different grades Textbooks are utilized as prescribed (teachers or school principals do not	Improved student learning outcomes: 1) % of grade 2 students having the minimum level of competence in Kirundi and mathematics;

Level	Activities/Inputs	Assumptions	Outputs	Intermediate Results	Assumptions	Outcomes
	guides for grades 1-4, with focus on early reading skills acquisition in grade 1 and use of formative and diagnostic assessments Print and distribute student textbooks and teacher guides for grades 1-4	accountability mechanisms for the BEPEF are in place Timely hiring of technical assistance, and close supervision of quality of books and other materials.	and distributed on time, before the start of the school year		keep textbooks locked up- replacement mechanism is clear and well understood) Classrooms are equipped with proper storage furniture for textbooks and supplementary readers	2) % of grade 4 students having the minimum level of competence in Kirundi, mathematics and French Improved student progression (lower repetition)
	Provision of essential teaching learning materials including supplementary reading materials, and class kits	Procurement processes are understood by Ministry staff and there is close monitoring of contract management. Risk of fraud and corruption are mitigated Mechanism for use of supplementary readers' outsides of the classroom is developed and implemented	Students in grades 1-4, especially from vulnerable households, are all equipped with adequate school kits at the beginning of the school year Students utilize supplementary readers regularly in and outside of the classroom, at home or within the community	Number of school kits made available Number of class kits available Number of classrooms equipped with student readers		
	Develop teacher training modules (covering both pedagogy and academic content) and carry out teacher training, school-based pedagogical support and teacher peer-learning.	Teachers to receive training are identified in timely fashion. Training schedule is developed, training centers are identified, and training materials are prepared in advance and delivered on time to the centers. School networks are created for first 3 cycles	Availability of teacher guides incorporating formative assessments and anchor questions/tasks for end of trimester assessment for diagnostic purposes Teachers employ better pedagogical practices in classroom. They incorporate remedial	% of teachers trained having met the minimum of competence as measured by the pre- and post-evaluations and the classroom observation	Teachers are willing to change behavior and make additional effort in class to use textbooks, additional materials, with improved pedagogical techniques and formative assessment. Change in attitudes may also be required.	

Level	Activities/Inputs	Assumptions	Outputs	Intermediate Results	Assumptions	Outcomes
		of basic education. Peer-teacher in-service training schedule is developed and implemented.	education practices in class and outside of class. Teachers incorporate supplementary readers in the classroom to encourage independent readers, and how to maintain readers and textbooks in good condition Teachers teaching more efficiently with teaching materials/aids and classroom is equipped with the appropriate educational tools such as posters and wall charts		Teachers receive recognition or other incentives Teachers will be accountable for increased effort:	
	Develop modules and carry out training for school principals-pedagogical and administrative		Regular classroom visits and supervision from school principals with direct feedback and support to the teacher	% of school principals trained on both pedagogy and administrative % of school principals having carried out at least 2 classroom visits per class per trimester	School principals receive recognition and are accountable for supporting teachers Conseillers pedagogiques and inspectors have technical capacity and make effort to support school principals	
(3) School Level	Develop simple school management guide for directors as a practical resource	Technical assistance is in place to review existing guides, revise, validate and distribute. Inspectors are to provide guidance on how to use guide.	School principals consult readily available practical guide for enhanced academic and administrative leadership	Number of school principals having submitted, regularly information to inspectors and pedagogical advisors at the DCE, DPE and IPE levels	School principals are able to adapt to a more pedagogical role than usual. School principals are incentivized to participate in greater	Improved school accountability, learning environment and student progression

Level	Activities/Inputs	Assumptions	Outputs	Intermediate Results	Assumptions	Outcomes
	Develop simplified school report card system for regular publication Training of School Based Management Committee (SBMC) to participate in academic and administrative activities, including after-school reading programs, school maintenance etc.	The guide is available to all school principals and they are able and implement. Strategy is developed around SBMCs and they are mobilized efficiently by decentralized services of the MEESRS.	School report card is regularly published to create accountability within the community and highlight key indicators such as attendance, repetition and dropout in addition to academic performance SBMC is active and involved in school planning and activities		accountability such as school report cards SBMCs are mobilized and incentivized to participate in the schooling activities	
	Identify classroom improvement needs in the country	BISEM and Planning Directorate, together with technical support, are able to catalog construction needs and maintain a registry of needs The community based approach tools are developed, the technical assistance is in place in timely fashion	Database of construction/rehabilitation needs is available for all construction projects for all sources of financing Students have improved classroom environments which are conducive to learning, and classroom maintenance is regular and across the majority of existing classrooms.	Number of classrooms improved % of schools having received the maintenance grant		
(4) System strengthening	Build capacity of the Planning Directorate (BPSE) and the decentralized levels for better data collection and analysis.	Review of data circuit is done and strategy to incrementally improve system is developed	EMIS database is cleaned, updated with GPS information and exploitable for decision making, including through data visualization of teacher redeployment needs, timely availability of classroom inputs such		All levels of MEESRS are committed to a simplified and more efficient data collection mechanism Central and decentralized services fully understand how to	

Level	Activities/Inputs	Assumptions	Outputs	Intermediate Results	Assumptions	Outcomes
	Support technical team to complete the cleaning of the current database (school ID codes) and update the GPS tagging of schools Support the development of a streamlined data management system Provide short term assistance for archiving teacher records Carry out capacity building for Ministry level staff	Technical assistance is in place in timely fashion Capacity building needs are identified and strategy to ensure sustainability of capacity building in long run is developed	as textbooks MIS streamlines data collection and is exploited for simplified school report cards, and decentralized decision making Teacher records are able to be stored and exploited more easily Ministry staff is able to increase efficiency in sector management		use the information for better planning and decision making Coordination within ministry itself is strong	
	Carry out learning assessments in grades 2 and 4	Assessments- type are identified, developed in Kirundi. Technical assistance is in place in timely fashion to ensure assessments are carried out well	Tracking of student learning at the end of cycle 1 and 2 in key subject areas such as reading and mathematics Tracking of teacher competence levels and absenteeism	% of students in grades 2 and 4 having the minimum level of competence in mathematics and Kirundi and in French (grade 4 only)	Assessments and evaluations are fully endorsed by teaching community, including SDI finding on teacher absenteeism	

ANNEX 1b: Phase-in diagram for component 2

Table B.1: Implementation schedule of the core elements of component 2

Age	2018	2019	2020	2021	2022	2023
10 year old	Grade 5	Grade 5	Grade 5	Grade 5	Grade 5	Grade 5 (Cohort 1)
9 year old	Grade 4	Grade 4	Grade 4	Grade 4	Grade 4 (Cohort 1)	Grade 4 (Cohort 2)
8 year old	Grade 3	Grade 3	Grade 3	Grade3 (Cohort 1)	Grade 3 (Cohort 2)	Grade 3 (Cohort 3)
7 year old	Grade 2	Grade 2	Grade 2 (Cohort 1)	Grade 2 (Cohort 2)	Grade 2 (Cohort 3)	Grade 2 (Cohort 4)
6 year old	Grade 1	Grade 1 (Cohort 1)	Grade 1 (Cohort 2)	Grade 1 (Cohort 3)	Grade 1 (Cohort 4)	Grade 1 (Cohort 5)
5 year old	Pre-school (Cohort 1)	Pre-school (Cohort 2)	Pre-school (Cohort 3)	Pre-school (Cohort 4)	Pre-school (Cohort 5)	Pre-school (Cohort 6)
4 year old	Pre-school (Cohort 2)	Pre-school (Cohort 3)	Pre-school (Cohort 4)	Pre-school (Cohort 5)	Pre-school (Cohort 6)	Pre-school (Cohort 7)
3 year old	(Cohort 3)	(Cohort 4)	(Cohort 5)	(Cohort 6)	(Cohort 7)	(Cohort 8)

9. As shown in table B.1, the project will roll-out the new textbooks, teacher guides, pedagogical support tools and intensive teacher training sessions in a sequenced way. While preparation of grade 1 will begin in 2018, new materials will be made available in classrooms at the beginning of the 2019 school year (September). The darkest shaded cells track the cohort of students who will benefit from the initial phased-in implementation over the course of the project.

ANNEX 1c: DETAILED PROJECT DESCRIPTION

COUNTRY: Burundi
Burundi Early Grade Learning Project

Component 1: Enhancing parental support and school attendance of students (SDR 6.2 million, US$9 million equivalent).

1. The lack of parental support for education, prevalence of malnutrition and low provision of pre-school services pose significant challenges to the school readiness of children entering grade 1. As a growing number of children enter the system, it becomes increasingly important to ensure that they join fully ready to participate in school. This component will enable students to be more prepared and ready to participate in learning when they are in school.

2. Several activities are proposed to ensure that children enroll on time and attend school regularly. These include the development and implementation of a community sensitization and mobilization campaign to promote enrollment of children on time; expanding school feeding interventions to enhance student health and nutrition and improve the prerequisites for improved student learning, and providing basic school supplies to children to lessen costs of attending school and improving learning for all. Coupled with the increased provision of school feeding and overall community sensitization on parental support for education, these activities will help increase the readiness of six-year-olds for school and thus help achieve the target for improved age-specific entry rate in grade 1. Although pre-school education is an important element of school readiness, the strategy for pre-school expansion and definition of the curriculum is yet to be finalized.

3. This component will fund the recruitment of consultants or external contracts to support the implementation of the activity, including the development of the outreach, engagement and engagement strategy, support for the development of basic supply kits, and funding of school feeding activities.

Sub-component 1.1: Develop and implement a national sensitization and mobilization campaign (Approximate amount US$500,000)

4. The objective of this sub-component is to develop and operationalize an integrated communication and sensitization strategy for the MEESRS. Specifically, the sub-component will mobilize the community, including parents of school-aged children, to ensure timely enrollment in primary school, encourage uninterrupted school attendance, reduce school-drop out and absenteeism, and to improve children's ability to read in Kirundi and French through the promotion of reading at home. Through national sensitization campaigns and targeted communication initiatives, this sub-component will engage parents, communities, and schools towards attaining this goal. Three main areas are addressed in this sub-component: (a) promotion of on-time enrollment in school; (b) mobilization of communities to ensure uninterrupted attendance at school; and (c) promotion of reading at home and within communities. This sub-component will finance a local consultant to support the team of the Communication and Information Unit (CCI) in managing this activity.

5. **Promotion of on-time enrollment in school:** According to the new education sector reform in

Burundi, the age of entry to Grade 1 was changed from seven years to six years in 2013/14. However, the majority of Grade 1 children are still seven years old, and only a small percentage of six-year-olds are entering the first grade. There are several reasons for the low percentage of six-year-olds entering Grade 1. Children often have to walk long distances to school, especially in more rural areas, and parents are reluctant to allow young six-year-olds to walk such distances daily to attend school. Children are often kept home to assist with household chores or in the fields, especially during harvest time. Schools are often overcrowded, especially in the early grades, which leads school principals to prioritize enrollments by age. Older children (seven and eight year-olds) are given priority for entrance to Grade 1, following which six year-olds are given admittance, space permitting.

6. To meet these challenges, several key messages will be disseminated through the sensitization campaigns. These include: stressing education as a fundamental right; the importance of attending school to learn and succeed in life; and school as a vehicle to inculcate social values (such as patriotism, civic responsibilities, environmental protection, etc.). These messages will be disseminated nationally. Other messages will be adapted by region or targeted to specific populations. For example, if there are reasons specific to a province for a lack of timely enrollment, the messages will be adapted at the provincial level to respond to these reasons. In addition, if the project builds additional classrooms or new schools in some regions to reduce distance to school or overcrowded classrooms, the population in these regions will be informed of these interventions and encouraged to send their children to school.

7. **Mobilization of communities to ensure uninterrupted attendance in school:** One of the main barriers to enrollment in primary school at the right age and to progression through grades is the high degree of repetition in Burundi. High levels of absenteeism also result in children dropping out of school in the middle of the year and re-enrolling in the same grade the following year. These factors impact both the quality of teaching and learning in the classroom and also limit the number of new enrollments into the first grade (especially for six-year-olds). Some of the main reasons for repetition or drop-out among primary school children include: hunger, the need to work for money, domestic work or work in the fields during harvest season), and harsh treatment by teachers.

8. Sensitization campaigns will highlight the importance of attendance and retention not only to promote learning and progression of students through school, but to reduce overcrowding and increase the availability of space for new enrollments. The campaigns will target parents, teachers, school principals, and SMCs to monitor children, as they are best positioned to ensure that pupils attend and remain in school. Key messages to encourage uninterrupted attendance at school would include: messages to parents and children about the benefits of staying in school; messages to teachers to motivate and respect children, messages to those within the system (school principals and SMC members) to actively encourage children to remain in school. Other messages will be adapted by region or targeted to specific populations. For example, if there are specific times of the year when there is increased absenteeism in a province (such as the harvest season), messages will be targeted to those populations at appropriate times.

9. **Promotion of a culture of reading at home and within communities:** Much research has shown that the more reading opportunities children have outside the classroom, and the more assistance they are given by family members, the faster they can learn to read. However, there are reportedly very few reading materials available at home or within communities for young children in Burundi, in Kirundi or

French. There is a culture of orality in Burundi, not a culture of reading, and most parents do not prioritize reading at home (either for themselves or for their children). Most assistance is provided by siblings, rather than parents. The results of the recent analytical study (ASA) conducted on the quality of education in Burundi revealed that less than 15 percent of pupils have books at home, and that 41 percent report never reading at home in the second year. In Grades 2 and 3, 43.5 percent and 33.9 percent of pupils, respectively, reported that they did not receive help at home.

Communication campaigns will encourage the development of a culture of reading and engender an interest in reading. This will be done by enhancing the value of reading and creating a perception of books as treasures, encouraging time spent reading daily with family members, and providing homework for children related to reading. SMCs and parent's committees will be supported in these activities. Communities will also be made aware of the supplementary reading materials that will be made available to children. Messages will include announcements and information about the materials themselves (what they are, where they can be found, how to access them, how to care for them), and encouragement of parents and children to use them.

10. **Development of communications strategy:** The overall communications strategy of the MEESRS will be developed in collaboration with other partners (such as UNICEF, WFP, UNFPA and others) to ensure an integrated and cohesive implementation of interventions. Relevant cross-cutting themes (including education, child protection, nutrition, etc.) will be integrated across the messaging of different projects in order to maximize impact. In addition, the strategy will ensure that targeted messages related to all project interventions are communicated to all relevant stakeholders at the appropriate time.

11. **Activities:** Different types of activities will be implemented to disseminate the primary messages related to the three themes. Depending on the type and purpose of the message, it will be disseminated at the national level or targeted to specific regions or audiences. Dissemination modalities will include radio and television spots, radio theater, and workshops and meetings conducted at the provincial, communal and local levels. Parents of school-age children (especially six year-olds who are eligible to enter Grade 1) will be the primary beneficiaries, as well as older siblings. However, the interventions will also target individuals and groups as vehicles for dissemination, including school principals, teachers, SMCs, churches, local elected officials, local leaders, administrators and councilors at the local level, as well as teachers' unions. Officials within the decentralized ministry system (such as Provincial Directors of Education (DPE), Provincial Inspectors of Education (IPE) and Communal Directors of Education (DCE)) will also be implicated in dissemination of the messages and monitoring/evaluation of activities.

12. *Radio spots:* The content of the messages will be developed by the MEESRS at the central level. MEESRS will finalize a contract with the national radio station to produce the spot, which will be reviewed and approved by the MEESRS. The messages will address specific reasons for lack of enrollment, absenteeism or dropout, and will encourage reading at the community level. Two main messages on each theme will be developed each year. The messages will be broadcast via national and provincial or communal level radio stations in order to ensure national coverage. MEESRS will finalize contracts with the various radio stations for broadcast. MEESRS will be responsible for verifying that the broadcasts have taken place as planned. Broadcast times will be selected based on the times of day when the majority of parents tend to listen to the radio. The broadcasts will take place three times a year. In summer, messages on the promotion of on-time enrollment will be disseminated before the start of the school year in

September. Messages on attendance and retention will be disseminated in January/February. Messages on the promotion of reading at home will be disseminated in July/August. Each broadcast will be 1.30 minutes and will take place three times a day for two weeks.

13. *Radio-theater:* Radio-theater programs are very popular in Burundi, and communities regularly tune in to listen to these programs every week. MEESRS will work with a well-known theater company in Burundi to develop a series of radio drama segments around educational themes selected by the MEESRS communication team (including messages on enrollment, attendance, the importance of academic achievement, and reading at home). MEESRS will contract a theater group to develop a radio program based on these themes. The program will be reviewed and approved by MEESRS. The MEESRS will contract with a national radio station to broadcast the program on a regular basis over the course of the year. The specific number of segments and number of re-diffusions will be finalized during the elaboration of the communications strategy ensure synergies with activities being planned by other partners.

14. *Journalist reporting:* Journalists from the television, radio and written press will be invited to attend a certain number of workshops or activities annually where key messages relating to the project will be communicated. Reporting on these messages will be disseminated through the TV, radio and newspapers.

15. *Television spots:* Television spots will be developed and disseminated to provide project announcements (on the project launch, for example), or to disseminate messages promoting increased enrollment and retention. The content of the messages will be developed by MEESRS at the central level. MEESRS will contract a national television station to develop the actual spot, which will be reviewed and approved by the MEESRS. MEESRS will identify and contract with the television stations for broadcasting the messages. One television spot (of about 2 minutes) related to on-time enrollment will be developed and broadcast during the week before the start of school each year. The message will be broadcast once a day for 7 days before the start of school. MEESRS will be responsible for verifying that the broadcasts have taken place as planned.

