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Measuring Quality of Policies and Their Implementation for Better Learning: Adapting the World Bank's SABER Tools on School Autonomy and Accountability to Burkina Faso

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# Measuring Quality of Policies and Their Implementation for Better Learning: Adapting the World Bank's SABER Tools on School Autonomy and Accountability to Burkina Faso

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## Abstract

This paper examines the quality of the policy intent with respect to the school-based management system in Burkina Faso. It discusses the difference between policy intent and policy implementation; focusing on the functionality of school councils and their synergies with decentralization and assessment policies to achieve better learning results. A new policy diagnostic tool, developed and revised by the World Bank and its partners including JICA was adapted to the context of Burkina Faso. This tool is based on international evidence of good practice collected under the System Approach for Better Education Results (SABER) program, relating to the policy domain of School Autonomy and Accountability (SAA). First, for the quality of policy intent, those policies that concentrate on the roles of school councils are assessed as advanced, and as emerging directions on school autonomy through decentralization to communes of operational budget management and teacher deployment, while policies on standardized student assessments are said to be advanced on their frequency of use. Differences among stakeholders in the degree of policy implementation were found using survey data collected in 2013 from various level actors, including rural school directors, school councils, and local administrations. Regarding school councils, called COGES (Comités de Gestion des Etablissements Scolaires), these differences are on whether such councils exist and on how functional they are. The degree of functionality, as measured by community and parental voluntary contributions to schools, is significantly associated with variables relating to implementation of procedures in COGES, such as organizing a general assembly and the Federation of COGES, while controlling for other community contexts. The level of functionality of COGES significantly explains the observed differences in the quality of education services and learning achievements in Burkina Faso. Moreover, the use of student assessments is also positively related to learning achievement. The indicator representing the common views of stakeholders on decentralization also shows a significantly positive association with the functionality of the COGES system, and the availability of supplementary lessons. These findings suggest that strengthening policy implementation within participatory COGES, along with decentralization and the use of assessment tools, is important for better learning results.

**Keywords:** SABER, a systems approach, benchmarking, SBM (school-based management), COGES (school councils), community participation, accountability, assessment, decentralization, primary education, Burkina Faso, World Bank

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## **Section 1: Introduction**

Despite the remarkable worldwide progress towards universal primary education, more than 60 million primary school aged children do not attend school, and if we include those children who are at school but do not acquire the basics, and those children who dropout before reaching Grade 4, this number increases to 250 million (UNESCO 2014). At the World Education Forum 2015, the international community committed to providing meaningful education opportunities for out-of-school children, as well as to quality of education and to improving learning outcomes.<sup>1</sup>

School-based management (SBM) is a popular domain of education policies that has been addressed by governments and development partners to improve school participation and learning. SBM is seen as a way to decentralize decision making power in education from the central government to the school level (Caldwell 2005; Barrera, Fasih, and Patrinos 2009), and the school can be represented by any combination of school directors, teachers, parents, other community members, and students. Decentralization is expected to encourage demand for a higher quality of schooling, ensure schools reflect local voices and priorities, and then bring better education outcomes and beneficiary satisfaction. In practice, SBM has been introduced in various forms and it has had a variable impact on education results.

As an effort to systematically learn from good practices, and to benchmark these when helping a country assess its SBM system and identify areas for improvement, the World Bank and its partners have prepared analytical tools on school autonomy and accountability (SAA). SAA is one of the policy domains for which analytical instruments have been developed and tested under the program called the Systems Approach for Better Education Results (SABER), which is an initiative to produce comparative data and knowledge on education policies and institutions (Rogers and Demas 2013; Demas and Arcia 2015). Overall, the SABER program

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<sup>1</sup> Incheon Declaration on Education 2030: Towards inclusive and equitable quality education and lifelong learning for all (<https://en.unesco.org/world-education-forum-2015/incheon-declaration>).

first focused on benchmarking the quality of policy. Then, it began to more explicitly address the gap between policy intent and policy implementation, especially for developing countries where institutional capacities are known to be generally weak. This was a response to the feedback from stakeholders, including the government officials of pilot countries.

Burkina Faso, our case country in this paper, is a pilot country for SABER-SAA and a developing country that aims to use SBM to improve education results. Despite remarkable progress,<sup>2</sup> the country's primary completion rate was only 58% in 2012<sup>3</sup>, and more than 70% of children of primary school age did not reach Grade 4, or achieve a minimum learning standard in reading (UNESCO 2014, 193). The two series of regional learning assessments (PASEC) indicate a significant decline between 1996 and 2006 in the level of student achievement for Mathematics at Grade 2, and this decline may be due to the way school participation has evolved (CONFEMEN 2009). Issues of both access and quality of learning have been more prominent in rural than urban areas Vachon 2007; Chiche et al. 2010; Lewin and Sabates 2011). The country's education strategy (Program for Strategic Development of Basic Education: PDSEB 2012-2021) tackles these challenges by seeking to achieve the objectives of Education for All by 2021 (MOE 2012a). One of the five main (basic) principles of the implementation of the PDSEB is democratic governance of the education system based on the principles of decentralization, devolution and community participation (DEP/MOE 2013). This is also part of a larger movement concerning decentralization for Burkina Faso that has been on-going since the 1990s.<sup>4</sup>

The objective of this paper is to examine the policy intent with respect to SBM and SAA in Burkina Faso, and the difference between policy intent and policy implementation. Its

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<sup>2</sup> According to the Burkina Faso Ministry of Education (2013, December), the Ten-Year Plan for the Development of Basic Education (PDDEB) implemented between 2001 and 2010 has greatly improved primary school enrollment. For example, between 2001 and 2010 the Gross Intake Rate (GIR) rose from 47.4 to 85.8%, the Gross Enrolment Rate (GER) from 45.9 to 74.8%, the Primary Completion Rate (TAP) from 27.4 to 45.9%, and the success rate for gaining the Certificate of Primary Education (CEP) from 62.3 to 65.9%.

<sup>3</sup> World Bank online data, downloaded May 2014.

<sup>4</sup> See Dafflon et al. (2013) for timeline of key decentralization policies in Burkina Faso, 1991-2011.

purpose is to highlight which gaps it may be important to close in order to improve education service delivery and results in rural primary public schools. Built on the World Bank SABER-SAA diagnostic tool, we developed a complementary tool - a set of questionnaires to collect detailed information on policies, their implementation, and contexts. These complementary rubrics were used in 2013 to interview education officers, school directors, and school councils. The opinions of these people were collected and their administrative records documented.

In Section 2 the paper explains the SABER-based analytical framework. Section 3 analyzes the policy intent, which updates and details what the World Bank's SABER-SAA assessment found in 2011-2012. Section 4 explains the descriptive statistics of policy implementation, and presents the empirical analyses. Lastly, Section 5 discusses the implications for policy reforms and policy monitoring mechanisms.

## **Section 2: Analytical Framework**

### **2.1 A framework for assessing the SBM system for better education results**

To assess the quality of the SBM system (its policy intent), this paper adopts the framework for what matters most in school autonomy and accountability (SAA) with respect to better education results. The framework and analytical tools for SAA were prepared by the World Bank in collaboration with JICA and other partners under the SABER program, according to global best practice and empirical evidence (see Demas and Arcia 2015 for details).

The SABER-SAA framework seeks to identify what combination of school management practices is important for successful education outcomes (Figure 1). As Arcia et al (2014) point out, while such management practices are still under study, the lessons learned in the last 30 years indicate that combining managerial autonomy, assessing students learning, and being accountable to parents and other stakeholders tends to produce good school performance and increased learning (Bruns, Filmer, and Patrinos 2011). School management

under autonomy (with decision-making authority over their operations) may give an important role to the School Council (e.g. Parent-Teacher Associations), which can include represents of parents and communities. Although accountability was not initially linked with school autonomy, in the mid-1990s the concept of autonomy with accountability became increasingly important (Demas and Arcia 2015). The results from PISA also suggest that combination of autonomy and accountability tend to be associated with better student performance (OECD 2011). The experience of high-performing countries on PISA, for example, show that education systems in which schools have more autonomy over resource allocation and those that publish test results perform better than schools with less autonomy.

The SABER-SAA framework is detailed as a set of policy goals and action indicators to be used to benchmark SBM systems or policies on school autonomy and accountability to ensure better school performance (Table 1). Five policy goal indicators are specified as below on the basis of empirical evidence from various countries (see Bruns, Filmer, and Patrinos 2011 for a review of the literature, and Demas and Arcia 2015 for summary evidence on each policy goal identified by SABER-SAA), along with cautions over differences in country contexts, including the level of capacity of local stakeholders, that can affect how SAA reforms work:

- Policy Goal 1, “school autonomy in budget planning and management,” is assessed against the degree of local and school authority over school budgets or funds that may lead to better incorporation of the interests of local stakeholders and parents, and improvements in operational efficiency;
- Policy Goal 2, “school autonomy in personnel management,” is assessed against the degree of local and school authority over personnel appointments and deployment;
- Policy Goal 3, “the role of school councils in school governance,” is assessed against the degree of the participation of school councils (or PTAs) in school finance and activities, and how these have been organized to foster a better understanding of their roles and the execution of their roles in a transparent and inclusive manner;
- Policy Goal 4, “school and student assessment, “ is measured against policies that ensure regular measurement of student progress as a key precondition for ensuring accountability, and against the routine use and sharing of assessment results among various levels of stakeholders to reflect and make pedagogical, operational, and personnel adjustments for the purpose of improving student performance; and
- Policy Goal 5, “school accountability”, is assessed by analyzing the way in which stakeholders receive comprehensive information on their schools, and how far the school

complies with its own regulations.

## **2.2 A framework for assessing both policy intent and policy implementation**

Education outcomes depend not only on the quality of the policies themselves and the institutional framework within which they operate, but also on whether those policies and frameworks are implemented effectively at the local and school level (Rogers and Demas 2013, 11). As Figure 2 illustrates, SABER attempts to address “what lies between an education system’s inputs (the monetary and other resources that go into it) and its outcomes (such as years of education completed and learning acquired by students)”, which is often a “black box”. The elements of this approach can be conceptually categorized into three sets (Rogers and Demas 2013, 4). The first concerns the quality of policies and institutions, and the second concerns the quality of policy implementation. Both of these are assumed to have major influences on the third set (the quality of education delivered), which in turn affects student learning outcomes.

We applied the conceptual framework of the SABER result chain to our analysis of the relationship between policy intent and policy implementation, and to the relationship between better policy implementation and education results. We also added another set of elements on the means and contexts that can support policy implementation in terms of each actor’s leadership, organizational characteristics, and community characteristics. Then, by reviewing the SABER-SAA policy implementation rubrics<sup>5</sup> and the existing tools of other school and administration surveys, the research team developed a range of complementary tools: a set of questionnaires for sub-national (regional, provincial, district, and communes) and school-level actors in Burkina Faso (discussed further in Section 4).

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<sup>5</sup> The World Bank team conducted an assessment of policy implementation on school autonomy and accountability for Thailand (Arcia et al. 2014). They used an instrument that asked school directors to choose one of four scaled options for each sub-indicator (using the 2011 version of the SABER-SAA rubrics).

## Section 3: Quality of Policy Intent

### 3.1 Methodology

As discussed in Section 2, we adapted the SABER-SAA framework and tools to assess the quality of SBM systems and policies on SAA in Burkina Faso. We collected laws, decrees, policy documents, and manuals from relevant central ministries of Burkina Faso in 2013 to update the information used for the previous SABER-SAA policy assessment that was conducted in 2011<sup>6</sup>. The information was analyzed and scored using a rubric for each of corresponding policy goals and actions<sup>7</sup> (see Annex 1c for the detailed rubrics). This rubric allows for country policies scored by each individual policy action to be assigned to one of four levels of development: 1 (latent), 2 (emerging), 3 (established), or 4 (advanced).

As in the 2011 assessment, we focused on primary education,<sup>8</sup> which is overseen by the Ministry of National Education and Literacy (MOE). The MOE coordinates with the Ministry of Administration and Decentralization in charge of decentralization of educational resources to communes. MOE also coordinates with the sub-national or de-concentrated offices in 13 regions, 45 provinces, and more than 350 districts. That is, there are regional education offices (REO), provincial education offices (PEO), and district education offices (DEO). Thus, we defined the terms of “sub-national” or “local” authorities as the

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<sup>6</sup> The results were published in 2012 (World Bank 2012). See also Annex 1a for the results.

<sup>7</sup> The SABER-SAA policy rubrics were modified by the World Bank in 2013 to reflect various countries' needs for benchmarking according to feedback from data collection in various countries, including Burkina Faso. The five policy goals are the same in the 2011 and 2013 versions of the World Bank's SABER-SAA tools, while some policy actions (or sub-indicators) were added and revised for the 2013 version (as explained in the presentation of the World Bank, Burkina Faso in December 2013). Annex 1c includes **remarks on revisions of the instruments of SABER-SAA**. For the update of 2013, the research team first used the previous tool (2011 version) with additional elements focusing on the role of school councils, as the team originally saw from in-country feedback seminars that the 2011 rubric had some limitations when addressing this aspect. Meanwhile, the Bank team revised the rubrics for the 2013 version, including more on school councils, and thus the research team adjusted the study results to this 2013 version of the World Bank SAA. However, our data cannot adequately cover some other revised elements, and these are not included in Figure 3.

<sup>8</sup> The formal education system is on a 6-4-3 format for primary, lower and upper secondary education. See UNESCO/IBE (2010) “World Data on Education Seventh Edition” for Burkina Faso for details, ([http://www.ibe.unesco.org/fileadmin/user\\_upload/Publications/WDE/2010/pdf-versions/Burkina\\_Faso.pdf](http://www.ibe.unesco.org/fileadmin/user_upload/Publications/WDE/2010/pdf-versions/Burkina_Faso.pdf)).

de-concentrated offices or the communes as in the 2011 assessment. Regarding school councils, while the 2011 assessment defined these as being the APE (“Association des Parents d’Elèves”, parents associations in French), we defined them as being the COGES (Comités de Gestion des Etablissements Scolaires, or school management committees in French) in the 2013 assessment to reflect the government’s regulations<sup>9</sup> and the new official guidelines on COGES, approved in 2013.<sup>10</sup>

### 3.2 Quality of policy intent

Figure 3 provides a snapshot of both the 2011 and 2013 assessment results of the quality of policy intent calculated by the policy goal indicators of each year’s SABER-SAA rubrics, and presents the detailed results by sub-indicator for 2013. The figure shows the scores from 1 to 4 for each indicator.