16. *Dissemination of messages through workshops and meetings:* At the start of the project, a workshop will be held with all relevant stakeholders at the national and decentralized levels to discuss the objectives and interventions of the project, as well as the overall communication strategy. Four workshops will be held (one per region), and will involve all the stakeholders at the regional level (DPEs, IPEs, and DCEs, as well as counselors). The objectives of the communication and sensitization campaigns will be clarified, and the specific messages and mechanisms for dissemination will be discussed and adapted to the specific context of each province or commune. Each person's role and responsibilities will be specified, along with the timeline for implementation and mechanisms for monitoring and evaluation.
Following this, DCEs will hold meetings at the communal level with individuals and groups who are well respected by and influential among parents and community members (in particular with SMCs and local elected officials). These messages will be diffused at the community level through various channels, for example: during weekly meetings with local elected representatives, at churches on weekends, and during meetings with local chiefs or leaders, or at school during interactions with parents. At the commune level, the DCEs will hold at least one meeting in early summer with their constituents to disseminate these messages and two meetings during the school year with community members. In years 2-5, a workshop will be held at the central level with DPEs to review the statistics of the previous year, discuss any changes

to the approach, and finalize the plan for the coming year.

17. **Institutional framework:** The Communication and Information Unit of the MEESRS will be in charge of leading this activity with the support of a local consultant. The Unit has a Coordinator and 7 members, all of whom have a university degree.

Sub-component 1.2: Expanding school feeding in vulnerable provinces (US $7.0 million)

18. Given the prevalence of malnutrition and food insecurity in Burundi, and based on the success of previous interventions, provision of school feeding programs could greatly improve school readiness and access for children, especially in rural areas. The objective of this sub-component is to improve school-readiness of children in Grades 1-4 by addressing key constraints that affect their ability to attend and perform at school, including chronic malnutrition, which is rampant in Burundi. The activities proposed in this sub-component will contribute to a reduction of absenteeism and dropout rates and better prepare children to learn in the classroom. This sub-component will fund school feeding activities.

19. **Current coverage:** The MEESRS is currently working with WFP to provide school feeding for children in Burundi. Implementation of the program is led by WFP, and the MEESRS provides about US$2 million annually towards this initiative. Other contributors include the Principality of Monaco, the Embassy of the Netherlands, the European Union and multilateral donors. Burundi's school feeding program covers all children in the primary schools that are benefiting from the program, including children in preschools that are attached to the primary schools. WFP is currently providing school feeding for about 426,000 primary school pupils and 6,000 preschool pupils in seven provinces (Kirundo, Muyinga, Ngozi, Cibitoke, Bubanza, Gitega and Bujumbura) in collaboration with the national ministry directorate in charge of school feeding (Direction Nationale des Cantines Scolaires). These children will continue to benefit from the school feeding program for the duration of the project.

Table C.1: Current coverage of the school feeding program in Burundi

	Communes	Primary Schools		Preschools		Coverage rate (%)
		Schools	Beneficiaries	Schools	Beneficiaries	
Kirundo	7	108	107,200	15	2,634	54.77
Muyinga	7	83	63,538	8	668	38.14
Ngozi	5	44	41,098			19.64
Cibitoke	4	56	36,139	6	372	21.48
Bubanza	4	66	41,711			29.2
Gitega	7	145	91,240	24	1,501	48.84
Bujumbura	5	78	44,881	18	774	31.23
Total		**580**	**425,807**	**71**	**5,949**	

Source : WFP, 2017

20. **Targeting criteria:** WFP, in collaboration with MEESRS, prioritizes eligible provinces for school feeding based on a Composite Weighted Indicator which includes: education (primary completion rate,

dropout rates, enrollment rates), poverty level, and ICA (food insecurity - chronic, seasonal / transient, and exposure to natural shocks). Each factor is weighted differently and, on the basis of the total weighted indicator, provinces are prioritized as high priority, moderate priority, or low priority. Depending on this, the provinces and communes are selected for intervention. Within these provinces, a selection of schools is identified and chosen according to specific criteria such as accessibility by truck, availability of a water point, adequate and separate latrines for boys and girls, a secure storage facility, and a space around the school to establish a school garden. If any of the selected schools does not meet these criteria, WFP supports the school to improve its infrastructure in order to qualify. Beneficiaries include all children enrolled in the targeted schools. No pupil is excluded, from preschool to Grade 9, if the school includes the 4th cycle of basic education.

21. **Proposed coverage:** Ideally, WFP would like to extend the coverage of the program to approximately 1.2 million additional beneficiaries over the next 5 years from the provinces of Kirundo, Muyinga, Ngozi, Cankuzo and Karusi, which are considered the highest priority. Priority provinces were also identified in the Emergency Food Security Assessment 2017. The unit cost of expansion is $33.71 per child per year in the provinces where WFP currently operates. This is based on 180 days of school feeding per year. There are many factors that could influence the final number of annual school feeding days. An increase in the number of days will increase the cost per child per year. The project will concentrate funding over a period of three years (2018/19, 2019/20, and 2020/21) to be in line with WFP's country strategy for Burundi and will focus on Kirundo and Muyinga, two of the most vulnerable provinces based on WFP's criteria for targeting. Within these two provinces, schools will be selected based on: (i) ability to cover all schools in commune; and (ii) community/parent engagement to ensure activities can be rolled-out at the school level.

22. With a budget of about US$7 million, the project could cover an additional 67,100 meals per year in the selected provinces. Currently, the school feeding program covers about 68 percent of children in Kirundo and 43 percent of children in Muyinga. With the additional funding, the project could increase coverage to 88 percent in Kirundo and 65 percent in Muyinga. Additionally, these two provinces have some of the largest concentrations of Batwa (pygmy) populations in the country and this intervention is expected to benefit this population as well. The selection of the additional schools will be done by the Direction Nationale des Cantines Scolaires in collaboration with WFP. Student attendance data collected through the project's monitoring and evaluation system would help to assess the effectiveness of the on-going school feeding program as well.

23. **Institutional framework:** The school feeding program in Burundi is implemented by the WFP in collaboration with the MEESRS. Until recently, there was no specific school feeding department at the national level. As a result, WFP coordinated on the implementation of the program with the provincial directorates of education. Now, WFP works closely with the newly created national directorate for school feeding (Direction Nationale des Cantines Scolaires) on all decisions related to targeting, implementation and M&E.

24. WFP is actively engaged in strengthening the capacity of the Direction Nationale. The Director of the Cantines Scolaires was appointed in February 2017 and the rest of the team in July 2017. In the short term (2017), WFP is providing operational support (rehabilitation of buildings, acquisition of office furniture, equipment and vehicles). WFP also supports the department through training and technical

assistance, as well as the formulation of policy documents and strategic planning. In the medium term (2017-2018), WFP will continue to support national food policy formulation and the development of the strategy that was begun in July 2017.

25. WFP supports inter-sectoral coordination and the development of an intersectoral committee of 6 ministries and UN agencies specializing in school feeding. WFP will also support the development of a consultative framework at the provincial level to create this synergy that the decentralized levels. WFP is also assisting the Direction Nationale to develop an M&E plan of action, so that it can lead the implementation of the program by mid-2019. The leadership role for the implementation of the program will be gradually transferred from the WFP to the central and decentralized levels of the Ministry according to a timetable to be agreed upon with the MEESRS.

26. At the provincial level, WFP is also trying to strengthen capacity for local food production for the school feeding program through its Purchase for Program (P4P). In the provinces where they operate the P4P program, they have chosen agricultural organizations and created cooperatives. They support these cooperatives to strengthen their human, institutional and organizational capacities, and sign contracts with them to produce food items such as corn and rice for purchase by the school feeding program. In the provinces of Kirundo, Muyinga, Cibitoke, Bubanza, Bujumbura and Gitega, WFP works with agricultural cooperatives that it has helped to establish, and in Rumonge and Makamba provinces, it is in the process of identifying cooperatives.

27. Given WFP's experience and close collaboration with MEESRS, it is proposed that the school feeding activities in the project also be implemented through WFP. The implementation modalities of this subcomponent will be detailed in the project implementation manual.

Sub-component 1.3: School kits for children (US$1.5 million)

28. This sub-component finances the purchase and distribution of school kits, which include the basic supplies for each student such as notebooks, pens, pencils, ruler, eraser and a biodegradable bag. This activity builds on UNICEF's program of provision of school kits as part of their "Back to School" campaign, which in October 2017 covered about 1 million children. Six target provinces have been identified on the basis of the education needs in the country and overall level of vulnerability: Cankuzo, Kirundo, Makamba, Muyinga, Rumonge, and Ruyigi.[37] The project will concentrate the distribution of kits over a three-year period (2019, 2020, and 2021) in order to ensure maximum impact. Kits will be distributed by year and grade as shown below.

2019	2020	2021
Grade 1	Grade 1	Grade 1
Grade 2	Grade 2	Grade 2
	Grade 3	Grade 3
		Grade 4

29. Kits will be provided to all children in grades 1-4 in the target provinces progressively over the

[37] This is based on the "Plan de Réponse Humanitaire (Humanitarian Response Plan), Burundi, January-December 2018, DRAFT.

course of the project. Estimates of the number of students in Grades 1-4 has been made based on the Burundi EMIS 2016. A buffer of about 13 percent has been added each year, and therefore it is expected that the number of kits allocated each year will suffice to reach all the students in the target grades in the target provinces. Over 1.5 million kits are expected to be distributed progressively to children in grades 1-4 at the start of the school year over the course of the project[38]. The purchase and distribution of the school kits will be done by UNICEF through a direct contract with the Government of Burundi and financed by the Grant, as stipulated in the Financing Agreement.

Component 2: Improve instructional practice in the classroom (SDR 13.5 million, US$19.5 million equivalent)

30. This component aims to support the development of a structured pedagogy program[39] in the first two cycles of basic education, geared towards improving learning outcomes through three main activities: (i) strengthening the existing curriculum[40] in three main areas: (a) remedial education practices, (b) early literacy pedagogical approaches, and c) defining learning standards and competencies for each grade level; (ii) development and distribution of a set of appropriate pedagogical and instructional materials and assessment tools based on these standards and competencies and (iii) training and on-going support to teachers to deepen their understanding, integrate use of materials and use formative and end of trimester diagnostic assessments to improve learning. These activities are interrelated and need to reinforce each other. Among the key innovations for improving early grade learning and reducing repetition are the Accelerated Reading Program in Grade 1; enhancing reading practice through supplementary graded readers; dedicated remedial education activities during the school year; a re-organized teacher support system; end of trimester tests and end of year tests aligned with the system level learning assessments. Implementing these innovations consistently will also require organizational measures at the school level (for instance, to reduce class sizes and improving the physical environment of the classrooms) and support by the School Management Committees, which are covered under Component 3. Activities from Component 2 will be carried out under three sub-components:

Sub-Component 2.1: Strengthening the curricula and the development of teaching-learning materials for grades 1-4 (US$2 million).

31. The objective of this sub-component is to: (1) the strengthening of cycles 1 and 2 curricula, (2) the design of textbooks, teacher guides and specific teaching-learning materials, and (3) the development of teacher training modules and school director training modules focused on pedagogical support and supervision. The beneficiaries of this activity include 1.5 million students enrolled in grades 1 to 4, as well as 27,000 teachers, and 3500 school principals. Additionally, the process of textbook writing and designing

[38] Distribution is organized at the school level. School principals initially submit list of enrolled students to the DCE. The BTS committee at the DCE is responsible for taking the kits to the school and transferring them to the school level BTS committee, which is composed of the school director, teachers and school based management committees. Teachers then distribute the material to their class on a roll call basis. This is done in the presence of 2-3 members of the school based management committee.

[39] Typically, structured pedagogy interventions include development of new content focused on a particular topic, materials for students and teachers, and short term training courses for teachers in delivering the new content... structured pedagogy programmes have the largest and most consistent positive average effects on learning outcomes (Snilstveit et al. 2015)

[40] A new curriculum was developed in 2012/2013 as part of the basic education sector reform. The new textbooks for grades 7-9 were developed between 2013 and 2017 based on this new curriculum

with the support of technical expertise will help build capacity of the BEPEF staff. The BEPEF will be responsible for the implementation of this activity, under the guidance of the DGBP, and with the support of technical expertise.

Activity 1: Strengthening of cycles 1 and 2 curricula

32. The curricula of cycles 1 and 2 exist and have been technically validated by MEESRS[41]. The Project will support strengthening the curricula for grades 1-4 by setting out in clear and explicit terms the expected national standard in literacy at the end of grade 2 (1st cycle) and grade 4 (end of 2nd sub-cycle), and a clear set of competences (skills) necessary to achieve the standard. This activity will facilitate alignment of teaching content (syllabi, textbooks, teaching aids) with expected learning outcomes, student assessments, and teacher training and professional development. In addition, the curricula will integrate reading enhancement intervention in grade 1 to enable students to master letter recognition and foster word recognition after approximately 100 days of instruction, or the first trimester of grade 1.

33. The *100-day reading enhancement intervention* will be developed, piloted and integrated into the curriculum with the help of technical experts and BEPEF team. The development of this program is based on cognitive neuroscience research focusing on how children learn to read in transparent local languages. The Project will develop a teaching-learning module built on a well-tested early grade literacy intervention based on cognitive science for teaching transparent orthographies[42]. Using this method, students will acquire automaticity by starting from individual letters, combining them in words (that may or may not have any meaning), and getting enough practice in decoding them, with minimum reading speed to understand text.

34. Learning materials (workbooks) and accompanying formative assessment tools will be developed for children in grade one. Teachers and trainers will be trained in the specific implementation of this targeted intervention. The tools and approach will be tested in a pilot prior to their integration in the curriculum- data will be gathered at the baseline and endline and evaluation will be carried out against a randomly selected control group of schools. Students' reading ability will be measured by an adapted version of EGRA sub-tests in Kirundi. If successful, this pilot will be integrated into the curriculum and scaled up for grade 1. Further, this method will be adapted for remedial learning for older children repeating grades or falling behind in reading competency.

35. In addition, remedial education tools will be developed alongside learning materials, and specifically integrated into the curriculum and teacher guides. These will focus on diagnosing weaknesses during the trimester, based on the continuous formative assessments, as well as between trimesters, and developing appropriate remedial activities to strengthen learning in these areas (see activity 2 and sub-component 2.3 below).

36. The updated curriculum will be translated in Kirundi for easy dissemination and made available to teachers as a pedagogical resource.

[41] Technical validation workshop of the basic education curriculum (cycles 1-4) was held in August 2015.
[42] See research work by Helen Abadzi

Activity 2: Designing of textbooks, teacher guides, and specific teaching materials

37. The activity will be implemented by the BEPEF, under the guidance of the DGBP. Technical assistance will be hired to support the national technical team (BEPEF) in the development of textbooks, teacher guides and pedagogical support tools. The supplementary readers will be developed by consultants, under the technical guidance of the BEPEF. The development of the textbooks, teacher guides and assessment booklets, will be sequenced such that Grade 1 materials will be made available during the school year 2019-20; Grade 2, Grade 3 and Grade 4 materials will ideally be available at the beginning of 2020-21, 2021-22 and 2022-23, respectively. Supplementary readers and classroom kits, however, are expected to be made available to all grades during the first two years of project implementation.

38. Among the key tools to be developed alongside the textbooks and teacher guides, are the assessment booklets which the teachers will use to administer the end of trimester examinations[43]. The results from the assessments will be synthesized and diagnosed during regular cluster school meetings at the end of each trimester with the aim of developing remedial education activities for the children in difficulty (see component 2.3).

39. It should be noted that the MEESRS will be conducting an evaluation[44] of the roll-out of the basic education reform in grades 7-9 which was carried out between 2013 and 2017. Findings from this evaluation bearing any impact on the program development, will be taken into consideration when developing textbooks for grades 3 and 4.

40. The subcomponent will also finance the development of supplementary readers in Kirundi and in French. Some of these will be translated from open source materials; others will be developed and will cover many topics, including themes promoting inclusion (for example in relation to Batwa communities). Supplementary reading materials are expected to be made available to grades 1-4 during the first two years of project implementation.

41. The BEPEF technical team recognizes the importance and necessity of focusing on early literacy (in local language, Kirundi) and early numeracy skills in 1st grade. As such, grade 1 teachers only introduce French as an oral language in the second trimester. The pupil textbooks in grade 1 will cover Kirundi, mathematics, and the third multidisciplinary textbook will regroup various areas from science and technology, social studies, environment and arts. For the later years, textbooks will cover Kirundi, mathematics, French and Multidisciplinary Studies. Corresponding materials will be developed for teachers, and school principals. The following teaching-learning materials will be developed to support the implementation of the learning standards and competencies:

[43] Teachers currently prepare and administer summative exams at the end of each trimester. The cumulative grade over the 3 assessments is used, in large part, to determine whether the student progresses to the next class or is held back one year.
[44] The evaluation is expected to be carried out sometime between 2018 and 2019.