Overall, the scores on policy goal indicators increased between 2011 and 2013. In particular, a major change over the two years is observed in respect of Policy Goal 3 on the roles of school councils (SC), with the scores appearing to be high for 2013. In that year, the government authorized a new nationwide guideline for SCs, and this guideline justifies a high score on the policy sub-indicators of 3D, 3E, and 3F (score 4 or 3). The descriptions of corresponding rubrics on these policy sub-indicators for 2013 are as follows (see Annex 1b for details):

- There are “formal institutions, manuals, and mandates for organizing volunteers to plan, implement, and evaluate activities” for 3D (score 4);

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<sup>9</sup> Arrêté conjoint n°2013-029/MENA/MATS/MATD/MEF du 27 Mars 2013.

<sup>10</sup> COGES was recognized as the school administration and management body by a 2008 decree, with the expectation that it would strengthen the management of basic education through local communities’ closer involvement (MEBA 2007). To make the new policy work, JICA has provided technical assistance through a project called PACOGES since 2009 (JICA 2012b), learning lessons from the successful nationwide scale-up of COGES in Niger (Honda and Kato 2013). PACOGES has assisted the Government of Burkina Faso in developing the manuals for COGES organization and functions, training stakeholders, and monitoring progress in pilot regions (originally 2, and then 4 regions) (JICA 2012b, 2013). Reflecting these pilot experiences, the manual was revised and authorized by the government as a nationwide official guideline in 2013.

- there are “provisions for regularly scheduled elections of SC members and defined term limits” for 3F (score 4), “(SC has) legal authority to voice an opinion and legal oversight on some learning inputs to the classroom” for 3E (score 3); and
- “(SC has) legal standing as an organization, and legal authority to have a voice, but no legal oversight authority on budget issues” for 3B (score 3).

The guidelines give instructions on how individual COGES are to prepare and implement school action plans and prepare financial and progress reports. There are no regulatory restrictions on the scope of financing sources or expenditure items, except for the basic salary of teachers (or contracting full time teachers). They also define the democratic organizational structure: the COGES would have two types of members, the first type being decided by regulation and includes the mayor or her alternate, the president of APE, the president of AME (mother association), the school director, the teachers’ representative, other NGO’s representatives, and a union representative. The second type of members are those who belong to the executive board, which is composed of elected members (president, treasurer, public communication officer, and girls’ education officer), and the school director who is by right the secretary general. Elected members are elected by secret ballot every 3 years at a general assembly (GA). The GA is the supreme body of the COGES, and is composed of all community members and people related to the school. The GA is in charge of identifying and prioritizing a school’s issues, assigning direct priority to actions, validating the yearly school action plan, and adopting the budget of the annual action plan.

Also, at the commune level all schools COGES are federated in a structure presided over by the mayor called the CCC (Coordination Communale des COGES), whose role is to reinforce the involvement of local authorities in the management of the education system (see Figure 4 for organizational structures). Through this structure, the COGES have a direct access to the mayor and can weigh in on the local authorities’ decisions that impact them. Thus, each

COGES has a voice in the planning and preparation of non-salary items, either directly in the school action plan or through the CCC at municipal level. When those items fall under their action plan, they also have final responsibility for their preparation and implementation. However when those items fall under other budgets, the mayor has the final responsibility (thus score 2 for sub-indicator 3A). For personnel management however, there is no legal right or voice in teacher appointments and removals (thus score 1 for sub-indicator of 3C).

For Policy Goals 1 and 2 on school autonomy in the management of budgets and personnel, Figure 3 indicates that there are variations among the policy action sub-indicators. That is, policy scores depend on areas of responsibilities, some of which are decentralized as described below:

- Legal management authority over the operational budget<sup>11</sup> is at the municipal level, according to the 2009 decree<sup>12</sup> on transferring government resources for primary education to communes<sup>13</sup> (justifying score 2 for Policy Action 1A);
- The 2009 decree on decentralization would allow regional or municipal governments (communes) to deploy teachers within their jurisdiction (justifying score 3 for Policy Action 2A); and

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<sup>11</sup> The definition of an operational budget in the SABER SAA data collection tool set is: “The budget transferred through the government channels for the day-to-day operation of schools, excluding salaries for teachers and non-teaching staff, and capital costs like school construction. Parental and community contributions as well as other government expenditure lines can be considered as additional funds.”

<sup>12</sup> « Décret n°2009-106/PRES/PM/MATD/MEBA/MASSN/MEF/MFPRE portant transferts des compétences et des ressources de l'État aux communes dans les domaines du préscolaire, de l'enseignement primaire et de l'alphabétisation. Arrêté conjoint 2011-0007/MEF/MATD/MENA portant répartition de la somme de dix milliards, trois cent un millions, sept cent cinquante-neuf mille, six cent quatre-vingt-dix (10,301,759,680) francs CFA, représentant les ressources financières transférées en 2011 aux communes en accompagnement des compétences transférées.

<sup>13</sup> The transfer of competences to communes is progressive (art 5 law 0055-2004). The transfer of competences regarding health, pre-schooling, basic education, alphabetization, youth, culture and sports must have been effective in 2005 at the latest for urban communes (art 76), and three years after the creation of the elected municipal council for rural communes (art 77). Since every commune in Burkina Faso participated in the 2006 election, then all communes (rural or urban) should theoretically have those competences from 2010 on. The 2009 decree and the associated governmental letters (arrêté) transfer funds for school materials (not including production of textbooks), utilities, renovation of buildings, and so on.

- There is no intention yet to decentralize the budget for teaching staff salaries (justifying score 1 for Policy Action 1C).

For Policy Action 1D on the legal authority to raise additional funds for the school, the score is “latent” if this is to be done by the school as an institution, while it is “advanced” if it is to be done by the COGES for the school. A COGES can “raise additional funds from any source.” According to the 2007 law,<sup>14</sup> all types of fees (e.g. registration fee) during compulsory education are abolished. Yet, voluntary participation by community to cooperate with the government or local government is admitted.

In regard to school grant programs, which would transfer funds directly to the account of an individual school or school level committee for their operational plans, the Burkinabe education system does not yet have such program in place. A pilot program that transfers to school councils a grant fund specific for canteen operation is however being experimented with (MOE 2012ab). For Policy Action 1E on collaborative budget planning, the score is also “latent”, as “budgetary decisions are made at the national and sub-national levels.” Even though COGES can influence commune budgets through their commune level federation presided over by the mayor (CCC) (MOE 2013, 80-81), there is no obligation for the commune or the national budget to take COGES plans into account.

For Policy Goal 4 on assessment, Figure 3 shows that scores are high for the existence of student assessments (Policy Action 4C), as various student assessments exist, such as the graduation exam, provincial standardized assessment for several grades by trimester, semi-annual national assessment, and a regional assessment called PASEC (see Table 2). Yet, for the creation of school assessments for making school policy adjustments (pedagogical, operational, and personnel), the central level policy intent is still emerging. This policy intends to share the results with regions, but it is not clear whether the intent is to disseminate the

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<sup>14</sup> Loi n°013-2007/AN portant loi d'orientation de l'éducation, Article 6.

results to schools with recommendations for improvement (Policy Action 4D). Policy Actions 4A and 4B on school assessments, their frequency, and their use have been established (score 3). School assessments are done at least yearly by the inspectors of the DEO, using a standard form for their assessment. On school assessment, the school director is to be given the school assessment report by the DEO, together with any recommendations for pedagogical and operational adjustments. However, those are not required to be shared with the public.

## **Section 4: Quality of Policy Implementation**

### **4.1 Methodology**

#### **(a) Data sources**

The quality of policy intent at the central level was assessed in the previous section, here we investigate the current status of policy implementation at the Meso and school levels, and identify any differences compared to the initial policy intent. From April to May 2013, we conducted questionnaire-based interview surveys with the various levels of education actors, including school directors, presidents of school councils and parental associations, the representatives of mayoral offices, and those of the district education offices, provinces and regions in Burkina Faso.<sup>15</sup>

Our procedures in the selection of samples at each level were as follows. First, among

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<sup>15</sup> At first, 3 schools that had students in 6<sup>th</sup> grade were randomly selected in each commune, using the list of schools available from MOE. Then the team adjusted the number of schools per commune based on the total number of schools in the area (the team also identified a few additional schools that could be replaced with the sample schools per commune during the field survey as needed). However, largely because MOE provided the survey team with the contact information of school directors and administration officers and the survey team called them before the survey, most of the pre-identified sample schools were reachable during the visits. The survey reports do not indicate cases where respondent declined to answer. This research focused on rural areas, which have larger educational challenges as compared with urban areas, and the share of rural schools is more than 80% in our sample regions (see PADECO Co Ltd (2014) for details of data used in sampling). We sampled only public schools, which also account for 80% or more of the total schools in the sample regions. We focused only on public schools partly because the policy context is different between public and private schools, and the 2011 World Bank's SABER-SAA assessment and its tools also focus on public schools. For SABER, there is a policy domain for engaging the private sector, and the policy assessment for Burkina Faso is being done, but the results are not yet available (as of 2014).

the 14 regions of the country, four regions were selected in collaboration with Ministry of Education officers, based on their share of rural population, their share of public primary schools, the existence of JICA technical assistance on their school councils, the levels of learning results, access, and other socioeconomic indicators such as poverty incidence and population density, as well the security situation. The four regions selected consisted of two regions supported by PACOGES 1, the Central Plateau and Central East regions, and two others, the Central West and South West regions (see Figure 5). Second, all of the 14 provincial education offices (PEO) under those four regional education offices (REO) were selected, and 70% of the communes of each of those provinces were randomly chosen. As a result, 93 district education offices (DEO) for 90 rural communes (mayoral offices) were selected.<sup>16</sup> Finally, we sampled 303 public schools in total, by randomly selecting schools that had students in Grade 6 in each commune. About 12% of the public schools (or 18% of the public schools with students in Grade 6) in the targeted regions were covered.

While the contents of the questionnaires were different depending on each level of actor, we asked common types of questions: (i) the implementation status of policies and official procedures focusing on the policy action indicators relevant to each actor among the SABER-SAA policy rubrics; (ii) the policy contexts and capacities of each actor in terms of leadership, budgetary and organizational characteristics, and community characteristics; and (iii) the actual status and perception of services delivered and their educational outcomes.<sup>17</sup>

The datasets of all actors were merged into one whose basic unit of analysis is the school. In addition, we utilized the MOE's annual school statistics database,<sup>18</sup> especially the data on the number of students and textbooks per school. In the next section we overview the

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<sup>16</sup> In a few cases, two DEOs oversee different schools under the same commune.

<sup>17</sup> For details of steps and references used in preparing the questionnaires, see PADECO Co. Ltd (2014).

<sup>18</sup> MOE collects basic statistics from all primary schools at the beginning of every school year, using the questionnaire (called "ENQUÊTE ANNUELLE") covering basic school information. MOE also publishes reports, called "national education statistics" (ANNUAIRE STATISTIQUE DE L'ÉDUCATION NATIONAL). For each of these, the research team received the raw data by school from the MOE.

status of policy implementation, means of support, education service delivery, and learning outcomes, using the merged dataset of our survey and MOE's database.

**(b) Two analytical steps**

Using the datasets explained above, we examine the following questions about the relationships between policy intent and policy implementation, and between better policy implementation and education results, according to the framework of the SABER result chain explained in Section 2:

- (1) What gaps exist between policy intent and implementation? How does policy implementation differ within the country?
- (2) What can be the means for better implementation? Which policy implementation appears to be more important for a better service delivery? Is better implementation related to better student learning results and other education outcomes? Which policy implementation appears to be important to have better results?

For the first set of questions, we prepared descriptive statistics based on the variables that would enable us to measure the differences between policy intent and implementation and the degree of implementation among stakeholders such as schools, COGEs and communes. As we assumed that the policy goal that has improved over the past years more than others (Policy Goal 3) might show a large difference between policy intent and implementation, and we are also interested in the role of school councils, we first present the results relating to this policy goal. After reviewing these descriptive statistics, we discuss the statistical models required to further analyze the second set of questions (see also Section 4.3.1).

## **4.2 The difference between policy intent and policy implementation**

### **(a) Policy implementation on the role of the School Council**

To what extent has the policy on COGES been implemented? First of all, we find that all the sample schools in the two PACOGES regions have a COGES, while there is no COGES actively functioning in the other 2 regions. Next, focusing on the two PACOGES regions, we outline the degree of policy implementation on COGES and the differences among schools (Table 3). For community participation Policy Action 3D, although almost all of the COGES have a plan of action, differences appear in terms of the target, the scope of funding sources, the presence of the progress report or financial report, the number of activities, the amount of the monetary contribution they mobilized, and the implementation rates of their action plans. The average number of activities in the action plan is six, and the types of activities also vary, while many action plans include construction of classrooms, learning materials, mock exams, supplementary lessons (provided by teachers at schools on the days/hours outside regular/normal school schedules), and school meals. 73% of school directors responded that the COGES make progress reports while the rest did not (see Figure 6 for an example). While the amount of contribution from COGES and APE to school activities also varies by school, the mean is 391,206 CFA (about 800 USD), or about 7000 CFA per student in Grade 6. For about half of the COGES (or schools with COGES), the financing source is not only parents but other community members or the communes. The implementation rate of the plan also differs, and 58% of schools implemented more than half of what they had planned.

More than 90% of COGESs elected their president and treasurers as intended in the guidelines relating to Policy Action 3F on transparency in community participation. Interestingly, a majority of schools also elected the president of their APE (who is also a board member of the COGES). COGES presidents were mostly elected within the last three years (2009-2011), and hold the evidence of their investiture (the minutes of general assembly that elected COGES members). For the year of the survey 2012/13, most COGES also held a

general assembly at least once and responded that they had prepared a plan in the GA in a participatory way, although some 20% had not held a GA yet. More than 90% of COGEs have at least one female COGE board member as intended by the policy.

One interesting area related to the role of COGES is collaborative budget planning (Policy Action 1E). While the government budget cycle does not yet require communes to review the COGES action plan in the process, some SDs perceived that their plans were used by the commune or district education offices. This could be a good sign of the increasing voice of communities in regular government budget via SC. The proportion is higher for COGES than for APE, so as expected COGES can enhance the voice of parents and communities through an increasing institutional involvement.

To strengthen communications among the COGES in each district, and the linkage between COGES and mayoral offices, there is a new policy to organize CCC or federation of COGES. 61% of SDs answered that a union (federation) of COGES or APE exists in their district. It should also be noted that there are differences among stakeholders in the perception or awareness about the presence of these federations. However, even when district education offices responded affirmatively on the presence of such federations, the same district's mayoral office or school directors might not necessarily respond that it is present. This may be because the federation is newly established or that it does not have an active relation with the school level stakeholders and/or with mayoral offices, and thus its presence is not well known.

For the general capacity of stakeholders which could also affect policy implementation, the differences identified among stakeholders include, for example, the level of education of school directors and COGES presidents, and their work experiences (Annex 2).

#### **(b) Policy implementation on autonomy**

How does policy implementation differ from the policy intent according the opinions of stakeholders? Table 4 compares the answers of school directors, the DEO, and communes to

the questions on who has responsibilities for the management of operational budget of non-textbook materials, and for teacher deployment (Policy Goals 1A and 2A, respectively). In Burkina Faso, the authority for these issues is supposed to be decentralized to mayoral offices. While the majority of such offices chose themselves, 37% or 60% of SDs or district education offices chose “mayoral offices,” respectively.

These variables represent the perceptions of stakeholders, and thus the differences could affect the understanding and degree of collaboration among them under the policy intent to gradually transfer responsibilities to communes; a policy allowing responsibilities to be shared between the central ministry, regional, provincial, and district offices, and communes. For example, a local newspaper related how a mayor complained about what he perceived to be a district education office that did not respect his office as he, the mayor, has the final authority on teachers’ deployment to primary schools in the commune, and was thus entitled to ignore education office proposals as well as teachers’ protests.<sup>19</sup>

### **(c) Policy implementation on the dissemination of assessment results**

Table 5 shows whether schools received the results of student assessment examinations, and how they used these results. It corresponds to Policy Goal 4. As confirmed in the previous section, Burkina Faso has student assessment systems, and the results are supposed to be shared with regional education offices, but the question is whether they are disseminated to school level as well.

Considering the national graduation examination (CEP) that students take at the end of Grade 6, about one-third of SDs responded that they had received both results and recommendations, and 60% of the DEOs responded that their schools had received recommendations. These responses reflect an implementation status that goes beyond the

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<sup>19</sup> *Source:* Le Faso.net Commune de Bondigui : Le maire et des enseignants à couteaux tirés pour les affectations, December 28, 2011. Accessed July 2014. <http://www.lefaso.net/spip.php?article45587&rubrique14>.

policy intent. The policy intent is not clearly set for the central ministry in relation to analyzing the CEP results, or making recommendations for pedagogical and operational adjustments at school level; however, this does not prevent sub-national offices doing so. As a technical constraint, the central ministry does not have a CEP database at school level. The data is for each DEO or province. Thus, the ministry cannot analyze the CEP results along with other school-level data collected in accordance with its mandates, such as annual school statistics and the teacher database.

For provincial standardized assessments, which are often conducted per trimester, the pattern is similar. About one-third of SDs responded that schools have received recommendations, and 60% of DEOs responded that schools have responded to these. However, regarding the national learning assessment survey (EAS), which is conducted every two years and targets students of two grades in nationwide representative sample schools (round 400 schools), a large proportion of SDs did not receive the results, and they do not appear to know anything about this survey. Thus, if the country improves its way of analyzing and disseminating results to schools and communities, it may also help individual COGES to discuss and be more functional in terms of learning achievement.

On the use of the results of examinations, some schools responded they receive the results with recommendations to be used for pedagogical and operational changes, while others receive the results only. This difference represents to some extent regional or provincial efforts, and a new guideline has been developed to clarify the procedure.<sup>20</sup>

### **4.3 Better policy implementation and education results**

#### **4.3.1 Statistical models**

In the previous two sections, we reviewed the condition of policy implementation and

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<sup>20</sup> *Source:* Opinions from participants in the seminar on the interim report held in Ouagadougou in December 2013.

educational contexts in Burkina Faso. This section examines policy implementation on school autonomy, accountability, and participation econometrically, focusing on the roles of school councils and their linkage to other actors. Based on the analytical framework of the SABER result chain presented in Section 2, we conducted three analyses: (1) on what variables might explain differences in the degree of policy implementation regarding school councils; (2) on how policy implementation is related to quality and quantity of educational services; and (3) on how policy implementation is associated with the learning outcomes of students.

The first analysis is to examine the factors that explain the differences in the degree of policy implementation on school councils, in terms of the functionality of the COGES. As the dependent variable, we mainly adopt the amount of COGES and APE financing contribution per student of Grade 6 (“SC contributions” hereafter), along with other measures of the degree of policy implementation. Considering that in Burkina Faso, public schools with school councils have full autonomy and accountability in relation to these funds, this variable was assumed to be a representative indicator of the degree of implementation of policies relating to SAA when focusing on the role of school councils.

The explanatory variables were prepared from the categories below, by considering the results of descriptive statistics and correlation data (see Table 6 for the list of variables):

- Variables on the implementation of intended procedures of COGES (Policy Goal 3). These include dummy variables on holding the participatory general assembly, and on having more than 25% of parents participating in the last general assembly meeting;
- Variables related to policy implementation on autonomy, decentralization, and assessment (Policy Goals 1, 2 and 4), such as category variables on DEO having a common view with communes on the implementation of responsibilities over teacher deployment and purchase of non-textbook materials (an indicator for school autonomy having the decision making closer to school with decentralized authority, communes), and on school directors

using the CEP results to make pedagogical, operational, and personnel adjustments for school (an indicator how assessment results are being used); and

- Other than these variables, we controlled for variables covering the supporting means related to COGES, such as the frequency of meetings between the DEO and COGES representatives, the existence of a union of COGES or APE, and the holding of teacher information sessions by mayoral offices. Variables on other supporting means, such as the education level and experience of leaderships (of school directors, presidents of COGES, and DEO chief officers), and variables describing non-policy contexts, such as the proportion of poor families, and the percentage of parents who speak French, were also included.

We regressed the variable of SC financing contributions on these explanatory variables by using Tobit models. This was because 15% of school directors answered that there had been zero amount of financial contributions; that is, SC contributions are left-censored at zero, which causes the coefficients of OLS estimation to be biased and inconsistent. We used a Probit model for the regression of the dummy variable on the implementation, and an OLS model for the regression of the number of activities.

The second analysis was to examine how policy implementation leads to changes in the quality and quantity of educational services. The dependent variables are: the total hours of supplementary lessons in March 2013, the dummy variables covering whether more than half of Grade 6 students study per day at home by one hour or more, and the amount of distributed textbooks (see Annex 2b for descriptive statistics). Shortages of textbooks and learning hours remain important issues for primary education in Burkina Faso (JICA 2011a; Frolich and Michaelowa 2011). These variables on education services are also assumed to be sensitive to the degree of policy implementation by the COGES, through their participatory voice and financial contributions. Thus, key explanatory variables concern policy implementation by the

COGES, decentralized autonomy for communes, and the use of assessment results. We controlled for variables relating to supporting means, to policy contexts that could be more relevant depending on each dependent variable, and non-policy characteristics. Considering the characteristics of the dependent variables, we used a Tobit model for the regression analyses of distributed textbooks and hours of supplementary lessons, because these two variables are left-censored at zero. We also use a Probit model to model the duration of homework.

The third analysis is to examine the effect of policy implementation on learning outcomes, measured by the pass rate of the CEP exam at the end of Grade 6. The key explanatory variables are seen as the policy implementation by the COGES, measured as the SC's contribution, which in turn is assumed to have a significant association with the pass rate of the CEP exam. As for the second analysis above, we also controlled for variables relating to supporting means and non-policy contexts here. With regard to policy contexts, we included other variables such as the student to teacher ratio and the qualification of teachers, which are assumed to be less sensitive to COGES activity in the current situation in Burkina Faso, since the hiring of contract teachers is not to be done by the COGES. Since the pass rate of the CEP exam is censored from both sides at zero and 100%, we adopted a two-limit Tobit model.

In all the regression models in this section, we utilized the samples from the two PACOGES regions, and controlled the fixed effects for the six provinces of those two regions where deconcentrated education offices are responsible for primary education administration. We note that the standard errors are clustered at the commune (town) level, which is the decentralized authority for primary education.

#### **4.3.2 Estimation results**

##### **(a) What explains differences in policy implementation on school councils?**

As Table 7 shows, SC contributions per Grade 6 student are significantly associated with all

key indicators of the implementation of the SAA policies, even after controlling for the contexts of schools (such as the education and experience of the school director, the COGES presidents and the DEO head), and of the communities.

On the intended procedures of the COGES, variables regarding their participation in school activities and their transparency, such as holding participatory general assemblies, having a participation rate of more than 25% of the parents in these general assemblies, and whether non-parent community members are also included in the assemblies (in addition to parents), have a positive relation with SC contributions. Setting the improvement of the CEP pass rate as the target for COGES action plans is significantly related to higher levels of SC contributions.

Moreover, we found that the SC linkages to the other actors at sub-national level is as important as anticipated. The frequency of the meetings between the DEO and COGES representatives has a significant association with this situation. The existence of the union of COGES or APE is significantly positively correlated to SC contributions. The union of COGES is led by the mayor of the district, and thus the presence of the COGES union implies that communes have more information about the schools. As anticipated, a school whose commune office responded that they have the information on teachers tend to receive more contributions from the SC. Thus, these results imply that sufficient information sharing between SC and sub-national actors is essential for better policy implementation by SCs.

Further, better implementation of decentralized autonomy, as measured by the extent to which the DEO shares a common view with the commune (mayoral office) regarding the implementation of the commune's roles, is also significantly related to the amount of SC contributions. Since the mayor or their representative sits on the COGES board, a better implementation of decentralization should affect how functional the COGES are.

Better utilization of assessment results is also positively correlated to SC contributions. A school where the director uses the CEP results with recommendations for pedagogical,

operational, and personnel changes, tends to have more contributions from the SC. However, as the majority of school directors receive information about the graduation exams, at least about the number of students who took and passed it, differences can arise from the way they review the results and how that knowledge is transformed into solutions and changes.

Table 8 shows the regression results for SC contribution per Grade 6 student when including the above-discussed explanatory variables in the model. In order to examine the effect of each explanatory variable on the COGES, we added each of them to the regression equation one by one (Table 7), and then together (Table 8). The results show that the variables having significant coefficients include those relating to the general assembly, to views on the role of communes, and those relating to the union of COGES or APE.

Table 8 also gives the regression results for the other dependent variables that might capture differences in the degree of functionality of the COGES; including total financing contributions (not divided by the number of students), and whether the implementation rate of the action plan is more than 50 percent in columns 2 and 3, respectively. As expected, most coefficients of the explanatory variables on COGES organizational transparency and participatory roles are estimated to be positive, but a few become statistically insignificant when compared with the estimation results in column 1.

The analyses indicate that the SC contribution per Grade 6 student, which exhibits more continuity in its variation, can be a more representative indicator. While the implementation rate of their action plan is also important in monitoring the capacity of each COGES, it might have a mixed implication. For example, a COGES which prepared an ambitious plan of activities and implemented only half of it may have eventually implemented a similar degree of activities per student, when compared to another COGES which implemented 100% of a more modest plan.

**(b) How does policy implementation link to more textbooks and learning hours?**

As shown in Table 9, SC contributions are significant in almost all the regression results of using the hours of supplementary lessons, study hours at home, and the number of textbooks per student, as dependent variables. A better implementation of SC policies can be related to higher levels of motivation, the commitment of households and schools to the time of learning by children through supplementary lessons, as well as to studying at home. The table also shows that the results do not change when each model is estimated without the two variables relating to assessment and decentralization.

The total hours of supplementary lessons are also significantly related to a common view on decentralized management between communes and district education offices (column 2). As assumed, decentralization to mayoral offices could reduce the distance between authorities and beneficiaries such as parents and communities surrounding the schools, and increase the incentives for schools to improve their services. The effect of school directors having records of teacher absence and teachers submitting absence notices to communes tends to be positive, but it is not statistically significant. Schools which are more accountable for recording and reporting absences may be more likely to ensure the full implementation of teaching hours through supplementary lessons.

For home study hours, the variable of the student assessment utilization (CEP results) indicates a significant and positive association, while the variable on representing decentralization has a positive but not significant association (see columns 6 to 8 of Table 9). In the case of textbooks, these two variables also tend to have a positive but not significant association (see columns 10-12 and 14-16 in Table 9). The procurement of textbooks is currently centralized, and thus it is not surprising to find a weak relationship of this with decentralization, while community contributions ensure that the books reach the students. In fact, SC contributions have a significant relationship with this variable, and the coefficient of the variable on the receipt of textbooks signed by a school director along with the president of

APE or COGES is positive, and tends to be significant.

For the number of textbook(s) per student, we also found that those schools that had been visited by a REO representative the previous year received significantly more textbooks. Although our estimations controlled for provincial differences (fixed effects), the distance to the PEO still varies within provinces. Given that the textbooks are first sent from the central government to the REO, this factor may imply a logistical or transportation advantage to be gained from receiving textbooks. Better information sharing with sub-national administrative offices about the conditions and needs of schools could thus affect the delivery of educational services.