Table C.2.: List of teaching-learning materials to developed and distributed

Beneficiary group	Grades	Teaching-learning materials
Students	1	Student workbooks and assessment tools for 100-day accelerated reading programs; textbooks in Kirundi, Mathematics, and Multidisciplinary Studies
	2-4	Textbooks in Kirundi, mathematics, French, Multidisciplinary Studies
	1-4	Graded supplementary readers in Kirundi and French
Students and Teachers	1-4	A classroom kit comprising teaching aids to be put on the walls and to be used by the teacher (see sub-component 2.2)
Teachers	1-4	A teacher guide for teaching Languages, Mathematics, and Multidisciplinary Studies for each grade (1-4). The guide will show how to use the textbook, the supplementary reading materials, and the classroom kit. The guide will also include formative assessments and include practical remedial education activities
		A booklet of assessments for teachers to administer as end of trimester tests
School principals		A pedagogical and administrative guide for school principals to manage the school more transparently and efficiently, and provide close pedagogical support to teachers through, e.g. regular classroom observations

Activity 3: Development of teacher training modules and school director training modules

42. The technical team will also develop teacher training modules on the new content and pedagogical approaches based on the new textbooks and teacher guides developed. These will be used during the teacher training events (see component 2.3) and will also be used to align the pre-service training programs to the new approaches and materials developed in the Project. School director training modules will be developed to reinforce the pedagogical supervision and support role, especially to provide support to teachers in-classroom on the new approach to teaching reading in grade 1. These will be used during the school director training (see component 2.3).

Sub-component 2.2: Distribution of textbooks, guides, teaching-learning materials, and storage units (US $ 8.5 million)

43. This component will finance the editing, publishing, printing, distribution of textbooks and teacher guides, and development, purchase and storage of teaching aid materials. Approximately 1.5 million enrolled students, as well as 27,000 teachers will be benefited under this subcomponent across grades one to four. The BEPEF, under the aegis of the DGBP, is responsible for steering this activity with some technical input from BISEM on the purchase of storage units.

Activity 1: Printing and distribution of reading and teaching materials

44. *Textbooks and teacher guides:* The BEPEF will develop three textbooks and three teacher guides in grade 1, and four textbooks and three teacher guides in grades 2-4. The number of textbooks and teacher guides per year is estimated in the table below. It includes a 15 percent reserve to cover students in private schools[45] and some stock for replacement and to cover additional students. Student textbooks

[45] About 4% of students in primary are enrolled in private school (2015-2016)

for grades 1-4 will be supplied in the ratio of 1:1, and are expected to be re-used for 4 years; hence, one set of textbooks for each student over the course of the project.

45. *Adapted teaching aids for 100-day reading enhancement program in grade one:* With the technical support of experts in collaboration with BEPEF teams, workbooks will be developed for students, and corresponding teaching modules developed for teachers. Student workbooks for the grade 1 Accelerated Reading Program will be required each year for each student in grade 1.

46. *Supplementary readers in Kirundi and French:* These books will be made available to students in grades 1-4. Each class will also receive about 10 sets of graded reading materials. These books will be used as a complement to textbooks in the context of activities carried out at or outside school. A reading time slot will be introduced in the class schedule during which teachers will be able to combine the use of supplementary readers with story-telling programs which will be broadcasted on the National School Radio. Radios will be provided to each school to that effect.

47. *Class kits:* The class kits will provide instructional materials to transform the classroom environment to promote learning, *inter alia*, educational posters, charts and maps, tools for measuring weight, length and capacity, registers to keep track of the material. The project will finance the purchase and distribution of class kits in the classes of the first 2 sub-cycles. Radios will also be purchased for each school. These will be used by teachers during the reading hour, during which radio programs on the Radio Scolaire National will broadcast stories (based on supplementary readers). The purchase and distribution of the class kits and school radio will be done by UNICEF through a direct contract with the Government of Burundi and financed by the Grant, as stipulated in the Financing Agreement.

Table C.3: Estimated requirements for school textbooks and teacher guides, and teaching-learning materials

Statistics	**Grade 1**	**Grade 2**	**Grade 3**	**Grade 4**	**Total**
Number of Students (2015-16)	563,978	420,155	340,286	288,782	1,613,201
Number of Teachers (2015-16)	7,921	6,715	5,906	5,321	25,863
Number of classes	5728	4917	4469	4245	19,359

Required textbooks and teacher guides:					
2019-20	1,946,000	--	--	--	1,946,000
2020-21		1,933,000	--	--	1,933,000
2021-22			1,566,000	--	1,566,000
2022-23				1,329,000	1,329,000
Total number of textbooks :	1,946,000	1,933,000	1,566,000	1,329,000	6,774,000
Total number of teacher guides :	23,800	20,200	17,800	16,000	77,600
Total	1,970,000	1,954,000	1,584,000	1,345,000	6,852,000

Required teaching-learning materials	**Grade 1**				
Number of workbooks for Accelerated Reading Program	Pilot Year 1 600,000 every subsequent year				2,400,000 approx.

	Grade 1	Grade 2	Grade 3	Grade 4	Total
Number of sets of supplementary reading materials per class	1 set of 4 titles 10 sets of 14 titles	1 set of 2 titles 10 sets of 28 tiles	10 sets of 30 titles	10 sets of 30 titles	4.8million approx
Number of classroom kits	6000	5000	5000	5000	20000

School level tools	
Number of guides for principals	3500
Radio	4000

Note: Estimates based on EMIS- number of students and teachers + 15% for private schools, replacement and increase.

Activity 2: Storage and management of tools and teaching materials

48. The sub-component will finance the purchase of equipment for the storage and management of teaching materials. The BEPEF, in collaboration with the BISEM and the DGFP, will be responsible for this activity, and approximately 4000 schools will benefit. It will be necessary to provide each class with storage units (locked cupboards and open shelves) for the preservation of pedagogical materials such as textbooks, guides, class kits, reading books, etc. In terms of management, teachers will be equipped with tools to keep track of the stock and the management of the pedagogical materials they will be provided with, particularly by the Project. A module on maintenance of materials will be included in the teacher guide as well as in the guide for School Management Committees (see component 3.1).

49. The School Management Committee will be responsible for the local procurement of storage units and shelves. A transfer of about US$120 will be sent to each school for the purchase of this equipment. A ministerial order will accompany the transfer to provide clear guidance on the technical specifications of the storage units, provided by the BISEM, and the local procurement process to follow.

Sub-component 2.3: Training and continuous support for teachers to improve instructional practice in classrooms (US $ 9.0 million)

50. This sub-component focuses on bringing about changes in teaching in the classroom by deepening teachers' understanding of the learning standards, competencies expected of students and enabling them to use the teacher guides, textbooks, graded supplementary materials, classroom kits, formative assessment tools in their teaching. This will be done both through initial training of teachers and continuous support provided by principals in schools, and regional and communal trainers (pedagogical advisers and inspectors) in school networks. These in turn will need to be regularly supported by national trainers. The sub-component will finance the BEPEF to design the training and continuous support activities, with the help of technical experts. It will also finance the implementation of the initial training and continuous support to about 27,000 teachers in grades 1-4, about 3,500 principals and an estimated 240 pedagogical advisers and inspectors, including travel costs, payments to trainers, development of simple training materials and low-cost technology.

Activity 1: Initial training of teachers

51. *Training content:* Teachers will be trained on the following areas: new curriculum and pedagogical approaches[46], learning standards and competencies, the new textbooks, classroom management methods for teaching reading and numeracy, use of formative and end of trimester diagnostic assessments, integration of the accelerated approach to learning to read, integration of remedial strategies, the use of supplementary readers, and the management of class kits. Content and pedagogical training will be aligned with teachers' competency framework and will equip teachers to be able to: (a) plan learning, (b) lesson plans, (c) implement a learning session, (d) evaluate learning and, (e) identify weaknesses and conduct remediation activities. A focus will be on teaching how to read. The training will incorporate instructions on using teacher's guide and additional readers, and radio programs in the classroom.

52. *Trainers and Training schedule: Training of trainers:* The team of 40 BEPEF technicians, supported by the technical experts, will mobilize four regional centers (Ngozi, Bururi, Gitega and Bubanza) to train trainers in about 14 days. The teams of trainers will be composed of pedagogical advisors, inspectors, and experienced teachers. With an average of 6 trainers per commune, and around 60-90 teachers per commune, there will be around 2-3 classes of 30 teachers, hence 2-3 trainers per class. *Training of teachers:* Teachers will be trained at the commune level (119 communes across the country) over approximately 14 days. Each day of training will include a practice/application session. Teachers are expected to undergo pre- and post-assessment of academic and pedagogical skills. A certificate of completion will be awarded to teachers having successfully completed the training. Theoretical evaluation will be followed by a class observation by the school director. The approximate training schedule is given below:

Table C.4.: Teacher training schedule and targets

Training Schedule	Grade	Number of Teachers
July-August 2019	1	8000
July-August 2020	2	7000
July-August 2021	3	6000
July-August 2022	4	5500
TOTAL		27000

53. *Training materials:* It will include printed materials and notebooks. Training materials will be prepared in advance and available at the beginning of the training to maximize efficiency. The BEPEF, together with the DRH, will finalize the list of Grade 1 teachers receive training by December 2018.

54. *Evaluation:* Each day of training will include a practice/ application session activity. Teachers are expected to undergo pre- and post-assessment of academic and pedagogical skills. Theoretical evaluation will be followed by a class observation by the school director. Trainers will also be evaluated by the teachers at the end of the training and feedback will be used to identify star trainers. They may be called on to provide further support after the initial training.

[46] Including notions of inclusion of all children, handicapped, Batwa among others.

Activity 2: Training of school principals and other pedagogic leaders

55. The training of the 3,500 school principals will be held in parallel but over 7 days. It is proposed that school principals receive 4 days of pedagogical training and 3 days of administrative management training. Teacher training will be held with teachers to strengthen collaboration between the two groups. On the administrative side, the school principals will be trained on how to improve school performance through greater leadership initiatives, transparency, and better organizational practices. Additionally, school principals will be trained on methods of community engagement, and on improving learning conditions, such as reasonable class size, adequate school time, a safe and healthy environment, and monitoring of key indicators for rapid and effective decision-making. On the pedagogical side, school principals will be trained on how to conduct classroom observations, and provide support to teachers on a regular basis. The training modules will be based on the school director guide which will be produced under component 3.1.

56. Training schedule for 3500 school principals will follow the sequence of grade-wise teacher training. Hence, all school principals will be trained annually for four years.

Table C.5: Training schedule for school principals

Training Schedule	*Purpose of training*	*Number of School principals*
August 2019	Administrative and pedagogical training, focus on grade 1	All 3500
August 2020	Administrative and pedagogical training, focus on grade 2	All 3500
August 2021	Administrative and pedagogical training, focus on grade 3	All 3500
August 2022	Administrative and pedagogical training, focus on grade 4	All 3500

57. About 240 pedagogical advisers, inspectors and experienced teachers – who provide continuous support to teachers - will continue to be supported by the BEPEF team through regular meetings.

Activity 3: Ongoing, regular and structured support for teachers

58. Teachers will be provided with regular, structured support beyond the intensive training sessions to reinforce instructional practice and make use of end of trimester assessments to carry out remedial activities and improve student learning. This will take place through three sets of activities:

(i) Classroom observation by the school principal using a simple checklist to guide and provide feedback to teachers. Each teacher's class would be visited at least twice a month by the principal.

(ii) Cluster school meetings. Cluster school systems have already been set up for grades 7-9, regrouping about 5 schools in each cluster. A similar setup will be established for teachers in grades 1-6. Cluster schools will hold at least 3 meetings each school year, once after each end of trimester. The cluster school meetings will be focused on discussing end of trimester results and will focus on developing remedial education activities, exchanging on best pedagogical approaches and reinforce content knowledge. Inspectors and pedagogical advisers will organize the content of the meetings to ensure there is a focus on improving student learning,

ideally using the end of trimester test results and formative assessment data. These meetings will serve as a platform to share knowledge and empower teachers to improve their instructional practice in the classroom. This sub-component will finance provision of supplies (for example notebooks, pens) to facilitate these meetings.

(iii) Visits by the school inspectors to schools— Data from a sample of 200 schools that will be collected electronically on tablets by inspectors. These will be analyzed and used in the preparation of the cluster school meetings (see component 4.1).

59. The BEPEF will work closely with the BEPEPF (post basic education pedagogical unit), as well as post-secondary institutions, such as the ENS and IPA, to ensure training modules and content developed will be integrated into the pre-service training program to ensure alignment of teaching content and practices. This sub-component will finance consultative workshops and dissemination events to that effect.

Component 3: Align school level activities to improve student performance in early grades (SDR 4.5 million, US$6.5 million equivalent)

60. The component will support improved school management practices which help provide conducive learning environments for pupils to thrive. It will do so by: (i) strengthening School Management Committees (CGEs) in the management of the school and empower them to participate in creating safe and interactive school environments, mobilizing parents and also in participating in the maintenance of school infrastructure, and close monitoring of school activities; (ii) it will strengthen the capacity of principals to, manage the school, and in particular the organization of the early grades to keep class sizes manageable, and collect and utilize simple indicators on student progression and learning. It will also provide grants to schools for regular maintenance and repairs of early grade classrooms to improve the physical learning environment.

Sub-component 3.1: Strengthening school management committees and capacity of school principals (US$1 million)

61. The education system in Burundi is highly administratively decentralized, with several key actors at the provincial, commune and school level. The Direction communale de l'enseignement (DCE) is the commune level arm of the central ministry, tasked with providing administrative support to the school principals. There are 119 DCEs in Burundi. The Direction provinciale de l'enseignement (DPE) is the provincial level arm of the central ministry, tasked with ensuring provision of quality of education, and implementation of the national education policy. The Inspection provinciale de l'enseignement (IPE) is a provincial level entity which also has representatives at the commune, tasked with the pedagogical, administrative and financial inspection of schools in the province. The Comité de Gestion de l'école (CGE) is the school based management committee which is composed of 12 representatives including 2 school administrators, 4 parents, 2 teaching staff, 1 teacher union representative, 2 students, and 1 representative of the faith based community for the faith based schools. The CGE is tasked with pedagogical, administrative and financial responsibilities for the well-function of the school.

62. The ministry of education's decentralized services and school leadership are currently not able to perform their mandated activities of providing pedagogical support to the teachers and school principals which is essential to create an efficient and effective school environment which fosters learning and student progression. This is often due to lack of adequate resources and often due to lack of access to support tools. Adopting a holistic approach to the project design includes strengthening the capacity of decentralized entities to effect change in the education system in Burundi.

63. The project objectives of improving student learning and progression in early grades are only possible if the right conditions and support system exist at the school-level. To that end, this subcomponent will finance: (i) development, printing and distribution of a guide for improved school management and parental outreach; (ii) training of the members of the 4000 School Management Committees; (iii) guidelines for school principals for the opening of the school year, organizing of classes (organizing teaching in groups of 50 or below) and learning time (for instance special reading hours) as well as simple formats for monitoring teacher and student attendance, and student trimester results, to be used by the school principal for discussions with teachers.

Activity 1: Development and distribution of the guide for CGE and school principal

64. The CGE school management guide will be developed by the MEESRS technical team led by the DGEFPF and composed of representatives from BEPEF, BISEM, Ministry of Health. The core team will be supported by a local consultant for the illustrations and translation into Kirundi.The following themes have been proposed: (i) administrative, financial and equipment management of the school; (ii) acquisition and maintenance of infrastructure and security at school; (iii) health and sanitation at school; (iv) access, progression and completion of schooling.

65. The school principal's guide will be developed by a technical team led by the DGEFPF, and composed of representatives from BEPEF, and IGEFPF. This guide will bring together the three areas of school management: pedagogical, administrative and financial management. For each area, the guide will present: i) the regulatory framework ii) the objectives to be achieved iii) the processes to be developed iv) the tools to be implemented. The tools will include easy-to-use school report cards, designed in such a way that they also feed into the reporting requirements for the national EMIS, that will allow transparent management and accountability to the educational community. The school report card will report on indicators such as school attendance rates, late arrivals, repetition rates, progression rates, and also use of financial transfers and funds received. The directors will be trained in the management of the school, based on the guide. The guide will be produced and made available to each school for easy reference.

Activity 2: Capacity building of the School Based Management Committee

66. Capacity building workshops for the CGE. The School Based Management Committee (CGEs) have a vital role to play in enhancing the learning environment in schools, from greater involvement in community reach out activities, developing the parental involvement in reading programs in the school and in the community, as well as ensuring community funds towards maintenance and small classroom improvements are effective and efficient. Under this sub-component, CGEs will benefit from training on key areas identified earlier.

67. Training of the members of the 4,000 School Management Committees members based on the revised module. The core technical team, under the DGEFPF, which will develop the guide, will be responsible for training trainers at the commune level. The trainers are composed of DCE staff and community-based health technicians. They will train six (out of 12) members of the CGE at the commune level over a period of five days.

Sub-component 3.2: Improving the learning environment in cycle I classrooms (US$5.5 million)

68. In order to improve learning outcomes, pupils need adequate access to learning materials in environments which are cognitively stimulating. However, minimal learning conditions in the classroom -- that are essential for teachers to utilize teaching/learning tools efficiently, are missing in a large proportion of schools. It is estimated that 80 percent of Burundi's current stock of classrooms at the basic (Fondamental) level (28,400 out of 35,500 public classrooms) have been built by communities themselves, without support, and this trend is increasing. These classrooms have not been built to technical standards, although the quality widely varies, as some classrooms are built with solid walls in burnt-bricks, and some are made of raw clay that have little resistance to heavy rains. All foundations are sub-standard and need protection against rain-running-water infiltrations. According to the 2018 Diagnostic of school infrastructure (DNIES) conducted by the MEESRS with UNICEF support (DNIES)[47], 46 percent of schools lack concrete floors in all their classrooms, and this is the case of 9 schools out of 10 in some local governments. In 62 percent of the local governments, many classrooms have no window, and in some of them, a majority of schools have all their classrooms without window, preventing children and teachers to continue classes when it rains. The lack of inner plastering prevents the walls to be used to put up learning materials or children's work; and there is often no furniture. All the above is the result of communities' resources exhaustion, when they take the initiative to build classrooms. As most children learn in such poor environments, the project intends to focus on a few small and key actions to improve their learning environment, with a view to directly contribute to improve student's learning, particularly in early grades.