**(c) How does policy implementation link to better learning outcomes?**

Table 10 shows that SC contributions are significantly associated with the pass rate in graduation examinations, even controlling for the contexts of individual schools such as the education and experience of the school director. The utilization of student assessment results (CEP results) also has a significantly positive association with learning outcomes. The common view on the implementation of commune roles also shows a positive association, although the association becomes statistically insignificant when adding it into the model with the other two variables relating to SAA (column 4). The association between SC contributions and the use of student assessment results remains significant even when they are estimated together.

The model also controls for education quality variables, which are assumed to be less affected by the role of COGES in the current country context, such as teacher-student ratio and teacher qualification. However, the analysis showed that these relationships are not statistically significant. Of the other possible relationships, the DEO chief's experience in that position and in working in educational organizations has a positive association with the pass rate. This seems to reflect the important role of DEO inspectors in insuring education quality.

Regarding the variables for other non-policy elements, the pass rate is higher for the schools where more parents speak French. The coefficients on the diversity of ethnicity, the share of children from poor households, and the proportion of not enrolled children have a negative association as expected, though this is not significant.

## **Section 5: Summary and Implications for Policies, Implementation, and Monitoring**

This paper examined the implications for better learning in primary education in Burkina Faso of the quality of policy intents and their implementation in SBM processes. Here, a new analytical policy tool developed by the World Bank and its partners on the basis of evidence of international good practice, the SABER-School Autonomy and Accountability (SAA) model, was adapted to the Burkina Faso context.

For the quality of policy intents, relevant official documents from 2013 were reviewed in the light of the rubric indicators of the SABER-SAA, and scored on a scale of one to four. Compared with the previous assessment carried out in 2011, the 2013 snapshot indicates that Burkina Faso has improved the quality of its policy on the role of school councils in school governance by officially approving the 2013 guidelines that specify the organization and procedures of COGES for nationwide dissemination. Other than the use of a school councils' own voluntary revenues, autonomy in budget or personnel management is decentralized not to schools but to communes, except for teacher salaries, which are still centralized. As commune representatives are also on COGES boards, this decentralization to communes can be considered to be progress in raising the quality of policy on school autonomy. Regarding the dissemination of student assessments, which is an important policy for school accountability on learning results, the policy is advanced in relation to the frequency of standardized assessment, but is as yet emerging in respect of its use in schools to drive pedagogical changes.

In the next stage, that of examining the quality of policy implementation, we used data

collected in 2013 from various level actors in the four regions, including rural school directors, SCs, and sub-national authorities. In summary, the survey data indicated that there are differences between policy intent and implementation, as well as in the degree of policy implementation. First, despite the 2008 decree that established COGES, the 2013 survey data found COGES only in the regions supported by the technical assistance project (PACOGES), and not in the other regions. Second, among established COGES there are also differences as to whether and to what extent they are functional. The degree of functionality of COGES, as measured by community and parental voluntary contributions to schools, is significantly associated with the variables relating to the implementation of procedures in COGES, such as the holding of a general assembly and organizing the federation of COGES while controlling for the community context such as French-speaking ability, ethnic group composition, and so on. These indicators of the functionality of COGES also significantly explain the differences in delivered education services such as textbooks, supplementary lessons, and learning achievement, while at the same time allowing policy makers to control for provincial and community contexts, and for the education and experience of school leaders. In addition, the indicator used to assess the differences in the use of student assessments is also positively related to learning achievement, and the indicator of the common views of stakeholders on decentralization shows a significant positive association with the functionality of COGES and the availability of supplementary lessons.

Our analyses confirm that, in the current context of rural Burkina Faso, enhancing the policy implementation role of the COGES and the functions of participatory COGES, along with an increase in their linkages with subnational administrations and the use of student assessment information, is potentially important for better education services and learning results. Overall, it is consistent with a basic assumption of SABER-SAA, which looks at the quality of policies and their alignment regarding school councils, assessment, and autonomy, to make a school-based management (SBM) system work for better education results.

More specifically, the implications for policies and implementation, taking into consideration the findings of this paper and other relevant studies, have been spelt out for Burkina Faso. With respect to further areas for study in this context, it should be noted though that our statistical data have some limitations. First our data was limited to rural areas, mainly came from two regions (6 provinces), and focused on schools which have Grade 6 students, thus the results cannot be generalized nationwide or for schools that do not offer a full range of grade levels. Second, our data are cross-sectional. Our analysis was limited to measuring the degree of policy implementation among stakeholders to understand their associations with other policy factors and better education results, while controlling for non-policy factors that make potentially results biased, such as the social contexts surrounding schools. Finally, our findings should not be interpreted as being *causal* because we did not conduct any experimental design. Such an approach was not applicable to our purpose, which was to assess both the intent and implementation of national policies.<sup>21</sup>

The implications for policies and implementation can be summarized as follows:

***Implication 1: Enhancing implementation of the procedures for functional COGES.***

The importance for an established COGES<sup>22</sup> to be “functional” should be emphasized as part of the training and guidance to schools and communities with local authorities, as in the government plans to conduct a series of nationwide training sessions over the next few years

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<sup>21</sup> There exists an experimental impact evaluation study of the effect of COGEs conducted for one province in the earlier phase (2009-2011) of piloting the COGES model (see Kozuka and Sawada 2014 for details). We conducted a joint seminar in Ouagadougou to present the results of both that impact evaluation study and our study of SAA policy implementation as inputs to comprehensive discussions among country stakeholders about policy implications.

<sup>22</sup> The main purpose of our research was to analyze the quality of implementation of policies and procedures (not just the simple fact whether a COGES had been established or not), and our survey data do not allow analysis of the relationship between the establishment of a COGES and education results, since the existence of COGES depends on the region and there is no difference among schools within the same region. However, there are a few other studies that indicate the significance of establishing a COGES. For example, the impact evaluation in the first year of the PACOGES 1 (in 2010/11) found a significantly lower repetition rate and better teacher attendance for the treatment schools (where a COGES was established), as compared with the control schools (Kozuka and Sawada 2014). According to the data from the 2012 standardized learning assessment (EAS), the mean test score is slightly higher for schools with a COGES than for the others (statistics provided by DEP, MOE in February 2014). Shibuya (2014) also showed the good progress made by the two PACOGES regions from 2008 to 2011 in regard to the trends of regional primary completion rates compared to the national averages.

(Government of Burkina Faso and JICA 2014). The issues and differences in the functionality of a school council have been also pointed out by a few earlier studies, with the school council defined as a Parental Association (PA). For example, the World Bank (2007) pointed out that PAs were found to be unrepresentative of the community of parents, and dysfunctional in terms of financial management, due to their structural weaknesses (they are civil organizations subject to public control in theory but not in practice), insufficient capacity, and a lack of accountability. CONFEMEN (2009) differentiated between active and inactive PAs, and found a positive effect from an “active” PA in relation to 5<sup>th</sup> Grade student learning in the regression analysis of the 2006/2007 PASEC scores. Although our survey data could not capture this, any risk of competition between PAs and COGES (De Grauwe and Lugaz 2007) should be mitigated by clarifying to parents, at a series of nationwide training sessions, the participatory structure and roles of COGES and their wider range of stakeholders that are aiming at improving the education results of local children.

***Implication 2: Enhancing implementation of decentralization to mayoral offices.***

Our analysis indicated differences in the policy implementation of the autonomy decentralized to communes, for example in terms of stakeholder opinions on who has the responsibility for personnel management and the availability of school information.<sup>23</sup> In districts where both the mayoral office (decentralized authority) and the district education office (the deconcentrated branches of the MOE) share the opinion that where the commune has the responsibility for teacher deployment within the district, schools tend to have a more functional COGES. The government has been taking measures to enhance the administration capacity of mayoral offices, for example, gradually seconding staff from Education Ministry District Offices

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<sup>23</sup> On the weak implementation of decentralization, Mahieu and Yilmaz (2010) also found that in Burkina Faso, “local governments have a very low degree of discretionary power accompanied with weak accountability towards citizens at all levels” (329), from their review of the literature and qualitative interviews with local authorities and community members. Dafflon and Madies (2013) point out the insufficient administrative and management capacity of commune secretary generals, and of the government officials working for the communes.

(DEOs) to this level,<sup>24</sup> and an administrative reform is also planned for the DEOs.<sup>25</sup> It should be important for the MOE's COGES unit, as well as others, to be closely involved in the progress of this transition and to help both DEOs and communes develop clear and shared views of the division of their roles and collaboration. This would enable them to guide and facilitate COGES and schools to be more functional in these roles.

***Implication 3: Improving the use of student assessments in both policy intent and implementation for mobilizing the efforts of communities to work with schools toward better learning goals.*** While national level policy does not clearly state or define the procedures on how each school receives and uses student assessment information for its pedagogical, operational, and personnel functions, some regional and provincial initiatives seem to exist and go beyond policy intent.<sup>26</sup> Our data also show that schools that, according to the school director, have and use such assessment information, tend to receive larger contributions from their COGES and APE, and this also relates to better learning results. The revision of the COGES guidelines is intended to suggest that the improving of learning results should be a target of COGES action plans, and it provides examples on how rural communities can better understand the meaning of the pass rate of the CEP exam, as well as what solutions can be discussed to improve these results at general assemblies. While it is important to strengthen the capacity of COGES and schools to discuss student assessment results, there should also be a need and operational role for the central ministry and its sub-national offices to improve the management and provision of student assessment and school data, so that each school, COGES, and district office can better analyze and use these data. School-level data on assessment results (e.g. pass rates in the graduation exam), educational inputs, and community participation should help and encourage schools and their stakeholders to cooperate with each

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<sup>24</sup> *Source:* Interviews at various offices in Burkina Faso, March-April 2013.

<sup>25</sup> The government and the World Bank are preparing a new program, the *Public Sector Modernization Program*, which includes a sub-component on enhancing administrative deconcentration, and decentralization for primary education among other proposals (World Bank 2014).

<sup>26</sup> This is according to the REO who participated in the seminar held in December 2013.

other and learn valuable lessons so that they can more easily develop solutions and implement activities for quality improvement.

***Implication 4: Continuing the monitoring of policy implementation to assess the opportunity to adjust policy intents and the means of supporting better implementation.*** As the government plans various education reforms, there can be a change over the time in the value of the indicators that can capture the differences among schools and local administrations in the policy implementation of COGES systems, decentralization, and the use of assessment. In this situation, their explanatory significance for education results may also change. It should be useful to continue monitoring, in the next few years, the changes in the values of key indicators and variables, and to assess the differences in policy implementation that need to be tackled to achieve better learning goals. The data for such monitoring may come from existing regular statistical surveys as well as administrative reporting, although their instruments (e.g. the formats of reporting and of questionnaires) and the associated management of information would require improvements in practice.<sup>27</sup>

It should be also noted that there are policy actions whose effects have not been analyzed in this paper. This was generally because the policy intent was assessed as latent, and/or it was likely that there were few stakeholders that would go beyond the policy intent as

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<sup>27</sup> For example, while the questionnaires for the MOE's annual school survey and the semi-annual learning survey include several questions about COGES and APE, there seems to be room to improve the dissemination of the database for wider use, and the scope of variables to measure policy implementation. Regarding administrative reporting, for example, although there are format for reporting overall supervision visits to schools, the template could include a few more check points on COGES. These might relate not only the availability of a school action plan, but also its functionality. Meanwhile, the use of the template and the visits themselves should be enhanced. The use of administrative reports as a means of sharing information with COGES is another important point: not only for documents directly related to COGES, such as the summary of action plans and progress reports, but also documents containing other school information. These can be useful for COGES and local administrations in their quest to be more functional for better learning. For example, the report of actual teaching hours was not often available in our sample schools or district offices, and only a few district offices have compiled this information satisfactorily for each school within their district in order to compare the performance of each school. If this kind of information were more available and shared with mayoral offices and the Federation of COGES (CCC), it could improve the accountability of schools and teachers, and each COGES may be able to participate more actively in the monitoring and the solving of issues concerning teaching hours, and also learn from good practices from other schools and COGES through the Federation, for example.

a result of existing pilot programs or their own initiatives. Such policy action areas include decentralization of teacher salary management, selection of textbooks, and operational school grants sent directly to the account of the school council. Given that there is room to improve the degree of implementation of the current policies, as shown in this paper, the country may want to first focus on implementation of the current policies, taking into consideration the different local and school contexts, before moving further into decentralization. At the same time it could start a discussion about the possibility of introducing those other actions in pilot programs or, if these already exist, evaluate the outcomes for wider implementation.<sup>28</sup>

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<sup>28</sup> Furthermore, increasing the autonomy of schools in personnel and budget management beyond the current level of decentralization to municipalities may require caution in a country like Burkina Faso. While the SABER policy rubrics do show a higher score if policies intend that schools or school councils have such responsibilities, there could be different implications, depending on a country's development stage and the level of education. For example, Hanushek et al. (2011) suggest that autonomy affects student achievement negatively in developing or low-performing countries, but positively in developed and high-performing countries, based on a panel dataset from PISA tests (2000-2009) for 15 year-old students in 42 countries. More evidence is expected as the new PISA for Development is planned to be tailored more adequately for developing countries.

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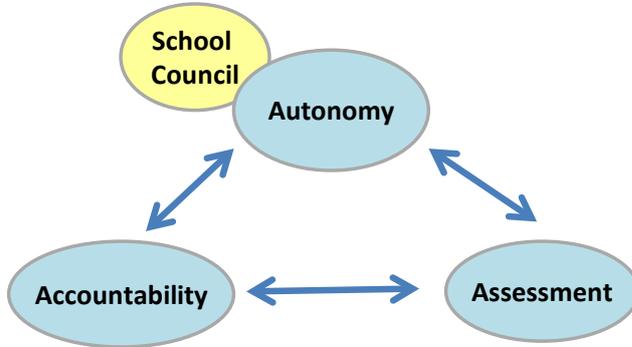
## Abbreviations and Acronyms

Abbreviation/Acronym	Definition [French-English]
AME	[Association des Mères Educatrices] Mothers' Association
APE	[Association des Parents d'Elèves] Parents Association
CCC	[Coordination Communale des COGES] Commune Level Federation of COGES
DEO	[Circonscription d'Education de Base: CEB] District Education Office (usually one per commune)
CEP	[Certificat d'Etudes Primaires] Primary school degree (based on examination)
CFA/FCFA	West African CFA franc: the currency shared by 8 western African countries, including Burkina Faso
CH	[Compositions Harmonisées] Provincial Standardized Students Assessments
COGES	[Comité de Gestion de l'Ecole] School Management Committee
Commune	Smallest territorial division of government. Headed by an elected mayor. There can be several villages in a rural commune
CONFEMEN	[Conférence des Ministres de l'Education Nationale] French Speaking Countries Education Ministries Conference
Decentralization	In Burkina Faso's context, decentralization is the transfer of power to an elected authority. Only communes and regions are managed by an elected authority
Deconcentration	In Burkina Faso's context, deconcentration is the transfer of power to any lower level administrative authority (region, province, commune, and so on) which still retains a hierarchical link with central authorities
DEP	[Direction des Etudes et de la Planification] Planning and Studies Directorate of the MENA
EAS	[Evaluation des Acquis Scolaires] National Learning Assessment Survey
GA	General Assembly
MATD	[Ministère de l'Administration Territoriale et de la Décentralisation] Ministry of Territorial Administration and Decentralization
MOE	Ministry of Education [Ministère de l'Education Nationale et de l'Alphabétisation (Ministry of Literacy and National Education, formerly called MEBA)]
PASEC	[Programme d'Analyse des Systèmes Educatifs] Education Analysis Program of the CONFEMEN
PACOGES	[Projet d'Appui aux COGES] School Management Committee Support Project

PDSEB	[Programme de Développement Stratégique de l'Education de Base] National Basic Education Strategy and Program
PEO	Provincial Education Office [Direction Provinciale de l'Education Nationale et de l'Alphabétisation : DPENA (formerly called DPEBA)]
REO	Regional Education Office [Direction Régionale de l'Education Nationale et de l'Alphabétisation : DRENA (formerly called DREBA)]
SABER	Systems Approach for Better Education Results
SABER-SAA	School Autonomy and Accountability Domain of SABER
SC	School Council. This term is used in the SABER-SAA tool and it is defined as an institutional body that may include parents, community members, teachers, and the school director. In some countries, it may be called a School Management Committee or School Board. Depending on the country context, a Parent Teacher Association (PTA) could also be regarded as an SC for the purpose of data collection and analysis (For definitions of terms used in the SABER-SAA, please also see the Glossary in the World Bank publication (2014), "Data Collection Instrument for SABER – SAA")
SD	School Director

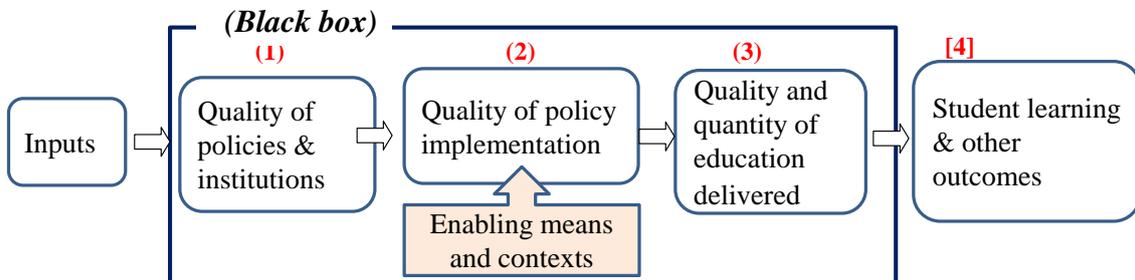
## Figures and Tables

**Figure 1. The 3 A's Model of School Based Management**



Source: Adapted from Arcia et Al. (2011).

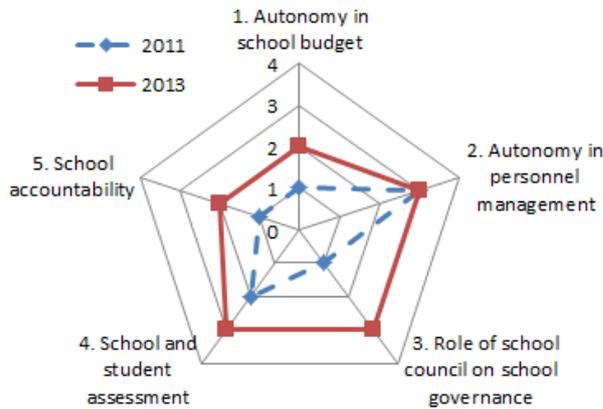
**Figure 2. SABER and Result Chain for Learning**



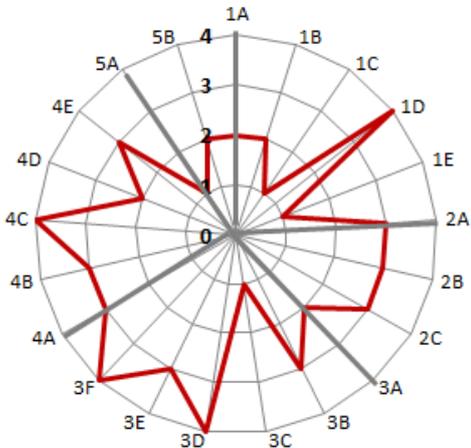
Note: The authors added the box (S) on means and context to the original figure in Rogers and Demas (2013).

**Figure 3. The Intent of the policies on SAA, Burkina Faso, 2011 and 2013**

**(a) 2011 and 2013 by Policy Goal**



**(b) 2013 by Sub-indicator**

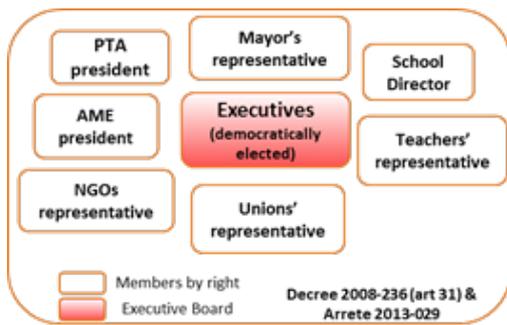


Source: World Bank 2012 for 2011, Prepared by the authors for 2013.

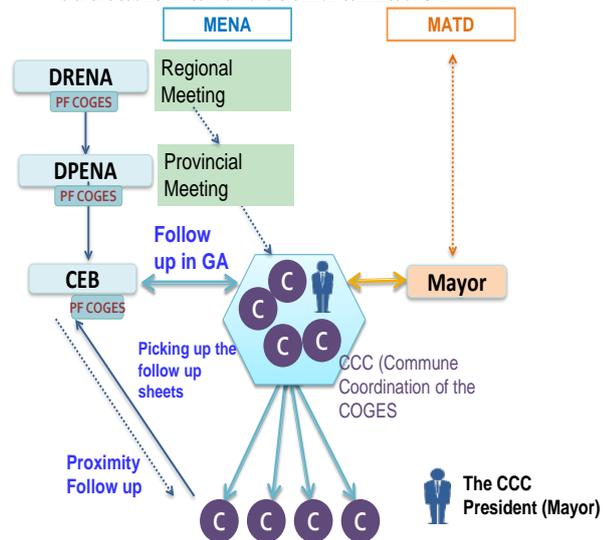
Note: The scale ranges from 1 to 4 (from latent to advanced). While the five policy goals (key indicators) remained the same between the 2011 and 2013 SABER SAA policy rubrics, the sub-indicators have seen some changes (see Annex 1 for details). For example, the sub-indicators 5C to 5E are new additions in the 2013 policy rubrics, and thus were not available at the time of the preparation of this research. Thus these are not included here. The school council was defined as being the APE in 2011, and the COGES in 2013.

**Figure 4. The Organizational Structure of COGES**

**(a) Composition of the COGES Board at each school**



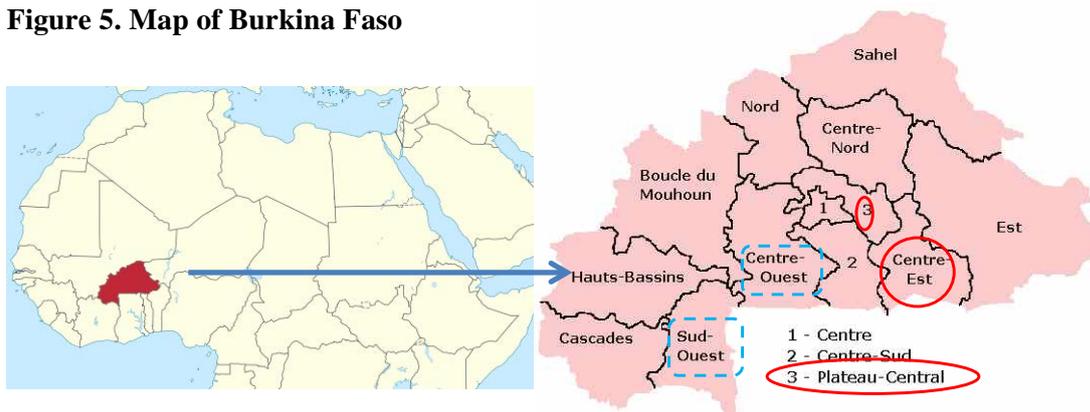
**(b) COGES in relation to the administration of education and decentralization**



Source: PACOGES.

Notes: C: COGES. PF: Focal point. GA: general assembly. DRENA, DPENA, CEB: regional, provincial, district education offices, respectively.

**Figure 5. Map of Burkina Faso**



Source: Wikimedia Commons.

Note: The map shows the regional boundaries. This paper mainly used data collected in the 2 circled regions.

**Figure 6. COGES Yearly Progress Report for a School (example)**

CEB Kogho  
Ecole Tensobtenga

Bilan des activités 2010-2011

N°	Activités Programmées	Activités Réalisées	Taux de réalisation %	Montant prévu	Montant mobilisé			Total	Taux	Observations
					Capacité budgétaire	Contribution des parents	Aides extérieures			
01	Construction hangar à la cuisine	un hangar est réalisé à la cuisine	100%	15000F	15000F	Montant main d'œuvre 4000F	RAS	15000F	100%	Satisfaisant
02	Nettoyage de la cour de l'école	La cour de l'école a été nettoyée	100%	13250F	13250F	main d'œuvre 3000F	RAS	13250F	100%	
03	Organisation de deux examens blancs	Deux examens blancs ont été organisés	100%	106400F	54000F	visites encouragement 00	RAS	54000F	50,75%	Satisfaisant
04	Construction de murs de deux logements	un logement a été clôturé	33,33%	108000F	36000F	ramassage de briques main d'œuvre 15000F	RAS	36000F	33,33%	déficit financier
Total	04	03	83,33%	342650F	118250F	32000 main d'œuvre	RAS	118250F	43,73%	déficit financier

COGES-04/PCAB | Tensobtenga  
bilan

Source: 2013 survey team.

Note: The activities are listed with the implementation rate, budget, and remarks.

**Table 1. SABER-School Autonomy and Accountability (SAA) Policy Goals and Policy Actions**

	[1] Policy goals and actions	[2] Degree and scope of policy goals
<b>Autonomy</b>	<b>1. Budget planning and management</b> 1A: Operational budget 1B: Non-teaching staff salaries 1C: Teacher salaries 1D: Raise additional funds for the school 1E: Collaborative budget planning	- What level has the authority? (Central → regional → schools/community)  - Can school raise additional funds and from what sources? (None → local → any sources)
	<b>2. Personnel management</b> (appointment and deployment) 2A: Teacher 2B: Non-teaching staff 2C: School principal	- What level has the authority? (Central → regional → schools/community)
<b>School Council</b>	<b>3. Role of the school council</b> (participation in): 3A: Budget preparation 3B: Financial oversight 3C: Personnel management 3D: School activities (by volunteers) 3E: Learning inputs* 3F: Transparency in participation	- Does the school council have a role? To what extent? (No → voice → responsibility, oversight)  - Are there formal manuals for organizing volunteers to perform activities? What is addressed? (No → Yes (for implementation → planning → evaluation))  - Are there manuals for the open election of school council members and for general assemblies? (No → Yes (for general assemblies → open election → term limits or regular schedule of elections))
<b>Assessment and Accountability</b>	<b>4. School and student assessment</b> 4A: School assessment 4B: Use of school assessments for making school adjustments 4C: Standardized student assessments 4D: Use of standardized student assessments for adjustments 4E: Publication of student assessments	- How often is school performance assessed using the MOE's criteria? (Not on regular basis → every few years → every year)  - Do schools use school/student assessments? (No → may use → must use)  - How often do students participate in standardized assessments?  - Who is mandated to receive assessment results? (None → central/regional → schools → online)
	<b>5. School accountability</b> 5A: Guidelines for the use of results of student assessments 5B: Analysis of school and student performance 5C: Financial accountability 5D: Accountability in school operations 5E: Degree of learning accountability	- Do guidelines exist for the use of student assessment results? Which levels do these guideline concern? (central → regional → schools)

*Source:* Prepared by the authors using the World Bank Rubric for SABER-SAA (May 2013 version), Questionnaire for SABER-SAA (Feb 2014 version), and Demas and Arcia (2015).

*Note:* \*The definition of learning inputs is as follows “any inputs related to students' learning: students' attendance, curriculum, priority subjects, non-core subjects, teaching textbooks /learning materials, teachers' time on task, and tutoring before/after normal class.” (World Bank 2014, SABER SAA Data collection instrument 2.0).