69. School maintenance activities and related financial management are the responsibility of the SMCs. The school's budgets are established on the basis of 500 BIF per pupil per semester. Although maintenance costs are eligible, due to the budget's nominal amount, which has not changed in 10 years, and the lack of specific guidelines for maintenance, and the competing school priorities for use of funds, maintenance of infrastructure and equipment does not materialize. This leads to a deterioration of facilities with a negative impact on the safety and durability of pedagogical equipment, which in turn affects the quality of teaching. The creation of a School Maintenance strategy was part of the MEESRS's 2014 Roadmap for the Common Fund for Education (FCE) but has not yet been realized. In 2016, the MEESRS included the formulation of a school maintenance strategy into its project to conceptualize a School Construction and Maintenance Strategy with UNICEF support.

70. This sub-component contributes to the objective of improving early grade progression and learning by improving the classroom learning environment. Basically, it will provide additional support to communities to: (a) improve the learning environment in community-built classrooms and which have urgent needs, both to improve their durability, and provide the necessary physical improvements to make

[47] Diagnostic des Infrastructures et Équipements Scolaires du Burundi - Draft Document Provisoire du DNIES du Burundi. Ministère de l'Éducation, de l'Enseignement Supérieur et de la Recherche Scientifique, UNICEF, 29 janvier 2018.

them more conducive to learning; (b) better maintain the schools through the introduction of a maintenance policy including a maintenance grant channeled to schools every year; and (c) improve their knowledge and capacity to build better school facilities when they take this initiative and use their own funds. The sub-component envisages three activities:

71. **Activity 1: *Improving community-built classrooms and creation of an inner-classroom environment that is conducive to learning***. Classroom-blocks that are most exposed to rain-running water will have their foundations protected by a peripheral drainage collector to increase durability. Floors, doors and windows and good quality blackboard would be provided when needed. Classrooms will be wall-plastered/painted, and equipped with furniture when needed. The typology of works is limited to the six types of small improvement urgent works (IUW) listed below that can be done individually or together. However, field visits have shown that a typical community-built classroom lacks most of the items of the list. During project preparation, the BISEM has started preparing Technical Notes including standard drawings and Bills of Quantities (BoQs) and technical advices, in Kirundi and French and with illustrations, for each type of the standard works in the list. The objective is to improve about 1,200 classrooms of grades 1 and 2, in most need, in about 600 schools, targeted by the DCE, in about 55 local governments. The total grant amount will amount to US$2 million for this activity.

Table 1: The typical menu of works needed to improve classrooms, include the following:

i. Installation of a rain-water drainage collector to mitigate risk of foundation settlement;
ii. Installation of a cleanable concrete floor to support school furniture;
iii. Installation of doors and glass windows to prevent rain water from entering the classroom;
iv. Plastering/painting inner-wall to allow the display of educational posters and pupils' works (talking classroom);
v. Provision of a built quality blackboard, according to standard technical specifications; and
vi. Provision of school furniture according to MEESRS's standard.

72. In addition, a supplemental training will be delivered by BISEM to the 600 targeted school based management committees in order to ensure successful participation in Activity 1.

73. **Activity 2: *Supporting the development and implementation of a national School Maintenance Strategy for school infrastructure***. This activity is in line with: a) the 2014 MEESRS's unfinished Roadmap for the Fond Commun de l'Education (FCE), and its 2016 plan to develop a School Construction and Maintenance strategy. With the Early Grade Learning Project (EGLP) funding, the MEESRS intends to implement a maintenance grant policy to all public basic schools (total 3,983 schools in 2018) with regular transfers every year. The project would contribute to a proposed unit-amount of approximately US$17 per classroom per year (equivalent to 30,000 BIF). As the average public basic school has 8.8 classrooms, the EGLP-financed yearly contribution to the maintenance grant will amount to about US$150 per year and school. This support would start in school year 2018-19 and continue during the project's life (5 years). The maintenance grant provided through the Project will supplement the annual subvention transferred to all schools by the Government. The maintenance grant would be provided together with a pre-determined list of authorized works/purchases. It would be accompanied by a simple guide, in Kirundi and illustrated, describing the procedures for the acquisition of materials, tools and services and the accounting reporting. The School Based Management Committee (CGE) would be tasked with the

management of the maintenance grant. An annual audit of use of funds will be carried out. The total financing will amount to US$3 million for this activity.

74. **Activity 3:** ***Support to the adaptation and dissemination of a Construction Manual and the development and dissemination of a Maintenance Manual*** (*Manuel pour la Construction et maintenance d'Ecoles au Burundi* (MCEB)) to guide communities in the construction and maintenance of schools according to technical standards. This activity is part of the on-going development of a School Construction Strategy by the MEESRS. The technical manual will be based on the MEESRS's standard drawings already developed, and will be illustrated and written in Kirundi, with a view to be used by low literate communities and workers. The objective is primarily to guide communities when they build their schools by themselves, and to ensure the result worth their effort. As communities typically build by phases, the Manual will be segmented accordingly. Secondly, it is intended to serve as a technical guide by workers and contractors and site-supervisors in any new school construction project regardless the origin of funds. To facilitate its use by other Donor's financed projects, the BISEM will develop this Manual in coordination with all donors/institutions involved in school infrastructure. This Activity includes the development of a strategy for dissemination and further use by stakeholders.

75. **Unit costs:**

- ***Activity 1***. The typology of the most current Improvement Urgent Works (IUW) needed to complete an average community-built classroom is listed in the above-table 1. Eligible works to be financed by the project are limited to the 6 items on this list. This approach allows for a pre-defined and standard cost-estimation of each type of works. Although it is considered that not all targeted classrooms would need the full menu of works, it is forecast, however, that most of them may need it. The full package is estimated at US$1,744. A detailed estimation of the unit cost of each item has been developed by BISEM with WB support during the project's pre-appraisal mission (Table C.6). These estimations are based on the most current dimensions of community-built classrooms (floor and windows) and on the model of furniture taught in the local government's woodwork school (College d'Enseignement des métiers). Detailed analysis of the quantities of materials and labor and collection of local prices for both has been developed by BISEM. Based on these estimations, approximately about 1,200 community-built classrooms in 55 LGs would be completed/improved and furnished. As the 1,200 classrooms will be in 600 blocks of 2 classrooms, and as each school will receive support for the equivalent of only one 2-classroom block, this means that the project will support 600 schools in 55 LGs, i.e. 11 schools per targeted LG.

Table C.6. Estimated unit-costs of IUW works in a typical unfinished community-built classroom

1. Running-rain-water drainage collector (one side of the clsrm)	US$/clsrm	192
2. Construction of a cleanable concrete floor	US$/clsrm	653
3. Installation of door and glass-equipped windows	US$/clsrm	300
4. Plastering/painting one inner-wall	US$/clsrm	50
5. Provision of one quality blackboard	US$	89
6. Provision of school furniture according to MEESRS's standard	US$	450
Total package	US$	1,744

76. The grant to be transferred to the 600 participating SMC will cover 3 types of expenditure: (i) the works listed in above-table C.6 for 2 classrooms per school; (ii) technical-control by a local technician competitively hired by the SMC estimated to cost 5 percent of the investment cost; and (iii) operation

costs for the SMC (travel to the Bank, document-reproduction, village-meeting costs, etc. estimated to a maximum of 2% of the investment.).

Table C.7. Estimated unit-amount of the grant to SMC to finance the implementation of the IUW

1. Estimated cost of the IUW (twice the total amount of Table C.6)	US$	3,488
2. Technical control of the works (5% of the cost of the works)	US$	174
3. Operation cost of the SMC (2% of the cost of the works)	US$	70
Unit amount of the grant for IUW per participating SMC	US$	3,732

77. Based on these estimations for the unit-amount of the individual grant to SMCs participating to Activity 1, the total amount of the grants to be transferred to the 600 SMCs is estimated to about US$2.24 million. In addition to the cost shown above, a supplemental training (over and above the training planned under component 3.1.) will be delivered by BISEM to the 600 targeted school based management committees in order to ensure successful participation in Activity 1. The total amount for Activity 1 is estimated at US$2.4 million.

- ***Activity 2***. The typology of goods and works that would be eligible for financing under the maintenance grant are strictly limited to maintenance activities. A positive list will be included in the Project Implementation Manual. It includes inter alia; purchase of broom and bucket, replacement of door padlock or lock, replacement of broken window-glass, repair of door, window and furniture, repair of wall-plastering cracks, and yearly mandatory wall liming of plastered walls in early-grade classrooms. The complete list will be developed by BISEM and included in the Maintenance manual before disbursement of the first tranche of the grant. The average yearly amount of over US$150 per school (150 from EGLP and from domestic budget) would not be used for large rehabilitation works that are not eligible expenditures.

78. ***Distribution of costs between activities***. The approximate distribution of costs between the 3 activities to be financed under sub component 3.2 is displayed in Table C.7 below.

Table C.7. Estimated distribution of funds across interventions

Activity	Quantity	Unit cost	Total cost
Activity 1	1,200 classrooms	US$ 1,744	US$ 2,400,000
Activity 2	35,500 classrooms x 5yrs	US$ 17	US$ 3,000,000
Activity 3	Document 1	Lump sum	US$ 100,000
Total for sub-component 3.2.			US$ 5,500,000

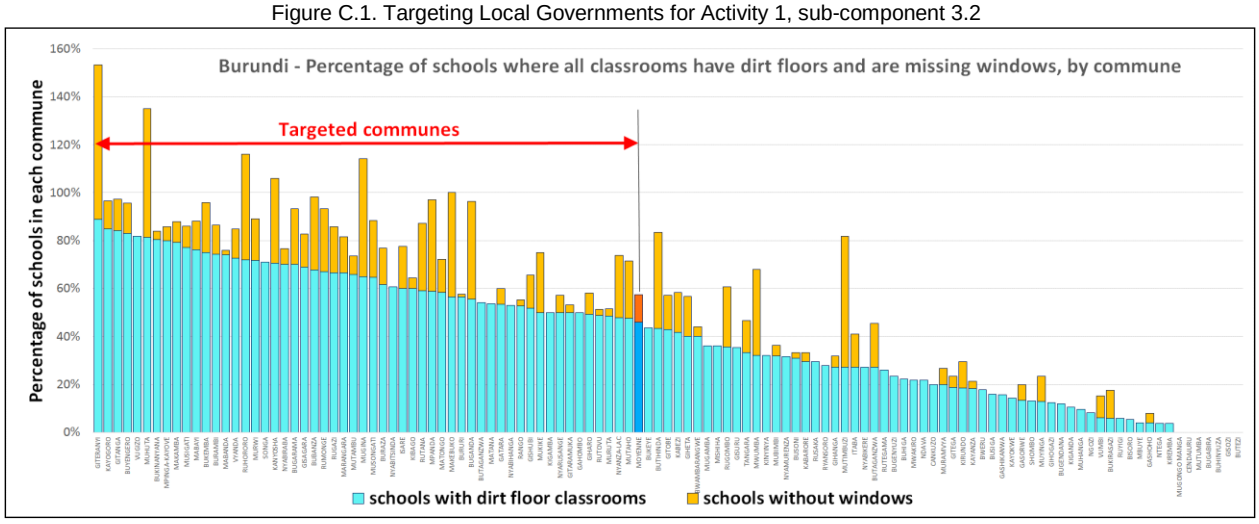
79. **Estimation of beneficiaries:** The completion/improvement of a total of 1,200 community-built classrooms (Activity 1) will hence directly improve the learning conditions of about 87,600 early-grade students (assuming average of 73 pupils per classroom in early grades). The maintenance grant (Activity 2) is expected to cover the 35,500 classrooms and the 2.2 million children enrolled in basic education. The capacity-enhancement associated to the activities will concern 600 CGE for Activity 1 and nearly 4,000 CGE for Activity 2.

80. **Targeting local governments (Communes) and schools for Activity 1**. The targeting process combines 2 successive steps: (a) a top-down targeting of a limited number of Communes by the central

Ministry named "macro-planning"; and (b) a bottom-up/demand-driven targeting of schools by the targeted Communes, named "micro-planning" Both steps will be carried out on the basis of the following criteria:

a. ***Macro-planning: Top-down targeting of Local Governments (Communes) by MEESRS.*** Given the limitation of resources for this activity, the MEESRS has decided to concentrate the effort on about half of the Communes (55 out of 129). The methodology to select the most-in-need communes, uses two criteria of the above-mentioned DNIES, namely the proportion of schools with (a) all classroom-floors in earth, and (b) all classrooms without doors/windows, as illustrated in the below Fig 1. Based on this targeting, the project will upgrade a 2-classroom block in 600 schools in the 55 targeted LGs (total 1,200 classrooms), i.e. in other words, an average of 11 schools per LG corresponding to about one-third (32%) of their rural schools. The 600 schools will be distributed across the 55 LGs proportionally to the same criteria. This means that some LGs will receive more and some less according to this prorated calculation. The BISEM will be responsible for completing the macro-planning with the determination of the quotas so allocated to the targeted LGs.

Figure C.1. Targeting Local Governments for Activity 1, sub-component 3.2



b. ***Micro-planning: Bottom-up, demand-driven selection of eligible communities by targeted LGs***. LGs/DCEs will target schools in a transparent manner to mitigate risks and frustrations. They will inform all schools in their territory of the project and its rules. Communities, represented by their school committees (Comité de Gestion de l'Ecole -CGE) will submit their request to the concerned LG on the basis of a standard request form easily accessible. LGs/DCEs will appraise the eligibility of the submissions and approve a priority list, on the basis of eligibility/priority criteria provided by the Ministry. Final approval will require prior LGs'/DCE's visits of the schools, and no objection by the Ministry (BISEM). Criteria will include inter alia: (i) school to be rural, (ii) school to include at least one community-built unfinished 2-classroom block with solid walls in fired bricks and good roofing, but lacking one, several or all of the items listed in Table 1. Other eligibility/priority criteria will be developed by BISEM and included in the Implementation Manual.

81. **Implementation arrangements:** Implementation of the present ELGP sub-component to improve the school environment will the responsibility of the BISEM directorate, in coordination with the planning

directorate. The BISEM will have the responsibility to plan, coordinate, supervise, monitor and evaluate all activates related to the 3.2 sub-component, The BISEM has extensive experience in past school construction projects under FCE. During project preparation, the BISEM has demonstrated a high degree of ownership and capacity to prepare this sub-component 3.2. During implementation, the BISEM will be supported by the new project's PFU that will be responsible for fiduciary activities (flow of funds).

- ***Activity 1***: Implementation of the classroom *Improvement Grants* will conform to the following scheme: (a) central financing of a school improvement grant by the MEESRS to selected communities; (b) micro-planning and management of the local school improvement program by LGs/DCEs; and (c) implementation of the works to complete/improve schools, by the concerned local communities represented by their CGE (*Comité de Gestion de l'Ecole*) by delegation from their communes; (d) close supervision by the LGs/DCEs, and (e) overall coordination, supervision, monitoring and evaluation by the central ministry through BISEM. Two sets of contractual agreements will formalize these arrangements:

(i) Between the Ministry and each of the targeted Local Governments: The *Convention de Financement communal pour l'Ecole* (CFCE). The CFCEs should be signed at the end of the "macro-planning" phase. They would embed the MEESRS's agreement to finance grants to a certain number of schools within each LG, according to the result of the "macro-planning" phase.

(ii) Between each Local Government/DCE (Commune/Direction Communale de l'Education) targeted by the MEESRS, and the School Management Committee (*Comité de Gestion de l'Ecole - CGE*) of each school targeted by the LG: *Convention de Subvention pour Amélioration de l'ecole* (CSAE). The CSAE will embed the delegation of the grant and implementation responsibilities of the LG/DCE to the concerned CGE, the flow of funds, and details the commitments and responsibilities of the CGE including procurement and financial management.

- ***Activity 2***: The Implementation of the *Maintenance Grants* will conform to the following scheme: (a) central financing of a school maintenance grant by the central MEESRS to all basic schools across the country; (b) implementation of the maintenance activities by the school communities represented by the CGE; (c) monitoring of the maintenance activities by the LG/DCE; and (d) overall supervision, monitoring and evaluation by BISEM.

82. **Flow of funds**. Funds of sub-component 3.2 would be channeled to CGE according to the following schemes:

- ***Activity 1***: The classroom Improvement Grant would be transferred to targeted CGEs by the PFU upon request by the LGs/DCEs, on the basis of the signed CSAEs. The beneficiary CGEs will open and maintain a dedicated bank account in a commercial bank or a Micro-Finance Institution (MFI) to receive and manage the Improvement Grant. The financial amount to be allocated to each targeted LG will be determined after the end of the "macro-planning" stage. Although it will differ across LGs according to the number of schools allocated to them at this stage (see above, on average the allocation by LG will be equivalent to US$36,363 ($2 million divided by 55 targeted LGs). In turn each LG will allocate a standard grant of US$3,732 to each of the schools targeted by them at the "micro-planning" stage. This standard grant is equal to twice the unit cost of US$1,744 estimated to fix the 6 missing elements in one classroom as estimated in above-Table 2. CGEs will report on their financial activities through simplified reports

including photographs of the works executed with the grants. The financial execution by CGEs of granted improvement funds will be monitored by LGs/DCEs and by BISEM with support by the PFU.