**Table 2. The Intent of Policy Goal 4 for Schools and the Frequency of Student Assessment**

Type of assessment	Frequency	Target schools or students
CEP (graduation exam)	Every year	All students of CM2
Provincial standardized assessment	Every trimester <sup>a</sup>	All students in all grades
National learning assessment survey (EAS)	Every few years	Nationwide representative sample schools and students in specific grades
PASEC (Education Analysis Program of the CONFEMEN)	Every several years (2007, 2014)	Ditto.

Note: a: Depending on PEOs.

**Table 3. Differences in the Implementation of Policy Goal 3**

Policy action	Variables for measuring the implementation	Policy Intent <sup>a/</sup>	Implementation
Overall	% of schools with COGES	100%	100%
	% of schools with the plan of action by COGES	100%	93%
	% of schools with the action plan setting the target of improving the graduation exam results	n/a	78%
3D: Community participation in school activities: plan, implement, evaluation	% of schools with the scope of funding sources including non-parent community members	[100%]	56%
	% of schools with the COGES financial report	100%	79%
	% of schools with the progress report of the action plan	100%	73%
	% of schools with the progress report shared among all stakeholders	100%	42%
	Average number of activities included in COGES and APE action plan	>0	5.8
	Average amount of contribution by COGES & APE in 2011/12 (1,000 CFA)	>0	391
	Average amount of contribution by COGES & APE per G6 student in 2011/12 (1,000 CFA)	>0	7.5
	% of schools with the 50% or more implemented action plan of COGES and APE	n/a	58%
3F: Transparency in community participation	% of schools with COGES President-elected	100%	97%
	% of schools with COGES general assembly held in 2012/13 at least once	100%	81%
	% of schools with more than 25% of the parents participated at the last general assembly (GA)	>0	60%
	% of schools with non-parent members participated in the GA of COGES or APE	>0	60%
	% of schools of which COGES action plans were approved in the participatory way at the general assembly	100%	83%
	% of schools with at least one female COGE board member	>0	93%
1E: Collaborative Budget Planning	% of school directors considering that the COGES action plan was used in the formal budget cycle by local or national authorities	[0%]	29%
Union of COGES/APE	% of schools with Union of COGES	100%	60%
	% of schools with Union of APE	n/a	55%
	% of schools with Union of COGES or APE	n/a	61%

Source: 2013 survey data for the 2 PACOGES regions.

Notes: a/ For the policy intent column, the information is based on the 2013 policy assessment. There are two types of variables: (1) % of schools meeting the description noted as a variable (i.e., mean of values of 1 or 0 in percentage), and (2) variables with continuous values. The benchmark is provided in the bracket when the policy intention is not a requirement but rather an option (e.g. number of activities that COGES can contribute to). The total number of observations is 126.

**Table 4. Perceptions on the Actors Responsible for the Implementation of Policy Goals 1 and 2**

Sub-indicator	% of respondents who selected “communes”			
	Intent	SDs	DEOs	Communes
1A: Operational budget: Non-textbook materials (purchase)	100%	37%	60%	93%
2A: Personnel management: Teacher deployment	100%	n.a.	58%	90%

Source: 2013 survey data for 2 PACOGES regions.

Note: n.a.: not available.

**Table 5. Better Implementation of Policy Goal 4 on the Use of Student Assessment Information**

4D	Response by	Sharing results with school		Use of results at school
		Schools that received assessment results	Schools that received assessment results and direct recommendations	Schools that used school assessments to make pedagogical, operational, and personnel adjustments
Graduation exam (CEP)	SD	51%	34%	29%
	DEO	23%	60%	33%
Provincial assessment	SD	40%	37%	29%
	DEO	18%	60%	38%

Source: 2013 survey data for 2 PACOGES regions.

**Table 6. List of Variables**

<b>Variable name</b>	<b>Variable description</b>
<b>Implementation on COGES</b>	
SC' s contribution per G6	Total amount of contribution by COGES & APE per G6 student in 2011/12 (1,000 CFA)
SC's contribution, total	Total amount of contribution by COGES & APE in 2011/12 (1,000 CFA)
SC's implementation rate	Implementation rate of COGES and APE action plan is 50% or above.
General assembly, at least 1 time	COGES general assembly held in 2012/13 at least once
GA-25% or more of parents participated	More than 25% of the parents participated in the last general assembly meeting
GA-non parents participated	For the GA of COGES or APE, non-parent members participated
Progress report shared among all	Progress report of COGES or APE has been shared among all stakeholders
CEP as target indicator	COGES plan sets improving the results of graduation exam as a target indicator.
<b>Implementation on autonomy and assessment</b>	
Commune-DEO common view on commune's roles	Category variable (1 to 4), based on Commune and DEO responses whether commune deployed permanent teachers and/or purchased non textbook materials (1: No common response, 2: Common on materials but not teachers; 3: Common on teachers, but not materials; 4: Communes and DEO commonly responded "yes" on both teachers and materials)
SD-DEO view on use of CEP results by school and receipt of recommendation	Category variable (1 to 8), based on SD and DEO responses on: (a) use of CEP results (whether SD use the CEP result pedagogical, operational, and personnel adjustment (full use); non-personel adjustment only (partial use); or not use) and (b) wheher SD has received the CEP result with recommendation or not. (1: SD or DEO not use without recommendation, 2: SD or DEO not use with recommendation, 3: SD & DEO partial use without recomemendation, 4: SD & DEO partial use with recommenadion, 5: SD-full use but DEO-partial use, without recommendation, 6: SD-full use but DEO-partial use, with recommendation, 7: SD and DEO full use without recommendation, 8: SD and DEO full use with recommendation)
<b>Education service delivery</b>	
Supplementary lessons	Total hours of supplementary lessons for all grades in March 2013
Study at home	More than half of G6 students study 60 minutes or more at home
Science textbook per G6	Total number of the science books per G6 student in 2013
Textbooks per G6	Total number of the books for 4 subjects per G6 student in 2013
<b>Learning outcomes</b>	
CEP pass rate	Pass rate of CEP in 2012 (%)
<b>Supporting means related to COGES</b>	
DEO meetings with SC's representative	Category variable (0 to 2), DEO: frequently meeting with school councils' representative (0: Never, 1: Sometimes, 2: Often)
Union of COGES or APE exists	A union of COGES or APE exists
Commune with teacher information	Commune has information about the number of teachers for almost all the public primary schools
<b>Supporting contexts</b>	
SD-Age	Category variable (1 to 5) on age of SD (1: less than 30, 2: 30-34, 3: 35-40, 4: 40-44, 5: 45 or above)
SD-certified or principal teacher	SD is certified or principal teacher
SD-university or above	SD has University or higher education.
SD-years of work on the current school	SD: years of work on the current school
COGES president-years of work as president	COGES president: years of work as president
COGES president-primary education or above	COGES president graduated a primary or higher schools.
DEO head-years of work on the current position	DEO head: years of work on the current position
DEO head-university or above	DEO head graduated from university
DEO head-worked at other educational administration	DEO head had worked as personnel of other educational administration.
<b>Policy contexts</b>	
Student-teacher ratio	Student-teacher ratio in 2011/12
Share of teachers from SSS or university	Share of teachers graduating senior secondary school or university
Share of permanent teachers	Share of permanent teachers at school
Share of female teachers	Share of female teachers at school
At least one teacher participated in training	At least one teacher participated on in-service training in 2011/12
School started instruction before Oct. 8th	School started instruction of this year (2012/13) before Oct. 8th
Document on teaching hours	Document about official hourly volume per school exists at school
Signature of APE/COGES on the textbook receipt	Signature of APE/COGES is on the receipt of school textbooks
Distance to PEO, less than 50 km	Distance between School and PEO is less than 50 km
Received visits from REO	School received visits from inspectors of DEO in 2011/12
<b>Non-policy contexts</b>	
% of parents with French ability, >10%	More than 10% of the parents can speak French
% of students from economically disadvantaged, >50%	More than 50% of students come from economically disadvantaged homes
Majority ethnic group of parents, >90%	The proportion of the majority ethnic group of parents is more than 90%
% of school age children not enrolled, >20%	More than 20% of school age children in surrounding communities are not enrolled

**Table 7. Regression results on the Functionality of COGES (SC contribution per G6)**

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
<i>Implementation on procedures of COGES</i>										
General assembly, at least 1 time	6.289**									
GA-25% or more of parents participated		4.912***								
GA-non parents participated			6.893***							
Progress report shared among all				4.044*						
CEP as target indicator					6.261***					
<i>Supporting means related to COGES</i>										
DEO meetings with SC's representative						3.578***				
Union of COGES or APE exists							3.095**			
Commune with teacher information								4.433***		
<i>Implementation on autonomy and assessment</i>										
Commune-DEO common view on commune's roles									1.806***	
SD-DEO view on use of CEP results by school and receipt of recommendation										0.948***
Observations	111	111	111	111	111	111	111	111	111	111
pseudo $R^2$	0.042	0.041	0.053	0.039	0.043	0.036	0.035	0.038	0.037	0.036

Note. Tobit Regression. Standard errors are clustered at a commune level. Provincial level fixed effects are included in all models. All models also include the supporting context and non-policy context variables that are listed in Table 8. \*Significant at 10%; \*\* Significant at 5%; \*\*\* Significant at 1%.

**Table 8. Regression Results on the Functionality of COGES**

	(1)	(2)	(3)
	Tobit	Tobit	Probit
	SC' s contribution per G6	SC's contribution, total	SC's implementation rate
<b><i>Implementation on procedures of COGES</i></b>			
General assembly, at least 1 time	3.408*	192.5*	1.262***
GA-25% or more of parents participated	2.173	50.15	0.271
GA-non parents participated	4.198***	213.5***	0.46
Progress report shared among all	3.347	84.09	0.117
CEP as target indicator	4.327***	178.0*	1.308***
<b><i>Implementation on autonomy and assessment</i></b>			
Commune-DEO common view on commune's roles	1.101***	-1.935	0.0645
SD-DEO view on use of CEP results by school and receipt of recommendation	0.349	0.366	-0.0451
<b><i>Supporting means related to COGES</i></b>			
DEO meetings with SC's representative	1.074	41.77	0.276
Union of COGES or APE exists	2.592**	102.0*	-0.357
Commune with teacher information	2.891**	105.6	0.272
<b><i>Supporting contexts</i></b>			
SD-Age	0.273	75.81*	0.149
SD-university or above	-0.838	11.18	0.0287
SD-years of work on the current school	0.386*	-4.632	-0.0311
SD-certified or principal teacher	4.996	312.6*	0.498
COGES president-years of work as president	0.95	88.64**	-0.201
COGES president-primary education or above	-2.275*	-61.34	-0.115
DEO head-years of work on the current position	0.113	-4.187	-0.0797
DEO head-university or above	0.242	48.77	0.445
DEO head-worked at other educational administration	3.699***	214.3***	-0.945**
<b><i>Non-policy contexts</i></b>			
Majority ethnic group of parents, >90%	2.353	72.73	0.459
% of students from economically disadvantaged, >50%	1.348	4.363	0.781**
% of school age children not enrolled, >20%	-0.874	-104	-0.246
% of parents with French ability, >10%	-1.49	3.259	0.204
Constant	-20.46***	-864.1***	-2.777**
Observations	111	111	125
pseudo $R^2$	0.104	0.048	0.358

Note. Standard errors are clustered at a commune level. Provincial level fixed effects are included in all models.

\*Significant at 10%; \*\* significant at 5%; \*\*\* significant at 1%.

**Table 9. Regression Results on Education Service Delivery**

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
	Supplementary lesson				Study at home				Science textbook per G6				Textbooks per G6			
<b>Implementation on COGES</b>																
SC' s contribution per G6	1.965**			1.544*	0.0489***			0.0403**	0.0198**			0.0141	0.0586***			0.0578**
<b>Implementation on autonomy and assessment</b>																
Commune-DEO common view on commune's roles		10.02**		7.532		0.0861		0.00449		0.145		0.119		0.0455		-0.111
SD-DEO view on use of CEP results by school and receipt of recommendation			5.184	3.533			0.261***	0.231***			0.0444	0.0365			0.124	0.073
<b>Policy contexts</b>																
School started instruction before Oct. 8th	19.75	18.66	21.27*	18												
Document on teaching hours	16.11	17.71	18.87	18.02												
Signature of PA/COGES on the textbook receipt									0.295*	0.316**	0.354**	0.209	0.595	0.768*	0.71	0.59
Distance to PEO, less than 50 km									0.416	0.281	0.245	0.38	0.537	0.2	0.131	0.488
Received visits from REO									0.167	0.00938	0.00849	0.244	1.235**	0.448	0.562	1.292**
<b>Supporting contexts</b>																
SD-Age	-2.843	-1.59	-3.885	-3.85	-0.0268	-0.0826	-0.215	-0.14	-0.03	-0.0652	-0.086	-0.0398	0.0278	-0.1	-0.139	0.00426
SD-university or above	25.95*	24.25*	19.26	23.39*	-0.0103	0.000135	-0.174	-0.192	-0.242	-0.358*	-0.405*	-0.272	-0.387	-0.673**	-0.775**	-0.448
SD-years of work on the current school	-0.99	0.458	0.0532	-0.816	-0.0364	-0.0204	-0.0287	-0.0422	0.0245	0.0499	0.0477	0.0246	0.0341	0.0849	0.079	0.0296
SD-certified or principal teacher	-49.18	-46.59	-40.12	-42.61	0.274	0.829	1.250**	0.712	-0.0546	0.0172	0.103	0.0337	0.0144	0.067	0.232	0.129
COGES president-years of work as president	6.347	1.705	2.99	6.157	0.338	0.342*	0.412**	0.349	-0.343***	-0.19	-0.167	-0.345***	-0.668**	-0.471*	-0.449*	-0.651**
COGES president-primary education or above	8.091	3.314	6.607	9.526	-0.512*	-0.619**	-0.501*	-0.394	-0.184	-0.246	-0.221	-0.136	-0.0634	-0.201	-0.0895	0.00221
DEO head-years of work on the current position	-2.292	-3.38	-2.134	-2.768	-0.00499	-0.0268	-0.0105	0.00982	0.0533	0.0492*	0.0651**	0.0481	0.0928	0.116	0.129	0.108
DEO head-university or above	0.486	-2.418	-7.26	-4.203	-0.259	-0.0421	-0.264	-0.473	0.141	0.0192	0.034	0.056	0.218	-0.0631	-0.153	0.197
DEO head-worked at other educational administration	-17.45	-15.1	-10.76	-13.72	0.353	0.416	0.707**	0.647*	0.263	0.314	0.374	0.309	0.607	0.685	0.83	0.706
<b>Non-policy contexts</b>																
Majority ethnic group of parents, >90%	27.94	22.75	23.63	27.89	-0.299	-0.24	-0.225	-0.298	-0.213	-0.185	-0.143	-0.228	-0.475	-0.412	-0.371	-0.416
% of students from economically disadvantaged, >50%	-26.99**	-20.56*	-20.68*	-25.08**	0.512*	0.538**	0.619**	0.583*	-0.117	-0.099	-0.123	-0.0837	-0.674	-0.786*	-0.763*	-0.682
% of school age children not enrolled, >20%	16.78	14.03	19.48	12.29	-0.0427	-0.11	-0.0933	-0.074	-0.223	-0.246	-0.197	-0.277	0.803**	0.738*	0.730*	0.841*
% of parents with French ability, >10%	14.83	10.14	10.92	13.25	0.635**	0.479**	0.599**	0.707**	-0.0292	-0.133	-0.142	-0.0555	-0.293	-0.585	-0.623	-0.307
Constant	34.03	35.12	46.37	15.91	-1.724**	-1.790***	-2.152***	-2.087**	1.188***	0.885*	1.067**	0.945**	3.414***	4.187***	4.094***	3.501***
Observations	107	122	122	107	111	126	126	111	103	111	111	103	103	111	111	103
pseudo R <sup>2</sup>	0.028	0.024	0.024	0.031	0.157	0.122	0.192	0.215	0.132	0.134	0.13	0.138	0.088	0.076	0.078	0.09

Note. Probit regression for study at home. Tobit regression for the other dependent variables. Standard errors are clustered at the Commune level. Provincial level fixed effects are included in all models. \*Significant at 10%; \*\* significant at 5%; \*\*\* significant at 1%.

**Table 10. Tobit Regression Results on CEP Pass Rates**

	(1)	(2)	(3)	(4)
	<b>CEP pass rate</b>			
<b><i>Implementation on COGES</i></b>				
SC' s contribution per G6	1.039**			0.729*
<b><i>Implementation on autonomy and assessment</i></b>				
Commune-DEO common view on commune's roles		5.967**		3.917
SD-DEO view on use of CEP results by school and receipt of recommendation			3.920**	3.164**
<b><i>Policy contexts</i></b>				
At least one teacher participated in training	-1.836	0.561	-1.693	-1.181
Share of permanent teachers	4.119	3.979	2.618	4.667
Share of female teachers	1.219	3.955	0.834	-2.097
Student-teacher ratio	0.0388	-0.0853	-0.0235	0.0331
Share of teachers from SSS or university	-0.0345	-1.208	-4.604	-2.844
<b><i>Supporting contexts</i></b>				
SD-Age	-1.712	-2.576	-3.83	-2.67
SD-university or above	-6.598	-6.892	-8.849	-8.514
SD-years of work on the current school	0.301	0.882	0.677	0.371
SD-certified or principal teacher	-6.572	0.223	2.547	-0.539
COGES president-years of work as president	-3.268	-1.779	-2.542	-3.643
COGES president-primary education or above	-3.948	-6.392	-2.543	-1.985
DEO head-years of work on the current position	2.366*	1.98	2.779**	2.343**
DEO head-university or above	2.388	-1.135	-1.947	-1.239
DEO head-worked at other educational administration	10.91	12.36	15.88*	15.53*
<b><i>Non-policy contexts</i></b>				
Majority ethnic group of parents, >90%	-10.76	-12.51	-9.082	-11.12
% of students from economically disadvantaged, >50%	-3.942	-3.553	-2.924	-2.401
% of school age children not enrolled, >20%	-2.608	-3.557	-1.264	-4.368
% of parents with French ability, >10%	13.71**	12.19**	12.37**	12.97**
Constant	59.41**	54.93**	66.30***	50.56**
Observations	108	108	108	108
pseudo $R^2$	0.041	0.039	0.042	0.049

*Note.* Standard errors are clustered at a commune level. Provincial level fixed effects are included in all models.

\*Significant at 10%; \*\*significant at 5%; \*\*\*significant at 1%.

## Annex 1a. The Intent of SABER-SAA Policies for Burkina Faso, 2011/2012

<b>Policy Goal 1: School Autonomy in the Planning and Management of School Budgets is <i>Latent</i></b>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
1A. Legal authority over management of the operational budget	Emerging ●○○○	Legal management authority over the operational budget was delegated to the commune level in 2009.
1B. Legal authority over the management of non-teaching staff and teacher's salaries	Latent ●○○○	Non-teaching staff and teacher's salaries are determined by the central government's salary scale.
1C. Legal authority to raise additional funds for the school	Latent ●○○○	School budgets are transferred from the central government to the CEBs and communes. Funds raised by APEs (Parents' Associations) are not included in school budgets.
<b>Policy Goal 2: School Autonomy in Personnel Management is <i>Established</i></b>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
2A. School autonomy in teacher appointment and deployment decisions	Established ●●●○	A 2009 decree transferred autonomy over human resources in primary education to the communes. Teachers are deployed through the deconcentrated organizations of DRENA, DPENA, and CEB. School directors have no autonomy over teacher appointment and deployment decisions.
2B. School Council's role in teacher tenure, transfer, or removal	Emerging ●●○○	Stakeholders, including the APEs, can request the transfer of a teacher, but the final decision is the responsibility of the respective regional or local government.
2C. Autonomy in the hiring and firing of principals	Established ●●●○	CEB nominates candidates for school director and commune mayors approve them. However, the firing of school directors is done not by the communes, but by the central government.
<b>Policy Goal 3: Participation of the School Council in School Finances is <i>Latent (SC defined as APE)</i></b>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
3A. Participation of the school council in budget preparation	Latent ●○○○	APEs are not expected to participate in the preparation of school budgets.
3B. School council's authority to approve the school budget	Latent ●○○○	APEs are not expected to participate in the approval of school budgets.
3C. Manual for the participation of the school council in school finances	Latent ●○○○	The decree that established the APEs in 1987 defined their role as advisory, with supportive functions. The decree did not state that APEs were expected to participate in the preparation of school budgets.
3D. Role of the school council in budget implementation	Latent ●○○○	APEs have no legal role in the implementation of school budgets.
3E. Use of the budget prepared with the school council's participation	Latent ●○○○	APEs are not expected to participate in monitoring the use of school budgets.

<b>Policy Goal 4: School and Student Assessments are <i>Emerging</i></b>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
4A. Existence and frequency of school and student assessments	Emerging ●●○○	CEB inspectors conduct school assessments. Student assessments include non-standardized tests at the end of each semester and exit examinations, such as the CEP, in specific grades every year.
4B. Use of school assessments for making school adjustments	Emerging ●●○○	CEB inspectors conduct school assessments; however, the results are used internally and are not made public. MENA conducts analysis of student assessments. The information is shared by inspectors at the regional and local/ municipal levels for pedagogical reflection.
4C. Frequency of standardized student assessments	Advanced ●●●●	There are exit examinations every year in specific grades, such as the CEP (grade 6), BEPC (grade 10), and BAC (grade 13). These exams target all students in the respective grades in the country. In addition, there is a national assessment of learning achievement using national representative samples.
4D. Use of student assessments for pedagogical and personnel adjustments	Emerging ●●○○	MENA conducts analyses of student assessments. This information is shared by inspectors at the regional, municipal, and local levels for pedagogical reflection.
4E. Publication of school and student assessments	Emerging ●●○○	The results of student assessments such as the CEP are made public, but those of school assessments are only available to educational authorities.
<b>Policy Goal 5: Accountability is <i>Latent</i></b>		
<i>Indicator</i>	<i>Score</i>	<i>Justification</i>
5A. Guidelines for the use of school and student assessments by the school council	Latent ●○○○	The results of student assessments are made public, but those of school assessments are only available to educational authorities, not the APE.
5B. National or regional systems of educational assessments	Established ●●●○	MENA analyzes standardized assessments such as the CEP and shares the results with regional, municipal, and local levels. In that sense, national and regional systems of educational assessments exist and their results are used.
5C. Comparisons of school and student performance reports	Emerging ●●○○	Regarding standardized assessments such as the CEP, comparisons are made among different types of schools, regions, and previous years.
5D. School council has authority to perform financial audits	Latent ●○○○	The APE has no authority to perform financial audits.
5E. Manual for the participation of school councils in school audits	Latent ●○○○	The APE has no authority to perform financial audits.

Source: World Bank (2012) SABER Country Report for Burkina Faso, 2011/2012. Note: APE – Association des Parents d’Elèves; BAC – Baccalauréat; BEPC – Brevet d’Études du Premier Cycle; CEB – Circonscription de l’Éducation de Base; CEP – Certificat d’Études Primaires; DPENA – Direction Provinciale de l’Éducation Nationale et de l’Alphabétisation; DRENA – Direction Régionale de l’Éducation Nationale et de l’Alphabétisation; MENA – Ministère de l’Enseignement de Base et de l’Alphabétisation.

**Annex 1b. The Intent of SABER-SAA Policies for Burkina Faso, 2013**

<i>Indicator</i>	<i>Score</i>	<i>Justification</i>	<i>Documents</i>
<b>Policy Goal 1: School Autonomy in the Planning and Management of School Budgets</b>			
1A. Legal authority over management of the operational budget	2	Legal management authority over the operational budget (recurrent expenses and stationary) is at the commune level since decentralization, and is subsidized by the central government	#5 (decree) #1, #2, #12 (arrete transferring funds for 2011, 2010, and 2009)
1B. Legal authority over the management of non-teaching staff salaries*	2 (or 4)	Communes are in charge of support staff (thus 2). However COGES can manage service providers (e.g. a guard) if those services are in their action plan (thus a possible 4)	#06 (article 13) (for scoring 2) #15 (for scoring 4)
1C. Legal authority over the management of teacher salaries*	1 (or 2)	Primary school teachers are civil servants seconded to communes. They remain civil servants whose salaries are managed at the central level (thus 1). However, communes can sanction and reward these seconded civil servants as long as it is within the law regarding the employment of civil servants (thus a possible 2)	#14 (Chapter 3 & art. 77) #4 (article 3, 6 &7)
1D. Legal authority to raise additional funds for the school	4	If the school council is understood as being the "school" (the subject used in the rubric), then COGES can raise additional funds from any source (thus 4)	#16 (article 10)
1E. Collaborative budget planning*	1	Operational budget amount is calculated on a per class basis by the central government, and funds are transferred to communes according to the number of lessons in their jurisdiction. In this process, there is no formal system to accept a budget proposal from the school level	#5 (decree) #1, #2, #12 (arrete transferring funds for 2011, 2010, and 2009)
<b>Policy Goal 2: School Autonomy in Personnel Management</b>			
2A. Autonomy in teacher appointment and deployment decisions	3	Initial appointments are done by the REO, then deployments are decided at the lowest possible level, either by the Mayor, PEO or REO depending on the location of the transfer ***	#8 (article 16)
2B. Autonomy in non-teaching staff appointment and deployment decisions*	3 (or 4)	Communes have the legal right to appoint and deploy support staff (thus 3). Theoretically, a COGES can also appoint and deploy service providers if they have the means to do so (thus 4)	#6 (article 13) (for scoring 3) #15 (for scoring 4)

2C. Autonomy in school principal appointment and deployment decisions	3	School directors are civil servants (Instituteur Principaux or Certifies), appointed and deployed by the REO (regional authority) and evaluated by the chief of DEOs. Transfers and removals are decided at the lowest possible level, either by the Mayor, PEO or REO depending on the location of the transfer	#3 (article 27)
<b>Policy Goal 3: Role of the School Council in School Governance (SC defined as COGES)</b>			
3A. Participation of the School Council in budget preparation	2	COGES has a voice in the planning and preparation of non-salary items, either directly in the school action plan, or through the CCC at municipal level. When those items fall under their action plan, they also have final responsibility. However when those items fall under other budgets, the Mayor has final the responsibility	#5, #6 #15
3B. Participation in financial oversight*	3 (or 4)	COGES has legal standing as an organization. Budgets are managed by the Commune. COGES has a voice through CCC but it has no legal oversight (thus 3). However COGES have complete oversight on their own budgets (so 4)	#5 #15
3C. Participation in personnel management*	1	REO, PEO and Communes manage teacher appointments, transfers and removal, not COGES (thus 1)	#7, #8
3D. Community participation in school activities*	4	There are officially approved COGES guidelines for organizing the community, and how to plan, implement, and evaluate activities	#3 #15
3E. Community participation on learning inputs*	3	COGES have the legal authority to voice an opinion and have oversight on some learning inputs (supplementary lessons)	#3 #15
3F. Transparency in community participation*	4	There are provisions for regularly scheduled elections of COGES board members who are limited to a maximum of two 3 year mandates. There are guidelines for calling general assemblies	#3 #15
<b>Policy Goal 4: School and Student Assessments</b>			
4A. Existence of and frequency of school assessments	3	School assessments are done at least yearly by DEO inspectors using a standard form for their assessment	#3 (title III)

4B. Use of school assessments for making school adjustments	3	The SD is given the school assessment report done by the DEO on which there are recommendations for pedagogical and operational adjustments. However, those are not shared with the public. The MOE conducts analyses of student assessments. This information is shared by inspectors at the regional and local/municipal levels for pedagogical reflection	#9 (article 16) #13
4C. Existence and frequency of standardized student assessments	4	CEP and the so-called "compositions harmonisées" - are organized every year at selected grades and throughout the country to assess students' learning. The in-depth "Acquis Scolaires" tests are conducted every few years	#11
4D. Use of standardized student assessments for pedagogical, operational, and personnel adjustments	2	Analyses of results of standardized student assessments (EAS, CH, CEP) are done at different levels of the Ministry of Education (DEP, REO, PEO), and there are various kinds of recommendations on pedagogical, operational and/or personnel adjustments that are handled by different actors. However, the results of analyses and recommendations are not directly sent to schools	#9 (article 10) #10
4E. Publication of student assessments	3 (or 2 or 4)	Depending on the kind of student assessments, the results can be made available only at the top level (central/regional) in the case of EAS, at local levels including schools in the case of CH but not made public, or, in the case of CEP results can be made public. The score of 3 is for CH	PDSEB (for EAS and CH)
<b>Policy Goal 5: Accountability</b>			
5A. Guidelines for the use of results of student assessments	1	There are no guidelines for the use of the results of student assessments	PDSEB (cf. 6.2.4.1 & 6.2.4.3.)
5B. Analysis of school and student performance	2	There are reports comparing student assessment results (EAS, CH, CEP) at the different levels of the MOE (DEP, REO, PEO), but these are not shared with parents	#10 PDSEB plans for publication of results (6.2.4.3.)