- ***Activity 2***: The Maintenance Grant would be transferred to all CGEs across country through the existing financial mechanism of "Compensation Fund" (Fonds de Compensation des Frais de Scolarité) by which all schools receive annually funds on a quarterly basis. The Maintenance Grant will be added to the Compensation Fund and transferred through the first and third annual installments. The execution by CGEs of granted management funds will be monitored by DCEs and by BISEM with support by the PFU.

83. **Procurement of works, goods and services by communities**. For both Activities, communities, represented by CGEs will be responsible for all procurement.

- ***Activity 1***. For classroom improvement, CGEs will procure separately materials and labor through Local Shopping, i.e. at least 3 quotations requested and obtained in writing from local suppliers and technicians. In addition, CGEs will competitively procure the service of a qualified technician to provide technical support for the organization of the works, and the quality-control of materials and works. Simplified standard procurement documents will be prepared by BISEM. During project preparation, BISEM has already prepared Technical Notes - illustrated and with essentials in Kirundi -- to be used during the procurement procedure. Contracts will be awarded to the lowest responsible bidder, provided it has the capacity to perform the contract. Procurement documentation will be kept in files by the CGE. The PFU will be responsible for periodical post-reviews of community-based procurement.

- ***Activity 2***. For Maintenance works, CGEs will procure goods and labor through Local Shopping. The threshold under which direct contracting would be acceptable when good or labor to be purchased will be determined in the Project Implementation Manual, as prepared by the BISEM.

84. **Phasing of the program:** Implementation of sub-component 3.2 will be sequenced as follows:

- ***Activity 1***. Sub-projects related to activity 1 will be implemented in two phases to follow a learning-curve. The first phase would include not more than 25 percent of the total program (150 sub-projects) and will serve to fine-tune the implementation modalities for the second (expansion) phase (450 sub-projects). However, it is planned that all procurement (both phases) should be completed by CGEs before mid-term review, and most improvement works would be executed before the end of the 3rd year of the project.

- ***Activity 2***. The maintenance grant will begin early in 2018/2019 school year.

- ***Activity 3***. The School construction and maintenance manual will be completed by project's Mid-term review. Dissemination to LGs and other partners involved in construction will be implemented during the second-term of the project.

85. **Supervision of Activities**. Supervision would be performed by LG/DCEs, and BISEM with support from PFU. It is estimated that supervision would entail field missions of about one week per month led by the BISEM's supervision team. The quarterly supervision report by BISEM will include ex-ante and ex-post photographs of all subprojects financed under Activity 1 and of specific maintenance actions financed under Activity 2.

86. **Output and Outcome indicators for the sub-component**

- Output indicator for Activity 1: number of classrooms improved each year (100% at the end of

year 3).

- Outcome indicator for Activity 1: improvement in reading performances of pupils in improved classrooms compared to others at project's end.
- Output indicator for Activity 2: maintenance grants: percentage of schools having received the maintenance grant

87. **Monitoring the Activities**. The school improvement program (Activity 1) will be closely monitored by the BISEM through timely tracking of all key data to be inputted into the Monitoring System, and related to: (i) Agreements passed between MEESRS and LGs/DCEs (the CFCE), and between LGs/DCEs and CGEs (the CSAE); (ii) procurement and contracts passed by CGEs; and (iii) contract payments by CGEs.

88. **Evaluation of the sub-component**.

- ***Activity 1***. The school improvement program will be evaluated through 5 types of evaluation activities: (i) the yearly financial audit would provide information on the quality and relevance of the financial transactions under the responsibility of the CGEs; (ii) procurement post-reviews (every semester); (iii) a yearly technical audit that will provide a technical evaluation of the works and cost-effectiveness analysis, and would also include environmental evaluation; and (iv) beneficiaries' satisfaction assessments at program's completion to assess the degree of effectiveness of the communities' and LGs' involvement and satisfaction; and (v) an impact evaluation.

- ***Activity 2***. The maintenance grant will be evaluated through: (i) the yearly financial audit that would provide information on the relevance of the financial transactions under the responsibility of the CGEs; and (ii) a yearly assessment of the maintenance activities by an independent evaluator.

89. **Implementation Manual**. A specific volume of the Implementation Manual will be developed by the MEESRS/BISEM for this sub-component, detailing the roles and responsibilities of all involved actors during the planning and implementation processes, together with a Tool-Box containing all the standard documents to be used by the actors for planning, contractual arrangements, procurement and financial management, and environmental safeguards.

Component 4: Align systems to improve student progression and learning in early grades (SDR 3.4 million, US$5 million equivalent)

90. This component will finance the (i) strengthening of capacity at the decentralized and centralized levels to focus on learning, use data to improve student outcomes and develop strategies in key areas for the next few years; and (ii) finance project management, coordination and monitoring and evaluation.

Sub-component 4.1: Strengthen capacity at central and decentralized levels (US$3 million)

91. Essential to successful implementation of the above activities (Components 1 to 3) and to sustainable growth and development of education in the country is to ensure that policy, strategic, and operational decisions are underpinned by comprehensive, accurate, and up-to-date information on education in the country. In order to strengthen the ministry's capacity to assess its sector's performance and undertake policy, strategic and operational decisions based on empirical evidence, several activities have been identified.

92. The sub-component is expected to finance the following:

(i) **Assessing learning outcomes:** The project will finance three national learning assessments for grades 2 and 4 during the project, with a baseline in 2019, midline in 2021 and an endline in 2023). The national assessment will test reading (Kirundi) and mathematics in grades 2 and 4, and French in grade 4. This will assess: (i) degree to which pupils meet the standards and learning competence levels based on the curriculum[48]; and (ii) performance on internationally used indicators such as reading fluency (words per minute), as well as reading comprehension and numeracy competences. The latter will be based on a PASEC type definition of competences[49]. A national commission will be set up to carry out this activity, headed by the BESE, with representatives of the BEPEF, economists, psychometricians, among others. The evaluation will be designed by a national technical team, headed by the BESE, which will be supported by technical experts. The BESE's statistical analysis capacities will also be reinforced through training and acquisition of statistical software. See section on Monitoring and Evaluation and Annex on Results Framework for details.

(ii) **Piloting a high frequency survey for a sample of about 200 schools**. Data will be collected monthly by inspectors on a tablet-based application. Data will be stored through a hosted solution and information analysed at the BPSE level. Data will capture pupil and teacher enrollment and attendance, trimester test results, student-textbook ratios, number of cluster school meetings held (captured at the end of the trimester), and number of repeaters (only at the end of the year). Data will be analysed by the BPSE and information sent back through the feedback loop to the decentralized level, including at the school level.

(iii) **Strengthening EMIS for more reliable reporting.** The project will finance the development of a strategy for providing each school with a unique identification code, with a protocol for numbering new schools, and process for geo-tagging of schools. The technical expert will also support the BPSE in the cleaning and updating of the current EMIS database. The project will finance consultants to carry out recovery and back-up of existing data and complete a technical review of the latest version of Stateduc2 (provided by UNESCO) to identify and remove reported bugs.

(iv) **Equipment and ministry infrastructure**: A better monitoring and planning by the communal,

[48] The competence-based curriculum in Burundi will contain an explicit national standard for literacy and numeracy (and by curriculum subject) at the end of each cycle of schooling (e.g., cycle 1- Grade1 and Grade 2 and cycle 2, grade 3 and 4). The standard is the level of knowledge and understanding; and the ability to apply that understanding, that a learner must be able to demonstrate to show they have mastered the curriculum content they have been studying. It is what a student should have learnt at the end of each sub cycle and provides a clear indication to everyone (teachers, parents, students) of what a learner is expected to be able to do if they have successfully learned the curriculum. The standard for a subject is defined by the *key competences* set out clearly in the curriculum.

[49] Sufficiency levels are based on level 4 of PASEC reading and level 3 of PASEC mathematics competency scales for grade 2 and 4. Level 4 reading competence for grade 2 is defined as: Intermediate reader: enhanced reading autonomy is bolstering their understanding of sentences and texts Pupils have acquired written language decoding and listening comprehension competencies that enable them to understand explicit information in words, sentences and short passages. They can combine their decoding skills and their mastery of the oral language to grasp the literal meaning of a short passage.
Level 3 mathematics competence in grade 2 is defined as: Pupils master the oral number sequence (counting up to sixty in two minutes) and are able to compare numbers, complete logical series and perform operations (sums and subtractions) with numbers over fifty. They can solve basic problems with numbers under twenty using reasoning skills.

regional and central education offices. Tablets will be provided to the 119 communal directors, 18 provincial education directors and 18 provincial inspectors to facilitate communication and information exchange. At the central level, the capacity of the key directorates will be reinforced through the purchase of electronic equipment (computers, inverters, printers, table and chairs). At the central level, the internet infrastructure will be updated so as to maximize connectivity capacity which was reinforced through the fiber optic cable to which the ministry is now connected. A powerful generator will also be purchased to provide better and more constant power supply (maintenance and fuel included).

(v) **Capacity building:** The ministry will reinforce its own leadership capabilities through local and international training and study-tours. In particular, building on south-south knowledge exchange, study-tours will be organized in areas where the ministry needs to reinforce its understanding and capacity- for example, to countries which have improved planning capabilities within the ministry. At the local level, leadership training will reinforce the management, planning and organization skills of key directors.

(vi) **Better maintenance of HR records:** metal storage units for safekeeping of teacher records and cataloguing.

(vii) **Organization of reading and mathematics competitions** or other such activities, at the commune level at the primary level.

(viii) **Studies and developments of strategies:** this will fund studies and evaluations to inform future activities (school construction and expansion of school network, teacher deployment, EMIS, HR database).

Sub- Component 4.2: Project management, coordination and monitoring and evaluation (US$2 million).

93. This sub-component will finance the project management activities, including the recruitment of staff outlined in the section on implementation arrangements, consultancy services, financial and technical audits, the acquisition of equipment, seminars and training, as well as operating costs to supervise the project activities

Component 5: Contingent Emergency Response Component (CERC) – (US$0.00)

94. A zero allocation CERC will be included under the proposed project in accordance with Bank Policy: Investment Project Financing, paragraphs 12 and 13 for projects in Situations of Urgent Need of Assistance or Capacity Constraints. This will allow for rapid reallocation of project proceeds in the event of a natural- or man-made disaster or crisis that has caused, or is likely to imminently cause, a major adverse economic and/or social impact. A separate Operations Manual will be prepared for the Contingent Emergency Response Component. In case of emergency, this component would be triggered to reallocate funds between components, for example to expand school feeding activities or to reallocate funds to new activities to respond to negative impacts on schooling of a potential crisis.

ANNEX 2: IMPLEMENTATION ARRANGEMENTS

COUNTRY: Burundi
Burundi Early Grade Learning Project

Project Institutional and Implementation Arrangements

1. **National Education Sector Plan**. The current national education sector strategy (PSDEF 2012-2020) is being revised and a new 3-year Transition Education Plan (2018-2020) is currently under way. Donor coordination is ensured through the Local Education Group (LEG), which meets regularly and joint reviews ensure that execution of each donor intervention is consistent with the sector plan objectives. The project is supporting the objectives of Education Sector Plan.

2. **Institutional arrangements**. The overall organization of the project implementation and monitoring comprises a Steering Committee (SC), a Project Technical Management Committee (PTMC) and a Project Facilitation Unit (PFU). The SC and the PTMC will be created by two joint decrees of the ministries in charge of education and finance. The departments of the ministry of education at the central and decentralized levels will be in charge of technical implementation. Interactions and responsibilities will be as follows:

a) **Steering Committee (ST).** This committee will be in charge of strategic coordination and general evaluation of the project. It will be chaired by the minister in charge of education and will include the ministerial departments as well as representatives of other ministries and stakeholders involved in the Project. The Committee will meet at least once a year to review progress and preliminary results. **Roles and responsibilities:** The ST will provide global strategic orientations aimed at accelerating project implementation, ensuring the consistency of project activities with national policies and strategies, as well as with other programs supported by development partners.

b) **Project Technical Management Committee (PTMC).** The PTMC will be the space where principal management decisions are taken, especially those not related to day-to day or logistical matters, which are under the responsibility of the PFU. In particular, the PTMC will be in charge of validating terms of references for technical assistance, consultant reports, contract awards decisions before their submission for Bank clearance, and approval of Annual Work Programs and Budgets. Its role and responsibilities will be further detailed in the Project Implementation Manual (PIM). The PTMC will meet as many times as necessary every month to ensure that implementation remains within agreed timelines. It will be composed of a president, a vice-president and maximum of 6 other members. The president will be the Permanent Secretary of the Ministry in charge of education. In case the president is absent the PTMC meetings will be chaired by the vice-president who will assume the responsibilities and powers of the president. Depending on the agenda the president may ask any relevant resource person to attend the PTMC meetings. The Coordinator of the PFU is the secretary of the PTMC meetings. Within the framework of its mandate the PTMC decisions are ready for implementation by the PFU.

c) **Project Facilitation Unit (PFU**). The PFU will be set-up before project effectiveness. Key positions at PFU are as follows: a coordinator, a financial management specialist, a procurement specialist, an

auditor, and education specialist and a monitoring and evaluation specialist. These key positions may be expanded in agreement with the Bank. **Role and responsibilities:** PFU will be in charge of overall FM, internal audit, disbursement and procurement functions implied by project activities, will support the ministerial departments activities as needed through its education specialist and will support the monitoring and evaluation of the project lead by the Planning department. PFU will also assume the secretariat of the SC and the PTMC, and support MEESRS departments with consolidating of work programs and budgets and oversee the production of progress reports. For monitoring and evaluation, the PFU team will work closely with and support the Department of Planning in the Ministry of education. The PFU will also lead the preparation of a Project Implementation Manual acceptable to the Bank. Prior to Bank's supervision missions, the PFU will prepare consolidated situations of project progress by component, a financial situation by component and by category, and an updated version of the results framework with updated indicators.

3. **Overall organization:** The overall organization has been summarized in the organization chart below.

Figure A2.1: Organizational Chart

Project coordination, management, and implementation

4. **Overall Project Coordination** will be carried out by the Steering Committee under the authority of the minister in charge of education, with all Directors involved in the project, and representation of the Ministry of Finance.

5. **Overall Project Management** will be handled by the PTMC.

6. **Project Implementation**: Implementation will be the responsibility of MEESRS Departments, at the central level with support from the decentralized level. Support to implementation (particularly TA) will be provided by the PFU, as requested during project life by each department. The Coordinator of the PFU will sign the contracts and the commitments in the project. The PFU will support the implementation of the project by the departments of the MEESRS, at the central and decentralized levels.

7. The Manual describes how the project component activities will be implemented and the relations, roles, and responsibilities of each contributing unit or institutions, including the ST, PTMC, MEESRS Departments, PFU and decentralized level. PFU is in charge of updating the Project Operational Manual on a regular basis.

8. **Annual Work Programs (or "Programmes de Travail Annuels", PTA),** with component, sub component and activity line item budgets, will be prepared by the relevant MEESRS departments following a standard format approved at appraisal. PTAs consolidated by PFU will be submitted annually to SC for endorsement before delivering to the Bank for clearance. These approved PTAs will be monitored monthly by the operational departments, with support from PFU.

9. **Progress Reports:** Reports on project progress will be submitted as follows: Using a standard format, PFU will prepare semi-annual reports summarizing progress on project activities, indicators values in the last 6 months. Progress reports will be sent to the PTMC for review and onward transmission to the Bank.

Financial Management

10. A Financial Management (FM) assessment aims at evaluating the adequacy of the project arrangements in accordance with the World Bank's minimum FM requirements. The FM assessment was carried out to determine: (a) whether the implementing entity has adequate financial management arrangements to ensure that project funds will be used for purposes intended, in an efficient and economical way; (b) project financial reports will be prepared in an accurate, reliable and timely manner; and (c) the entity's assets will be safeguarded. The assessment was carried out in accordance with the Bank Directive: Financial Management Manual for World Bank Investment Project Financing Operations issued February 4, 2015 and effective from March 1, 2010; and the Bank Guidance: Financial Management in World Bank Investment Project Financing Operations Issued and Effective February 24, 2015.

11. The project will be implemented by the Permanent Secretariat of the Ministry of Education. It will involve a technical unit, some departments of the Ministry and a Project Facilitation Unit (PFU). The Ministry of Education has limited experience in managing World Bank financed projects. The most recent Education Sector Reconstruction Project was closed in 2012. For that reason, the day-to-day coordination of the project activities will rest with the PFU to be established. In addition, it has been agreed that part of the project activities will be implemented by World Food Program -WFP- (school feeding) and UNICEF (school and class kits) through direct financing. Both WFP and UNICEF are UN agencies operating in Burundi and this project will contribute to scale up their activities in the country.

12. Given the inherent fiduciary risk at country level and the great number of key players involved in the project activities; taking into account that the community driven development approach with transfer and management of significant amounts of funds by the communities for schools maintenance may increase risk exposure from fiduciary perspective, considering the complexity of risk management and control over the payment of per diems to over 30,000 teachers, principals and advisers for 7 to 14 days, considering the lack of experience and the weak financial management and accounting systems within the Ministry of Education to support transparent implementation of the project, the conclusion of the assessment is that the financial management arrangements have an overall risk rating of Substantial toward High, which does not satisfy the Bank's minimum requirements, and therefore is not adequate to provide, with reasonable assurance, accurate and timely information on the status of the project required by IDA**.**

13. Mitigation measures include the establishment of a Project Facilitation Unit within the Ministry supported by:

(i) qualified financial management staff, and an internal auditor;
(ii) the development of a project implementation manual which include financial procedures;
(iii) a computerized accounting an information system; and
(iv) use of mobile money system to transfer funds to teachers, since this has been proven to be the less risky and reliable (Burundi Mobile Money Study P165083, use by Safety nets projects, and World vision, etc.)

Once the mitigations measures are implemented, the financial management arrangements will have an **overall risk rating of Substantial**, which will satisfy the Bank's minimum requirements.

14. ***Planning and Budgeting arrangements***. The Annual Work Plan and Budget (AWPB) along with the disbursement forecast will be prepared by the PFU based on inputs from different departments and other key implementing actors. The consolidated budget, including allocation to WFP and UNICEF will be submitted to the Project Steering Committee for approval and then submitted to the World Bank for no-objection. The budget preparation, execution and monitoring process will be developed in the project implementation manual. The quarterly IFRs will be used to monitor the execution of the AWPB.

15. ***Accounting arrangements*****.** The current accounting standards in use in Burundi for ongoing Bank-financed projects will be applicable. An integrated financial and accounting system will be put in place and used by the fiduciary unit. The Project code and chart of accounts will be developed to meet the specific needs of the project and documented in the Project implementation Manual. The accounting system is expected to include a general ledger, auxiliary ledgers, general balance, cash record, and fixed assets record.

16. ***Internal Control and Internal Auditing arrangements.*** The Project Implementation Manual will provide a clear description of the approval and authorization processes in respect of the rule of segregation of duties. In addition, an internal auditor will be recruited to ensure effectiveness and efficiency of control and risk management over the project's activities. The internal audit will be risk-based and its scope will include activities of the Ministry.

Table A2.1: Risk Assessment and mitigation measures

(Risk ratings: H – High, S - Substantial, M – Moderate, L – Low)

Type of Risk	*Description of risk*	*Risk Rating*	*Risk Mitigating Measures Risk*	*Residual Risk Rating*
Inherent Risk				
Country Level	• Funds may not be used in an efficient and economical way and exclusively for purposes intended for the operation. • Burundi is a high-risk country from the fiduciary perspective. The Public Expenditure Review, PEFA (2008, 2014) as well as the UCS reports outlined critical weaknesses in public financial management	**H**	• The Government is committed to a reform program that includes the strengthening of public financial management. • The project activities will not be mainstreamed into existing government system but will be managed by a PFU. • Part of the project funds will be managed by WFP and UNICEF.	**S**
Entity Level	• MEESRS has limited capacity in managing World Bank–financed projects. Giving fiduciary responsibility to the civil servants may undermine the FM performance of the project • There may be a risk that the relevant financial reports will not be prepared and submitted on time. • Poor accountability of funds. • Risk of fraud and corruption. • Limited knowledge of WB FM guidelines and procedures.	**H**	• Qualified staff recruited within the PFU • A robust accounting system will be developed • Strict internal control measures to be deployed.	**S**
Project Level	• Capacities are likely to be challenged by the number of activities required by a project of this scale • Complexity of the project with many implementers involved, including communities for school constructions	**S**	• Clearly defined activities and funds flow mechanisms, and accountability will be developed in the manual. • A project team to be put in place plus additional support and training if required	**M**
Overall Inherent Risk		**H**		**S**
Control Risks				

Budgeting	• Delayed submission of inputs from various directorates • Delays in the preparation of the budget and approvals. • Poor quality budgets. • Failure to monitor budgets v actual expenditure. • Outdated guidelines.	S	A comprehensive timetable will be agreed upon with all relevant Directorates in a timely manner so that the Annual Work Plan and Budget is prepared and approved on time. Budgeting procedures to be clearly stipulated in the PIM. Timely review/monitoring of project budget performance by PFU/WB during the review of quarterly IFRs.	**M**
Accounting	• Failure to comply with Government accounting and financial regulations and rules. • Failure by the accounting software to provide decision making information. • No use of an accounting software. • Poor policies and procedures, and delays in keeping reliable and auditable accounting records.	**S**	• Close monitoring and supervision by senior officials. • Acquisition and use of an accounting software/ package. • Strict adherence to financial rules, regulations and guidelines. • Continuous capacity building and training of staff working on the project.	**M**
Internal Controls (including internal Audit)	• Weak internal control environment. • Ineffective internal audit function and inability to follow up reported internal control weakness.	**S**	• Update of the internal controls. Strengthen the internal control environment. • Recruit a qualified internal auditor to oversee the effectiveness of the control process.	**S**
Funds Flow	• Slow disbursement of funds. • Slow accountability of funds by recipients. • DA in Central Bank may delay payment of some suppliers especially those with contracts denominated in a foreign currency. • Depreciation of BIF/US$ could in medium term undermine the achievement of results.	**S**	• Build capacity of staff on WB FM and disbursement procedures. • Address in a timely manner all issues that affect smooth flow of funds. • Celling for direct payment for contracts denominated in foreign currencies will be revised to allow more direct payments. • The World Bank, in collaboration with the PFUs, is working to improve efficiency of the Central Bank • Estimated cost in BIF of infrastructures adjusted if necessary. • Use of secure mobile money system	**S**

	• CDD approach and transfers to a great number of teachers increase fiduciary risk exposure.		• Frequent FM supervision	
Financial Reporting	Delays in the submission of unaudited interim financial reports (IFRs). Delay in preparation of the project financial statements. Unreliability of the financial statements.	**S**	IFRs format agreed upon within 3 months of effectiveness. Qualified staff to be recruited and capacity building to be provided to staff if required. An accounting software to be acquired and used.	**M**
External Auditing	There may be delays in submission of the annual project audit reports. Unacceptable quality of audit reports due to non-compliance.	**H**	ToR for audit prepared and agreed within 3 months of effectiveness. Timely submission of draft financial statements. Qualified audit firm recruited.	**S**
Governance and Accountability	Possibility of circumventing internal control, and abuse of administrative positions are potential risks; corrupt practices	**S**	Acceptable FM arrangements in place and monitored both by the internal auditor and the Bank. Citizen engagement	**M**
Overall Control Risk		**S**		**S**
Overall Risk Rating		S		**S**

Risk ratings: H – High, **S -** Substantial, M – Moderate, L – Low

17. **Reporting arrangement.** The PFU will record and report on project transactions and submit to the World Bank IFRs no later than 45 days after the end of each calendar quarter. At a minimum, the financial reports must include the following tables with appropriate comments: (a) Sources and Uses of Funds; (b) Uses of Funds by Project Activity/Component and comparison between actual expenditures and budget; (c) designated account activity statement; and (d) notes to the IFR. At the end of each fiscal year, the project will issue the Project Financial Statements (PFSs), comprising: (a) a balance sheet; (b) a statement of Sources and Uses of Funds; (c) accounting policies and procedures; and (d) notes related to significant accounting policies and accounting standards adopted by management and underlying the preparation of financial statements. The reporting requirements PFU/WFP/UNICEF, etc. will be determined in the PIM.

18. **External auditing arrangement.** An independent and qualified external auditor will be recruited on approved Terms of References. The external audit will be carried out per International Standards on Auditing (ISAs) and will cover all aspects of project activities implemented and include verification of

eligibility of expenditures and physical verification of goods and services acquired. Audit reports must be submitted to IDA within six months after the end of each fiscal year. The project will comply with the World Bank disclosure policy of audit reports (for example, making them publicly available promptly after receipt of all final financial audit reports, including qualified audit reports) and disclose the report on the official website within one month after the final version is accepted.

19. WFP and UNICEF (UN Partners) will maintain a separate identifiable fund code or account to receive the project funds. This account shall be subject exclusively to the UN Partner's internal and external audit in accordance with the UN Partner's financial regulations and rules. The rules agreed in the Agreement will apply.

20. **Funds flow arrangements.** Funds will flow from the Grant account to the Designated Account opened at the Central Bank by the Government. PFU staff will operate the account at the Central Bank. Giving the complexity of channeling funds to teachers and to some extent the communities, transfers of funds to teachers using mobile money will apply. Direct payment method will be mainly used for contracts denominated entirely or partly in foreign currencies and other important payments.

21. With regards to WPF and UNICEF, funds will be transferred to their headquarters in accordance with the agreement with the Bank and the Government. WFP and UNICEF will each maintain a separate identifiable Account to receive the project's funds.

22. **FM Action Plan**

Table A2.2: FM action schedule and responsibility

Action	Responsibility	Completed by
Develop the Project Implementation manual	PFU in charge of the PPA	May-June 2018
Recruit the PFU staff including a FM specialist, an accountant and an internal auditor	PFU in charge of the PPA	May-June 2018
Set up a computerized accounting system	PFU in charge of the PPA	May-June 2018
Select the project external auditor	PFU	August 2018

23. ***Implementation Support Plan.*** A supervision mission will be conducted at least once every year based on the risk assessment of the project. The mission's objectives will include ensuring that strong financial management systems are maintained for the project throughout its life. Reviews will be carried out regularly to ensure that expenditures incurred by the project remain eligible for IDA funding. The Implementation Status Report (ISR) will include a financial management rating for the components. This will be prepared by the World Bank Country Office Financial Management Specialist after an appropriate review.

Table A2.3: Implementation activities and frequency

Activity	Frequency
Desk reviews: • Interim financial reports review Quarterly • Audit report review Annually	 Quarterly Annually

• Review of other relevant information such as internal audit/ fiduciary reports	Annually
On site Visits: • Review of overall operation of the FM system • Monitoring of actions taken on issues highlighted in audit reports, auditors 'management letters, internal audit and other reports • In depth transaction reviews	 Bi-annually during ISM Continuous As required
Capacity Building: • FM training Before Project start and thereafter annually Technical Assistance	 Annually/Continuous

Anti-corruption

24. The FM anti-corruption measures will incorporate the following actions to address the high inherent risks of the project and to strengthen the project specific risks:

a) Project implementation arrangements – simplified FM arrangements and systems to support effective, efficient and accountable management of resources and monitoring of project outcomes.

i. Clearly delineated roles and responsibilities for project FM personnel included in the PIM.
ii. Project processes and procedures documented in the PIM.

b) Building strong FM teams as part of the project team with effective tools: FM staff to be selected based on skills and expertise, and provided with regular training.

i. Training in FM and Disbursement, including World Bank FM requirements.
ii. FM staff assignments/appointments to be confirmed prior to effectiveness and their tasks and responsibilities clearly defined in the TOR.

c) Enhanced disclosure and transparency: public dissemination of project related information including financial information and the annual financial statements and audit reports of the project.

Disbursements

25. A Designated Account (DA) will be opened at the Burundi Central Bank (BCB) on terms and conditions acceptable to IDA under the fiduciary responsibility of the PFU. The ceiling of the DA will be set to US$2.5 million. Replenishments to the DA will be made against withdrawal applications supported by Statements of Expenditures (SOEs) or records and other documents as specified in the Disbursement Letter (DL). Upon project effectiveness, transaction-based disbursements will be used. The option to disburse against submission of quarterly unaudited IFRs (also known as report-based disbursements) could be considered subject to the quality and timeliness of the IFRs submitted to the World Bank and the overall FM performance as assessed in due course. The other methods of disbursing funds (reimbursement and direct payment) will also be available to the project. The project will have the option to sign and submit Withdrawal Applications (WAs) electronically using the e-Signatures module accessible from the Bank's Client Connection website. Details will be provided in the PIM. In addition to the

designated account, the project will open an account denominated in BIF at a commercial bank to capture revenue resulting from the sale of bidding documents, and balances on expenses non-entirely spent.

Procurement

26. **Procurement arrangements for delivery of value for money in achieving the PDOs**. In accordance with the requirement of the new procurement regulation, a short form the Project Procurement Strategy for Development (PPSD) was prepared by a Task Force that gathered key experts from MEESRS. As the Task Force refines its review and analysis of the context, risks and market, the PPSD will be updated and improved. The main procurement activities are well known, including the following: (i) supply of text books, teachers' guidebooks and other teaching-learning materials; (ii) school feeding programs; (iii) supply of school and class kits; (iv) school repairs and maintenance; (v) tablets, computers and software for data collection and analysis; and (vi) supply of technical assistance to the Ministry. The school feeding program, the supply of school and class kits are planned to be procured through UN agencies, WFP and UNICEF, respectively.

27. The Project Facilitation Unit that will be responsible for procurement activities is not in place yet. Until the PFU is settled, procurement activities will be handled by an existing implementing agency; one of its main task will be the recruitment of the key PFU staff. Hence, the procurement capacity assessment of PFU will be carried out once the key staff has been recruited. Likewise, the need for Hands on Expanded Implementation Support (HEIS) will be assessed once the PFU is in place.

28. **Systematic Tracking of Exchanges in Procurement (STEP)**. The project will use STEP, a planning and tracking system, which will provide data on procurement activities, establish benchmarks, monitor delays and measure procurement performance.

29. For the moment, no single contract requiring review by the Operational Procurement Review Committee or involving the use of negotiations or competitive dialogue has been identified. A Procurement Plan outlining the procurement procedures that would be used to plan and monitor implementation of investment activities has been finalized and agreed upon by the World Bank and Government of Burundi. For each contract to be financed by the project, the different procurement or consultant selection methods, the need for pre-qualification, estimated costs, prior review requirements, and time frames should always be agreed between the Recipient and the World Bank through the Procurement Plan. The Procurement Plan may be updated at least every 12 months, or as required, to reflect the actual project implementation needs, but each update shall require World Bank approval. All procurement plans will be publicly disclosed in accordance with the World Bank's disclosure policy.

Environmental and Social (including safeguards)

30. According to the Bank's safeguard policy on Environmental Assessment (OP/BP 4.01), the proposed project is classified as a Category B project. The Borrower has prepared an Environmental Management Plan (EMP checklist). As there will be minor construction work – all works are limited to minor repairs and maintenance of existing classrooms, the safeguard policy on Involuntary Resettlement (OP/BP 4.12) is not applicable.

31. The project objective will improve educational services at primary level, nationwide. Potential project beneficiaries include the indigenous Batwa people who are present in varying numbers in all the administrative provinces of Burundi. The Bank's safeguard policy on Indigenous Peoples (OP/BP 4.10) is applicable. The Borrower has prepared an Indigenous Peoples Planning Framework (IPPF) to provide the overall structure for the project to address specific Batwa educational needs.

32. The IPPF preparation included consultations with Batwa school children, parents, and education authorities in the provinces of Muramvya and Kirundo. It identifies that the education of Batwa children is affected by: lack of motivation to attend school, early marriages and family conflicts, conjugal and gender based violence, poor nutrition at home, frequent illness and lack of access to health care, very weak representation of Batwa parents in school management committees (CGE) and the committees responsible for preparing food in school canteens. Finally, the education of Batwa children is greatly affected by the widespread stigmatization towards this community – extending even to poor treatment of Batwa children in school -, lack of Batwa role models and the extreme poverty of Batwa families which makes it difficult for them to provide the necessary support to see their children through the early years in school.

33. The IPPF outlines some measures that need to be taken to ensure that Batwa children benefit from the project. These measures include: (i) developing, in consultation with the Batwa, relevant materials targeting the Batwa and the general population to break down prejudice and encourage inclusion, as part of the project's sensitization and mobilization campaign; (ii) recruiting a consultant to work with the Inclusive education unit of the Ministry of Education, to develop and contribute relevant materials for inclusion in the relevant sections of the school manuals to be developed by the project; (iii) ensuring that Batwa children benefit fully from the school feeding programs in the participating provinces; (iv) address the needs of Batwa children in the training materials of school principals and teachers; and (v) increased Batwa representation in school management and canteen committees. The IPPF further estimates a budget of $10,000 to carry out the mitigation measures.

34. The IPPF recommends that the mitigation measures be implemented through a technical assistance (recruitment) at the Ministry's Inclusive Education Unit (Cellule d'Education Inclusive - CEI) of the Ministry of Education. This is because the CEI's mandate includes the development of a national policy on inclusive education based on the mechanisms already developed in Burundi and other countries.

35. The safeguards instruments – EMP checklist and IPPF - were disclosed in-country and on the Bank's website on March 26th, 2018.

Monitoring and Evaluation

36. **Project monitoring indicators**. The project will monitor and report on progress on the PDO-level indicators and sub-indicators, intermediate results indicators, and relevant core sector indicators, which are listed in the Results Framework and Monitoring table (Section VII), along with baseline and target values. Information on data collection agency and frequency for these indicators is summarized in Table A2.4 below.

Table A2.4. Summary of information on data collection agency and frequency for project monitoring indicators

Data/info to be collected	Data/info collection agency	Frequency of data collection
Project Development Indicators		
Grade 2 learning levels percentage of students reaching sufficient level in reading competence in Kirundi percentage of students reaching sufficient level of competence in numeracy	National assessments (BESE)	Baseline (2019); midline (2021); and endline (2023)
Net enrollment rate in grade 1 of children of age 6 years	Bureau of Planning and Statistics of Education (BPSE)	Annually
Student progression: ratio of grade 2 to grade 1 enrollment[50] ratio of grade 3 to grade 2 enrollment	Bureau of Planning and Statistics of Education (BPSE)	Annually
Core indicators		
Number of teachers trained on new curriculum	Bureau of Primary School Curriculum (BEPEF)	Annually
Other monitoring indicators, arranged in correspondence with project components		
Component 1.		
Sub-Component 1.1.		
Number of local or national radio broadcasts	Ministry Communications Dept (CCI)	Bi-annually
Sub-Component 1.2.		
Number of children receiving school feeding financed by the project	Ministry Direction of School Feeding/WFP	Monthly
Sub-Component 1.3.		
Number of children receiving school kits financed by the project	Ministry-BTS/UNICEF	Annually
Component 2.		
Sub-Component 2.1.		
Development of pedagogical support tools for each grade: Textbooks – Teacher guides – Supplementary reading books – Student workbooks (accelerated reading program for grade 1)– Booklet of assessment tools	BEPEF	2019/20 – grade 1, 2020/21 – grade 2, 2021/22- grade 3, 2022/23- grade 4
Sub-Component 2.2.		
Number of textbooks distributed by grade and subject	Direction of Patrimony and School Supply (DPAS)	Annually
Number of classroom kits distributed (progressive distribution)	DPAS	Annually
Number of sets of supplementary reading books distributed for each grade		Annually
Number of teacher guides distributed by grade and subject	DPAS	Annually
Student/textbook ratio for Kirundi and Mathematics in each of grades 1, 2, 3 and 4 (national level; verification high frequency survey sample schools, n=200)	BPSE	Annually (national) ; and Trimester (sample)
Sub-Component 2.3.		

[50] As a proxy for progression: this refers to enrollment in grade 2 in year t+1 and enrollment in grade 1 in year t; similarly for grade 3, refers to enrollment in year t+1 and grade 2 refers to enrollment in year t

Number of communal directors of Education, pedagogical advisers and inspectors receiving initial training	BEPEF	Annually
Percentage of school network holding at least one meeting per trimester discussing end of trimester test results by grade	Communal Directors of Education / DGEFPF	Trimester
Percentage of grade 1 teachers implementing Accelerated Reading Program (high frequency survey sample schools, n=200)	Direction of Inspection (IGEFPF)	Annually (sample)
Component 3		
Sub-Component 3.1.		
Percentage of schools having school development plans, developed with SMCs	Municipal Directors of Education / DGEFPF	Annually
Percentage of school principals displaying simple school report card at least once a year (high frequency survey sample schools, n=200)	IGEFPF	Trimester (sample)
Percentage of teachers reporting that school principal visits their class at least once a month (high frequency survey sample schools, n=200)	IGEFPF	Trimester (sample)
Sub-Component 3.2.		
Percentage of schools receiving maintenance grant; grant for repairs	Bureau of School Infrastructure, Facilities and Maintenance (BISEM)	Annually
Component 4		
EMIS reports produced by august of every year	BPSE	Annually
Grade 4 student learning assessments conducted in reading and mathematics	National assessments (BESE)	Baseline, Mid-term, Final year of project

Linkages between the system level learning assessments and end of trimester exams

37. Strengthening the learning assessment system in Burundi is key to improving student learning and progression in early years. There are three types of assessments in the Burundian education system which will be leveraged to improve student learning:

38. **Formative assessments**: These are carried out during the course of the trimester. They allow the teacher and the pupils to identify mistakes, lacunae in learning or teaching, and immediately address any issue. This can be in the form of short tests, homework, and practice questions. Often teachers lack the tools to objectively grade the assessments and reinforcing this capacity through the development of the teacher guides will be key.

39. **End of trimester assessments**: There are 3 such assessments during the school year. These traditionally tend to be summative assessments, prepared and administered by the teacher, and with the unique purpose of assigning a grade to the student. The grades are then cumulated across all three trimesters and used in deciding whether a student should repeat a class or not at the end of the year. By this time, of course, it is too late for students who are below the expected competence levels to catch up. The Project proposes to support the development of an evaluation booklet which the teacher would use at the end of each trimester to assess the students. The assessment would provide objective metrics, based on the core competencies that have been identified by the national pedagogical team and aligned with the curriculum. The grading tool would allow the teacher to identify the weaknesses of his/her students and plan remedial activities for pupils between trimesters. The benefits of these assessment data

are enormous for the system. They allow teachers and schools to diagnose learning difficulties, plan remedial strategies and whole school activities to remedy difficulties. Importantly, data remain in the school and enable them to develop time series data that they can use themselves to monitor from year to year if the school is improving, e.g.

	2017	2018	2019	2020
Standard = 60% mastery of curriculum				
Percentage of students achieving standard	50	60	70	80

40. It would provide the sequencing for how content and instruction will take place and build on prior knowledge to plan and prepare the following trimester. Simple information, gathered at the end of trimester assessments by the school director, could inform actions that could be implemented across classrooms in the same grade, and serve to inform the in-service training sessions that will be organized at least 3 times in the school year, at the end of each trimester.

41. **System level assessment:** The Project proposes to independently assess performance of students in grades 2 and 4. This new learning assessment would be, in large part, similar to the end of third trimester assessment which are curriculum-based. However, it would have added elements from PASEC type assessment (for example reading fluency (wpm) and reading comprehension) which would allow some indicators to be internationally comparable. These assessments would be independently designed and administered. These will be used to track the PDO indicator. These assessments will be developed by a national commission[51] which will be appointed. This system level assessment will be administered independently in a sample of about 200 schools and measure the percentage of students demonstrating the sufficient competence level in reading and in mathematics. The Project will support three such sample based assessments during the course of the project (baseline, midline, endline) for grades 2 and 4. The diagnostic will enable the sector to assess their performance over time and to infer the likely impact of the reform on the student performance.

Monitoring project implementation

42. The MEESRS will be responsible for overall project implementation, coordination, and facilitation, and the specific activities under Project will be implemented by specific departments of MEESRS, with support from the Project Facilitation Unit and a technical team designated to each component. For monitoring of implementation progress and performance of project initiatives, the project will rely on reporting and evidentiary data and documentation submitted by the specific departments of MEESRS and consolidated by the BPSE. The Bureau of Planning and Statistics (BPSE) will be the leader of this monitoring and evaluation network. BPSE will ensure the dynamics and performance through regular work meetings ensuring consolidation of data and reports from each focal point, in order to feed the results framework. The M&E specialist in the Project Facilitation Unit will support this network and BPSE in all areas to ensure regular functioning of this important mechanism. For monitoring of implementation arrangements, project covenants, financial management and procurement functions and activities, and environmental

[51] The national commission is similar to the one set up for PASEC. It is led by the BESE and is composed of members from the BEPEF, university, psychometrists, a statistician and an economist. They also receive technical support as needed. The commission will be appointed by the Minister of Education

and social safeguards, the project will rely on reporting and evidentiary data and documentation submitted by the Project Management Unit.

43. In order to follow some key project indicators and to get additional information on project implementation difficulties on the ground, and local level solutions, 200 school samples will be selected. School inspectors provided with tablets will regularly collect data from those 200 sample schools. In addition, the Communal Directors of Education (DCE), the Provincial Inspector and Provincial Directors of Education (DPE) will be also be responsible to ensure monitoring and will also be equipped with tablets.

44. Apart from monthly data report from WFP, 10 percent of targeted schools will be randomly selected per trimester. Feedback from beneficiary and additional information on project implementation difficulties at local level will be carried-out from those sample schools.

Role of Partners

45. The Burundi Early Grade Learning Project design and proposed implementation arrangements are informed by experiences from recent interventions by key development partners (DPs) such as GPE, BTC, UNICEF, WFP, and AFD. In particular, the Burundi ESPIG Program which was implemented by BTC from 2013-2016, and financed through the Pooled Funds for Education focused on primary education. Funded by GPE, the project was taken over by UNICEF from 2016-now, known as the PACEF project and is addressing issues relating to education access and quality (through teacher training, distribution of materials). PACEF assisted the MEESRS to revise the grade 1-9 curriculum and its implementation for the 4th cycle of basic education (Grades 7-9). The project will build on these experiences in its support for the revision of the curriculum for Grades 1-4. The project will also coordinate with the anticipated follow-on GPE project that is expected to be managed by AFD to ensure synergies and complementarities in terms of interventions. The project will also coordinate with education donors such as UNICEF and WFP in areas such as communication campaigns related to the promotion of enrollment and the Back to School Program, as well as the distribution of classroom and student kits. In addition, the project will collaborate with WFP in terms of enhancing the scope of the Government's contributions towards school feeding in Burundi.

ANNEX 3: IMPLEMENTATION SUPPORT PLAN

COUNTRY: Burundi
Burundi Early Grade Learning Project

Strategy and Approach for Implementation Support

1. The Early Grade Learning Project's objective is improve student learning and progression in early grades in Burundi and, in the event of an Eligible Crisis or Emergency, to provide immediate and effective response to said Eligible Crisis or Emergency. To achieve this objective, the Project will provide support to MEESRS Departments in the implementation of the above-mentioned project, focusing on results. The project supervision team will aim to ensure effective and efficient implementation of the project. Support to implementation by the World Bank will include at least two regular support missions each year. The Bank's staff may carry out additional technical missions as required. Results and progress will be shared to the Government and the LEG members by using regular Aide memoires.

2. A midterm review will be undertaken jointly with the Government to review overall project implementation progress. A project launch workshop will be organized right after effectiveness with all stakeholders involved in the project.

Implementation Support Plan and Resource Requirements

3. The World Bank team will provide direct support to implementation and additional consultants may be invited to provide technical assistance as required. During the first 12 months of the project it is required that the World Bank team mentioned below travel frequently until the project is up and running. This table does not include ad hoc consultants based on the need for reinforcing the implementation.

MEESRS Involvement in Implementation Support

4. On the side of the MEESRS, a monitoring body has been set up, under the leadership of the Permanent Secretary to coordinate and monitor activities disseminated in different Directorates (at central or decentralized levels) and take actions when needed. This mechanism to ensure the implementation of more than US$40 million in the span of 5 years will be the counterpart of the Bank's team during project implementation. For each of the components (or sub component) during project implementation, there will be a lead Director in the Ministry as follows: Component 1: Department of School Feeding and Department Back to School; Component 2: BEPEF and DGEFPF; Component 3: DGEFPF and BISEM; and Component 4: BPSE and DRH. The Heads of these Departments will be interacting closely with World Bank teams during mission support and on an ad hoc basis, as needed, with the TTL.

Preparation Project Advance (PPA)

5. The Government was granted a PPA of US$2.5 million for financing the period April -Sept 2018 or until the project is expected to become effective. PPA financed activities (studies, recruitment of consultants, preparation of procurement packages for the first year of implementation etc.) will enable some early tasks scheduled in the first year of project implementation and it will allow the MEESRS to be ready to start the project right at effectiveness (readiness for implementation).

Implementation Support Plan:

Time	Focus	Skills Needed	Resource Estimate	Partner Role
Project Preparation-First twelve months	***Technical and Implementation Support**:* • Support project implementation readiness • Support on rolling out of basic education reform in grades 1 • Support to the development and implementation of the school improvement urgent works and maintenance strategy • Support implementation of reform to school management • Building capacity for textbook provision (framework agreements) • Building capacity for exams and assessments; targeted support for learning assessments • Ensure standard agreements with UNICEF and WFP are signed within 1 month of effectiveness • M&E of activities on PPA and first 12 months	• Education Specialist • Early Grade Learning Specialist • Implementation Specialist • School Infrastructure Specialist • Specialist in School Management and Teacher Training • Textbooks Specialist • Assessment Specialists • UN Procurement Specialist • Monitoring and Evaluation specialist	15 SWs 10 SWs 20 SWs 25SWs 2SWs 5SWs 25SWs 10 SWs 10 SWs	
	Fiduciary Oversight: • FM • Procurement	• FM Specialist • Procurement specialist	15 SWs 15 SWs	
	Safeguards: • Social Safeguards • Environmental Safeguards	• Specialist(s) • Specialist(s)	4 SWs 4 SWs	
	Task Team Leader		42 SWs	
12-60 months	***Technical Review**:* • Support on rolling out of basic education reform in grades 2-4 • Support to the continued roll out of the school improvement urgent works and maintenance strategy • Support continued implementation of reform to school management • Building capacity for textbook provision grades 2-4 • Continue building capacity for exams and assessments; targeted support for learning assessments • M&E of activities	• Education Specialist • Early Grade Learning Specialist • Implementation Specialist • School Infrastructure Specialist • Specialist in School Management and Teacher Training • Textbooks Specialist • Assessment Specialists • M&E specialist	60 SWs 45 SWs 45 SWs 45SWs 10SWs 15SWs 20SWs 10 SWs	

	Fiduciary Oversight:			
	• FM	• FM Specialist	30 SWs	
	• Procurement	• Procurement specialist	15 SWs	
	Safeguards:			
	• Social Safeguards	• Specialist(s)	15 SWs	
	• Environment Safeguards	• Specialist(s)	15 SWs	
	Task Team Leader		42 SWs	

Skills mix needed:

Skills Needed	Number of Trips	Comments
Education Specialist	Field trips as required	International/ national
Early Grade Learning Specialist	Field trips as required	International
Implementation Specialist	Field trips as required	International
School Infrastructure Specialist	Field trips as required	International
Specialist in School Management and Teacher Training	Field trips as required	International
Textbooks Specialist	Field trips as required	International
Assessment Specialists	Field trips as required	International
UN Procurement Specialist	none	HQ based
M&E specialist	Field trips as required	National
Task Team Leader	Field trips as required	International

Partners:

Name	Institution/Country	Role
UNICEF	United Nations	Support project aspects relating to school kits and class kits
WFP	United Nations	Support project on aspects relating to school feeding

ANNEX 4: ECONOMIC AND FINANCIAL ANALYSIS

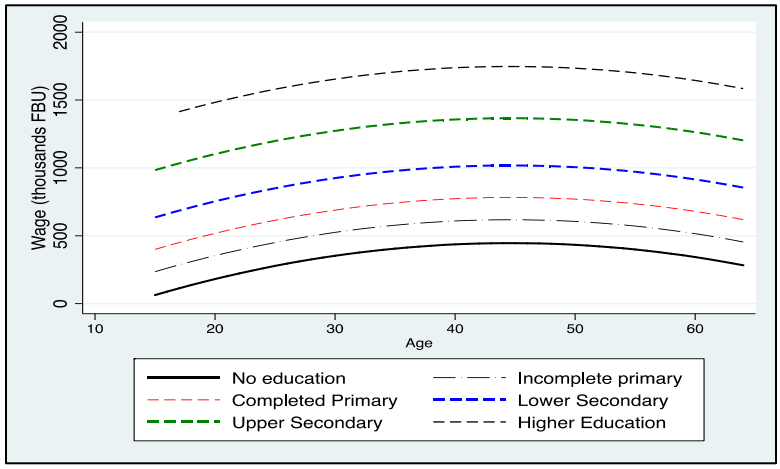
A. Economic and Financial Analysis

1. The principal benefits expected from the project are to improve student learning and progression in early grades of primary education. A number of activities will be pursued to help grade progression and learning outcomes, including teacher training and strengthening curriculum with remedial education practices, provision of new student textbooks and teaching learning materials and other supplementary reading materials, provision of school feeding program aiming at enabling children from vulnerable areas and improving school-based pedagogical support. This section opts to provide the economic rationale for investment in early grades by focusing on the following four pillars (i) on evidence in external efficiency; (ii) internal efficiency; (iii) cost-benefit analysis that estimates the returns to the investment and the expected labor market returns of the beneficiaries of the project; and (iv) fiscal sustainability.

External efficiency

2. In human capital theory, many studies argue that participation in education is an investment made with the expectation of returns later in life. At the individual level, people with more schooling tend to be more productive, earn more, be healthier, have fewer children, and be more likely to send their children to school.[52,53] In Burundi, education qualifications are strongly associated with levels of income. Estimates from Household survey ECVMB 2013 show that average simulated annual wage earnings rise steadily with increasing educational attainment (Figure A4.1). As shown, a higher level of education rewards a higher lifetime earnings.

Figure A4.1: Annual Earning by Education Levels (in FBU)



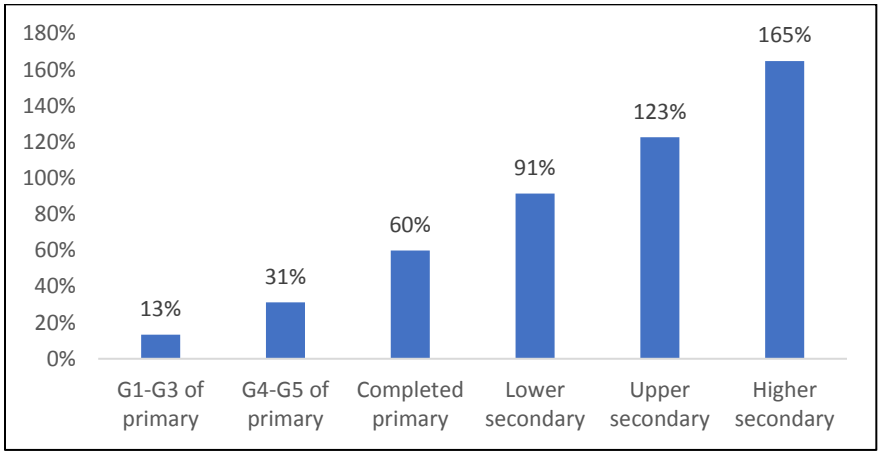
Source: Authors' estimate using ECVMB 2013

3. The Mincerian wage regression coefficients also show increasing returns to education as levels of education goes up. Regression analysis demonstrates that in Burundi, an additional year of education

[52] Duflo, E. 2001. "Schooling and Labor Market Consequences of School Construction in Indonesia: Evidence from an Unusual Policy Experiment," *American Economic Review* 91(4): 795–814. ; Psacharopoulos, G. 1993. "Returns to Investment in Education. A Global Update." Working Paper No. 1067. World Bank, Washington, DC.; Majgaard, K., and A. Mingat. 2012. *Education in Sub-Saharan Africa: A Comparative Analysis*. Washington, DC: World Bank.
[53] Hanushek and Woessmann 2009.

results in about 9.8 percent higher wages. Furthermore, analysis breakdown by education level gives insights into the rates of return to education investment. A wageworker with only completed Grade 3 of primary earns 13 percent more than those with no education. It rises into 31 percent for those who attained Grade 5 of primary education, and reaches 60 percent for workers who have completed a full cycle of primary education (Grade 6).

Figure A4.2: Mincerian regression result: Earning increase compared with no education by level of education (%)



Source: Authors' estimate using ECVMB 2013

Internal efficiency and cohort analysis

4. The project is expected to improve the internal efficiency in early grades of primary education. Statistical annual yearbooks (EMIS) from Ministry from 2013/2014 to 2016/2017 show several issues. In 2016/17, among 565,300 children enrolling Grade 1 in primary schools, almost 41 percent of them are aged 7, 24 percent aged 8, 9 percent above 9, and only 20 percent are of age 6, which is the official entry age for Grade 1. Almost the same pattern was observed in 2013/14, except that only 10 percent were of age 6. This highlights the persistent presence of underage and overage pupils, and that despite the change in the official entry age, take up of this policy has been slow[54]. Access rates to Grade 1 by age remain constant for age 7 and above over the three years, while it suddenly rises for age 6 in 2014 and slightly increase last year, leading to a rise of gross intake rate (Table A4.2). A closer look at cohort access rate by age reveals that children may dropout and re-enter schools, but they are captured as new entrants in the system misleading the gross intake rate. Table A4.2 shows that 15 percent of age 6 enter the grade 1 in 2013/14, adding by 66 and 24 percent relatively for age 7 and 8 in the next two years, summing up above 100 percent. However, almost all children in age 8 and 9 are in school.

[54] Reasons for slow take up are many, including school level policy of prioritizing enrollment of older children from the community

Table A4.1: Access rate by age, 2013/14-2016/17

Age	5	6	7	8	9	
Access rate in Grade 1						Gross intake rate
2013/14	1%	15%	68%	25%	8%	116%
2014/15	2%	25%	66%	23%	8%	125%
2015/16	2%	28%	66%	24%	7%	127%
2016/17	2%	29%	55%	23%	7%	114%
At school (regardless of grade)						
2013/14	1%	18%	91%	100%	95%	
2014/15	1%	29%	92%	99%	96%	
2015/16	2%	33%	97%	100%	87%	
2016/17	3%	34%	89%	99%	88%	

Source: Authors' estimate based on EMIS 2013/14-2016/17 and ISTEBU Population projection

5. Constant high repetition rates in early grades are also shown over the years, while promotion rates remain unchanged. Repetition rate are much higher in Grade 1 and Grade 2, around 29 percent, than in the last two grades (Table A4.2). Coupled with high official dropout incidence, promotion rates are overall lower in the first grade than later grades. It should be noted that the official dropout rate masks the unofficial repetition incidence which comprises pupils who drop out during the course of the year and enroll again in the same grade the following year. This has also been corroborated during focus groups with teachers.

Table A4.2: Promotion, repetition and dropout rates in primary public schools, 2013/14-2015/16

	Repetition rate			Promotion rate			Dropout rate		
	2013/14	2014/15	2015/16	2013/14	2014/15	2015/16	2013/14	2014/15	2015/16
Grade 1	26%	27%	29%	61%	59%	56%	13%	14%	15%
Grade 2	24%	25%	29%	66%	65%	61%	10%	10%	10%
Grade 3	21%	21%	23%	70%	70%	68%	8%	9%	9%
Grade 4	19%	18%	18%	75%	74%	73%	6%	7%	9%

Source: Authors' estimate based on EMIS 2012/13-2013/14 and 2014/15-2016/17

6. Based on those current rates on promotion, repetition and dropout rates, a reconstructed cohort survival rate method estimates that for every 100 children who enter Grade 1 in 2015/16, 61 percent of them eventually reach Grade 4 with repetition, and only 26 percent without repetition. In overall among this cohort, 75 percent of them are estimated to complete Grade 4, but the duration of their study takes on average 6.3 years (Table A4.3). However as mentioned earlier, access rate by age reveals that children may re-enter the system later, and those dropout rate in Grade 1 and Grade 2 may be over-estimated, and survival rate may be under-estimated. Assuming that dropping out in the first two grades[55] are inexistent, a reconstructed cohort by age and by grade is estimated for Grade 1 and Grade 2 based on 2014/15 and 2015/16 data[56]. Repetition rates are reconstructed into 41 percent and 35 percent,

[55] Household surveys and similar simulation studies from Latin America in the early 1990s showed the same thing (see for instance Gargiulo and Crouch 1994, Cuadra 1991, Cuadra and Ewert 1987, Klein and Costa 1991).
[56] For each grade and by age, repeaters in Grade 1 and in Grade 2 are estimated using the formula [(repeaters Grade A(t-1)) = enrollment Grade A(t-1) – enrollment Grade B(t) + (enrollment Grade B(t-1)*official repetition rate Grade B(t)]

respectively for those two grades. As expected, survival rate into Grade 4 raises up to 89 percent with eventual re-entering children. However, it takes on average 6.8 years of study.

Table A4.3. Reconstructed cohort analysis, 2014/15-2015/16

	Based on current official repetition and promotion rates	Based on reconstructed repetition rate
Survival rate by grade		
Grade 2	81%	100%
Grade 3	70%	100%
Grade 4	61%	89%
Grade 5	56%	80%
Grade 6	44%	63%
Percentage that reaches Grade 4 without repetition	26%	27%
Percentage that complete Grade 4	75%	100%
Average duration of study Grade 4	6.3 years	6.8 years

Source: Authors' estimate based on EMIS 2012/13-2013/14 and 2014/15-2015/16

7. High repetition rates in early grades remain important sources of inefficiencies within the system. Given current official repetition rates, 2.3 years of the 6.3 years necessary to produce one completer Grade 4 represents wasted years and budget for the government. It rises up to 2.8 wasted years taking account reconstructed repetition rate.

Cost benefit analysis

8. A cost-benefit analysis is conducted to examine the returns of the project with regard to assumed improve learning and student progression in early grades of primary education due to the activities of the project. The benefits are taken to be the changes in the quantity and quality of education produced over the life of the project because of the project. Benefit streams are supposed to be (a) increased wage incomes resulting from larger numbers of additional children completing primary; and (b) enhanced labor earnings flowing from the higher quality of primary education due to the rise in education quality. This second benefits are benefits that are mostly associated with the quality component of the project and estimated using standard benefit findings from similar interventions in other countries.

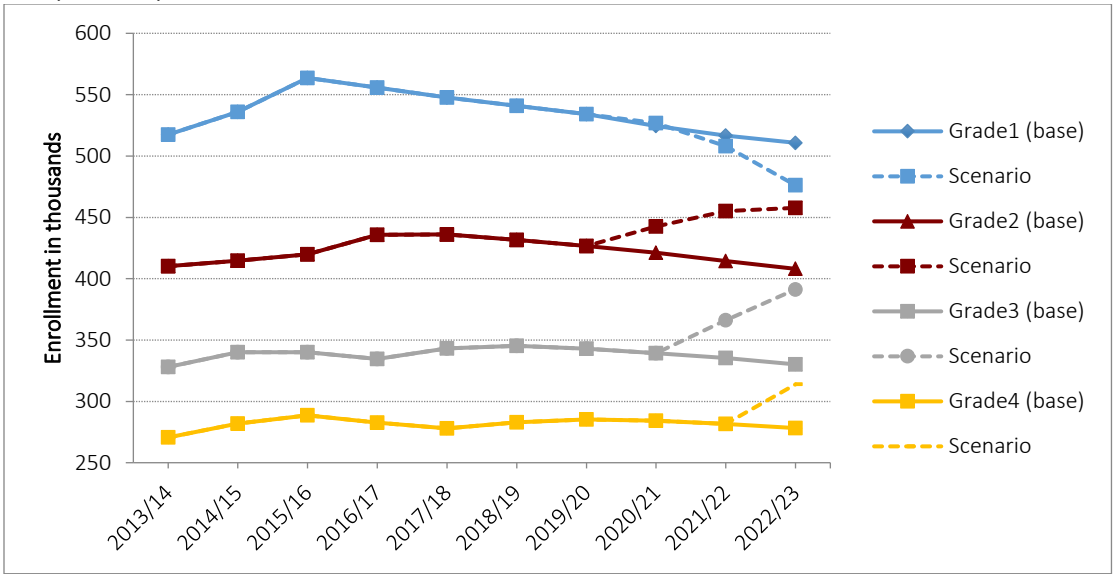
9. To conduct the cost-benefit analysis, the model makes several assumptions about the project and the associated benefits. The main assumptions are as follows:

- The repetition rate will decline by 2 percentage points per year and per grade, starting 2019/20 for students in Grade 1 in public primary schools, 2020/21 for students in Grade 2, 2021/22 for Grade 3 and 2022/23 for Grade 4. The benefits of the reduction of repetition rate will therefore be reflected in an increase in promotion rate, by 4 percentage points per year and per grade.
- To identify the benefits resulting from the project, a counterfactual scenario is estimated. The assumptions used for this counterfactual are that, without the project, the repetition and promotion rates remain the trends observed over the recent years (trend over 2012/13 to 2016/17).

- Benefits of the project are estimated for those expected to complete primary.
- The age of entry into the labor market is 15.
- A wage rate is estimated for different levels of education (no education category, primary, secondary education) and age, using 2013 Household Survey (ECVMB) for the benefit and opportunity cost estimate.
- The beneficiaries of the programs work for a period of 30 years.

10. Based on those lower repetition and higher promotion assumptions, the project is estimated to produce an additional number of approximately 198,000 students of Grade 1 to Grade 4 over the project life. Base scenario is estimated using observed trends over the last years on repetition and promotion rates, on access rate in Grade 1 and annual growth rate of primary school age population from National Institute of Statistics (ISTEEBU, 2013). Within the project, the projection suggests that enrollment in Grade 2 is starting to increase in 2020/21, with approximately an additional number of 21,000 students, leading cumulatively around 111,000 students over the years of the project. Following this pattern, additional enrollment is expected to start in 2021/22 for Grade 3 and in 2022/23 for Grade 4. Benefits from lower repetition rates and higher promotion rates are then estimated to produce overall 198,000 students in the early grades during the project life.

Figure A4.3: Enrollment by grade for base projection and projection with lower repetition assumption, 2013/14-2022/23



Source: Authors' estimate based on EMIS
Note: 2013/14-2016/17 are current enrollment; projection starting on 2017/18.

11. The project is estimated to produce an additional number of approximately 87,000 students of Grade 6 over the project life. It is assumed that these additional completers would not have completed their respective education levels had there been no project. Therefore, the benefit of the additional basic education completers is estimated to be the differential of a wage worker who has reached/completed the Grade 6 of primary education and the worker who has no education. This differential was then assumed to grow by 5 percent in every future year, in line with the anticipated inflation.

12. The benefits resulting from enhancing the quality of the education can be measured by looking at student learning improvement through learning material provision (student textbooks on literacy and numeracy, supplementary reading), teacher training on subject and pedagogical content based on the new curriculum and remedial education practices. The analysis builds on research findings from developing countries, showing first, the relationship between student learning outcomes and interventions in the project, and second, the impact of learning outcomes on labor market outcomes. The first relationship (impact of intervention on learning outcomes) is based on findings from Schiefelbein, Wolff, and Shiefelbein (1998)[57]. It states that providing one standard textbook per student in math as well as in reading, accompanying teacher guide and training teacher in usage may result in an increase, on average, of 18.4 on learning outcomes; the probability of adequate implementation of such an intervention is supposed to be 66 percent, leading to an overall impact of 12 percent. Findings from the labor market state that 1 standard deviation from the mean in learning outcomes or cognitive skills results in 0.17 to 0.22 proportional increases in wages[58]. Therefore, the overall impact of textbook students is estimated to increase earnings by 2.4 percent. The same pattern is used to estimate the impact of teacher training, remedial strategies, media campaign for parents to read to children and school feeding programs (Table A4.4).

Table A4.4. Impact of intervention on learning outcomes and increase in salary

	Estimated increase in achievement (%)	Probability of adequate implementation (%)	Probable impact (%)	Increase in salary (%)
Standard textbook per student on math and reading and train teachers in usage	18.4	66.0	12.1	2.4
Student testing and remedial strategies	12.3	62.5	7.7	1.5
Training teachers on using programmed learning materials	7.6	64.0	4.9	0.9
Media campaign for parents to read to children	8.1	71.9	5.8	1.1
School feeding programs	8.1	67.5	5.5	1.1

13. The NPV of those benefits are then estimated to be US$430 million at a discount rate of 10 percent.

14. Program Costs: The cost streams consist of the investment costs during the project, private costs from the households, and opportunity costs for the additional students in the benefits calculation above. The private costs include fees and other school-related costs such as tuition and books. These private costs are estimated based on 2013 Household Survey (ECVMB) and then applied to additional students enrolled during the project. The opportunity costs are calculated based upon the average yearly income of a working child under the age of 15 who had not completed primary school. Therefore, the NPV of the economic costs is estimated to be US$61 million at a discount rate of 10 percent.

[57] Schiefelbein, E., L. Wolff, and P. Schieflbein. (1998), "Cost-effectiveness of Education Policies in Latin America: a survey of expert opinion".
[58] Patrinos, H.A., and G. Psacharopoulos (2010), "Returns to Education in Developing Countries".

15. *Cost and Benefits:* Based on the previous results, the NPV for this project and the IRR are estimated by comparing the entire flow of costs and benefits over the life of the project and 30 years of working life of students impacted by the program. Using the above estimates, the NPV of the project is calculated to be US$121 million which corresponds to an IRR of 18 percent.

16. *Sensitivity to Principal Assumptions:* As discussed in the preceding sections, the NPVs and the IRR are based on some assumptions. Two analyses are undertaken to test the sensitivity of the estimations: first, the implicit discount rate is taken to be 15 percent, and second, the active work cycle is assumed to be higher than 40 years. In both cases, the IRR remains significant.

Table A4.5. NPV and IRR Sensitivity to Principal Assumptions

Assumption	Change	NPV (US$)	IRR (%)
Principal analysis	According to description in text	121 million	18.1
Higher discount rate	Applied at 15% rather than 10%	25 million	18.1
An active work cycle	40 years	129 million	18.1

Fiscal and Sustainability Analysis

17. In Burundi, the education sector accounts for the largest share of the national budget, as well as the largest share of Government's wage bill. The composition of Government's expenditures for the period 2010-2014 by function indicates that on average two thirds of total public expenditures is spent towards three areas[59], including education. The importance of the education sector in terms of public resources is also reflected in the administrative classification. Ministry of Basic, Secondary and Vocational Education and Ministry of Higher Education combined accounted on average 29 percent of total public expenditures between 2013 and 2015. Lastly, a closer look at the economic composition of the national budget shows the education sector dominants Government's wage bill – the education sector wage bill accounted almost half of total public wage bill.

18. Public expenditure on education in Burundi shows a marginal downward trend for 2010-2014. Education expenditures represented 7 percent of GDP in 2010, and decreased slightly into 6 percent in 2014. The share of education in all public expenditures varied between 24 percent and 18 percent from 2010 to 2014 (Table A4.6).

19. Nonetheless, the distribution of resources reflects the country's prioritization on basic education. The share of public education expenditures on primary education was at 45 percent in 2016 (budgeted), whereas the share spent on secondary was at 24 percent (budgeted).

Table A4.6. Trend of the Education Expenditure from 2010 to 2014 – and budget 2015-2016

	2010	2011	2012	2013	2014	2015	2016
	Actual	Actual	Actual	Actual	Actual	Budget	Budget

[59] Education (27 percent), economic affairs (25 percent) and defense (12 percent).

Public expenditure on education (BIF billion)	178.8	171.3	219.9	248.4	281.4	290.3	232.8
Recurrent expenditure	165.8	159.3	200.2	213.5	222.3	235.7	231.3
Capital expenditure	13.0	11.9	19.7	34.9	59.1	54.6	1.5
of which external funding	0	4.7	17.1	31.7	54.8	50.3	-
Public expenditure on education as of GDP (%)	7.2	5.8	6.2	5.9	5.9	6.0	4.7
Public expenditure on education as of government expenditure (%)	24.4	19.0	15.5	16.7	17.7	13	15

20. The project's financial sustainability is based on the Government's sustained support to education. The amount of US$40 million designated by the project represents approximately 5 percent of yearly spending, which will not have an important impact on the fiscal balance. Furthermore, the vast majority of the project's interventions address quality improvement at primary and capacity building. The project will not increase the burden on wage bill as it does not require the recruitment of additional or part-time teachers. The expansion of school networks to primary schools and the associated development of a low-cost but regular in-service training practice will ensure that the new pedagogical approaches introduced are continuously reinforced and improved on at minimal cost. In addition, given the assumed reductions in repetition rates because of the project, improving the efficiency may generate a monetary value toward savings, which can be used to further enhance the quality (Table A4.7).

Table A4.7. Savings from reduction of repetition rates

	Grade 1	Grade 2	Grade 3	Estimated public savings (number of students)
2020/21	10,682			10,682
2021/22	20,409	2,714		23,122
2022/23	32,940	6,501	352	39,793
Total				73,597
Cost per student based on 2014 current expenditure for primary education				$27.06
Public savings estimate from reduction of repeaters				$1,991,871 (or about 1.6% of recurrent spending)