*Source:* Prepared by the authors, using the documents and information collected from MOE with the SABER SAA Plus tool developed for this research (see PADECO 2013, Annex 6, for details). For the names of documents, see the tabulated list below.

*Notes:* \* The sub-indicators are new for the 2013 version of the World Bank SABER-SAA rubrics as

compared with the 2011 version (see Annex 1c for details). The sub-indicators of 5C to 5E were not presented here as they are new, and the available information was not enough to score them.

\*\*Scores: 1 stands for Latent, 2 for Emerging, 3 for Established, and 4 for Advanced.

\*\*\*For 2A, the decentralization authority does not capture all dimensions of personnel management, and the policy allows central and local authorities to share these responsibilities. Civil servant teachers on either an open-end or term limited contract (a permanent or contract teacher), are recruited by the central government (the MOE), but a primary school teacher is a regionally based job. This means a primary school teacher can only be deployed within the region of his or her recruitment. All the tests and exams for recruiting permanent or contract primary school teachers by the MOE are done at the regional level (REO). A teacher can ask for a transfer outside the region, but this can be refused. Within the region of a teacher's recruitment, the REO will assign the teacher a first position. Once a teacher is working in a school, any transfer of this teacher within the commune is decided by the mayor on a proposal by the Chief of the DEO. This is decided in the "Deployment Commission" at the commune level. Once a teacher is working in a school, any transfer of this teacher outside the commune is overseen by either the PEO if the transfer is within a province, or by the REO if the transfer is outside the province (and within the region). Any transfer between regions is done at Ministry level, and can only be done if teachers request those transfers, since the job is a regionally based one. Eventual primary school teachers recruited by a commune (civil servants recruited and paid by territorial collectives (regions or communes), are called "territorial civil servants"), and they are deployed within the commune on the sole decision of the mayor. In short, decentralization took away the power of deployment within a commune from the Chief of the DEO, and gave it to the Mayor. However, the mayor can only decide based on the proposal of the Chief of the DEO.

No.	Source Name (original name of documents)
1	Arrêté conjoint n° 2011-0007/MEF/MATD/MENA portant répartition de la somme de dix milliards trois cent un millions sept cent cinquante-neuf mille six cent quatre-vingt-dix (10,301,759,680) francs CFA, représentant les ressources financières transférées en 2011 aux communes en accompagnement des compétences transférées
2	Arrêté conjoint n°2010-093/MEF/MATD/MEBA portant répartition de la somme de neuf milliards cent millions trois cent quinze mille neuf quatre-vingt-treize francs CFA représentant les ressources financières à transférer en 2010 aux communes en accompagnement des compétences transférées
3	Decret n°2008-236/PRES/PM/MEBA/MESSRS/MASSN/MATD portant organisation de l'enseignement primaire
4	Décret n°2009-109/PRES/PM/MFPRE/MATD/MEF portant modalités de mise à disposition des agents de la fonction publique auprès des collectivités territoriales et de gestion de leur carrière
5	Décret n°2009-106/PRES/PM/MATD/MEBA/MASSN/MEF/MFPRE, portant transferts des compétences et des ressources de l'Etat aux communes dans les domaines du préscolaire, de l'enseignement primaire et de l'alphabétisation
6	Arrêté Interministeriel n°2009-022/MATD/MEF/MEBA/MASSN du 5 mars 2009, portant protocole-type d'opérations entre l'Etat et les communes dans le cadre du transfert des compétences et des ressources de l'Etat aux communes dans les domaines du préscolaire, de l'enseignement primaire et de l'alphabétisation
7	Decret n°2006-377/PRES/PM/MFPRE/MEBA/MFB portant organisation des emplois spécifiques du MEBA
8	Arrêté n°2003-00142/MEBA/SG portant organisation et fonctionnement des DREBA
9	Arrêté n°2003-00143/MEBA/SG portant organisation et fonctionnement des DPEBA
10	Arrêté n°2006-0007/MEBA/SG/DEP, portant organisation et fonctionnement de la DEP
11	Arrêté n°2006-0005/MEBA/SG/DGEB, portant organisation et fonctionnement de la DGEB
12	Arrêté conjoint n°2007-91/MATD/MEF/MEBA/MASSN, portant transferts du patrimoine de l'Etat aux communes urbaines dans le domaine du préscolaire et de l'enseignement primaire
13	Instructions Officielles de Rentrée 2008: Accroître l'efficacité et l'efficience du système éducatif de base
14	Loi n°013-1998/AN du 28 avril 1998, portant régime juridique applicable aux emplois et aux agents de la Fonction Publique
15	Guide de gestion participative de l'école par le COGES, 2013
16	Arrêté conjoint n°2013-029/MENA/MATS/MATD/MEF, portant composition et fonctionnement du Comité de Gestion de l'école

Annex 1c. Remarks on the Revision of the Instruments for SABER-SAA

The World Bank - SABER SAA Rubric 2.0: Rubric for SABER - School Autonomy and Accountability (May 2013) *						Remarks on revisions from 2011 rubrics**
Policy Goal 1: The level of autonomy in the planning and management of the school budget.						
	Variable name	Latent	Emerging	Established	Advanced	
1A	<b>Legal authority over management of the operational budget</b>	Legal management authority over the operational budget is centralized.	Legal management authority over the operational budget is at the regional or municipal levels.	Non-salary expenditure can be managed by school level <u>without consultation with parents/community members under government guidelines.</u>	<u>Non-salary expenditure can be managed by school level in consultation with parents/community members.</u>	The variable name is same But rubric changed for 3 and 4 in the underlined part.
1B	<b>Legal authority over the management of non-teaching staff salaries</b>	Legal management authority over non-teaching staff salaries is centralized.	Legal management authority over non-teaching staff salaries is at the regional or municipal levels; a centralized pay scale may be used as a guide.	Non-teaching staff salaries can be managed at the school level without consultation with parent/community members. A centralized or regional/municipal pay scale may be used as a guide.	Non-teaching salaries can be managed by school level in consultation of parents/community members. An established pay scale may be used as a guide.	Decomposition of previous 1B (now on non-teaching staff only). In rubrics 3 and 4, mention of the SD has been erased.
1C	<b>Legal authority over the management of teacher salaries</b>	Legal management authority over teacher salaries is centralized.	Legal management authority over teacher salaries is at the regional or municipal levels; a centralized pay scale may be used as a guide.	Teacher salaries can be managed by school level without consultation with parent/community members. A centralized or regional/municipal pay scale may be used as a guide.	Teacher salaries can be managed by school level in consultation of parents/community members. An established pay scale may be used as a guide.	Decomposition of previous 1B (now on teaching staff only). In rubrics 3 and 4, mention of the SD has been erased.
1D	<b>Legal authority to raise additional funds for the school</b>	Budget is fixed by the Ministry of Education and no additional funding is permitted.	<u>Schools</u> can request more funds from sub-national governments.	<u>Schools</u> can raise additional funds from parents/ community members, private businesses, and from non-governmental institutions.	<u>Schools</u> can raise additional funds from any source.	The variable name is same as previous <u>1C</u> . In the rubrics, reference to "school director" was changed to "schools". Examples in rubric 4 have been deleted.
1E	<b>Collaborative Budget Planning</b>	Budgetary decisions are made at the national and sub-national levels and there is no system to accept a budget proposal from the school level.	Provisions allow for the school level to propose a school budget to the sub-national level as a request for funding.	National and/or sub-national authorities are to use the proposed budget by the school level as a reference for the transfer of resources to the school.	National and/or sub-national authorities are to use the proposed budget by the school level as the main guide for the final transfer of resources to the school.	Newly added.

Policy Goal 2: The level of autonomy in personnel management						Remarks on revisions from 2011 rubrics**
	Variable name	Latent	Emerging	Established	Advanced	
2A	<b>Autonomy in teacher appointment and deployment decisions</b>	Teachers must be appointed and deployed by the central government level under a union or civil service agreement.	Regional or municipal governments have legal authority to appoint teachers under union or civil service agreements. Appointments are subject to final review by central authorities.	Regional or municipal governments have legal authority to appoint and deploy teachers under union or civil service agreements without review by central authorities.	Schools (school principals, school council, parent association etc.) have legal authority to appoint teachers. Union and civil service agreement may or may not regulate the appointments.	Same. ("school autonomy" in variable name became "autonomy"). Rubric 4 was amended to not restrict it to SD.
2B	<b>Autonomy in non-teaching staff appointment and deployment decisions</b>	Non-teaching staff must be appointed and deployed by central government level under civil service agreement.	Regional or municipal governments have legal authority to appoint non-teaching staff under civil service agreements.	Regional or municipal governments have legal authority to appoint and deploy non-teaching staff. Civil service agreement may or may not regulate the appointments.	Schools have legal authority to appoint non-teaching staff. Civil service agreement may or may not regulate the appointments.	Newly added on non-teaching staff. (Previous 2B (on SC role) was moved to 3C)
2C	<b>Autonomy in school principal appointment and deployment decisions</b>	Principals are to be appointed and deployed by the central level. Their performance is evaluated centrally and they can be transferred or fired by Central authorities.	Principals are to be appointed and deployed by the central level. Their performance is evaluated regionally or by municipal inspectors, which determines their tenure, transfer, or removal by Central authorities.	Principals are to be appointed and deployed by regional or municipal/local authorities, who are also responsible for their evaluation and have the authority for determining tenure, transfer, or removal.	Principals are to be appointed and deployed by municipal/local authorities in consultation with the School Council/ stakeholders at school level, or by the School Council alone. Municipal/local authorities are responsible for the principal's evaluation to determine tenure, transfer, or removal.	Major revision. From "hiring and firing" to "appointment and deployment". In that new context "renvoi" ("removal" in French) goes from meaning "firing" to "removal from a position".

Policy Goal 3: Role of the school council on school governance.						Remarks on revisions from 2011 rubrics**
	Variable name	Latent	Emerging	Established	Advanced	
3A	<b>Participation of the School Council in budget preparation</b>	No role for the School Council; budgets are prepared centrally by the Ministry of Education.	School Council is to have a voice in the planning and preparation of the non-salary budget items at the school level, but final responsibility falls on the school principal or other government authority.	School Council is to have a voice in the planning and preparation of <u>all expenses</u> at the school level, but final responsibility falls on the school principal or other government authority.	School Council is to have a voice in the planning and preparation of all expenses at the school level and, depending on the law, may share responsibility with the school principal.	Same. Rubrics 2, 3 were changed. Old 2 disappeared. Previous 3 became new 2 with added wording (underlined). New 3 has budget scope expanded (underlined) compared to old 3.
3B	<b>Participation in Financial Oversight</b>	No legal standing as an organization, no legal authority to have a voice, and no legal oversight authority on budget issues.	Legal standing as an organization, but no legal authority to have a voice, and no legal oversight authority on budget issues.	Legal standing as an organization, and legal authority to have a voice, but no legal oversight authority on budget issues.	Legal standing as an organization, legal authority to have a voice, and legal oversight authority on budget issues.	Major revision: "oversight" replaced "approval". Rubrics were completely re-written.
3C	<b>Participation in Personnel Management</b>	No legal right or voice in teacher appointments, transfers, and removals.	No legal right in teacher appointments and removals, but have a voice in teacher transfers.	Legal right to have a voice in teacher appointments, removals, and transfers.	Legal right to oversee appointments, removals, or transfer of teachers.	New.
3D	<b>Community Participation in School Activities</b>	No formal instructions, manuals, or mandates for organizing volunteers to perform activities.	There are formal instructions, manuals, and mandates for organizing volunteers to implement activities.	There are formal instructions, manuals, and mandates for organizing volunteers to plan and implement activities.	There are formal instructions, manuals, and mandates for organizing volunteers to plan, implement, and evaluate activities.	New.
3E	<b>Community Participation on Learning Inputs</b>	No legal authority to voice an opinion, and no legal oversight on learning inputs to the classroom.	Legal authority to voice an opinion, but no legal oversight on learning inputs to the classroom.	Legal authority to voice an opinion and legal oversight on some learning inputs to the classroom.	Legal authority to voice an opinion and legal oversight on all learning inputs to the classroom.	New.
3F	<b>Transparency in Community Participation</b>	No provisions for the open election of school council members and for general assemblies.	No provisions for the open election of school council members, but guidelines for calling general assemblies.	There are provisions for open election of school council members but no term limits or regular schedule for elections. There are guidelines for calling general assemblies.	There are provisions for regularly scheduled elections of school council members and defined term limits. There are guidelines for calling general assemblies.	New.

Policy Goal 4: School and student assessment.						Remarks on revisions from 2011 rubrics**
	Variable name	Latent	Emerging	Established	Advanced	
4A	<b>Existence and frequency of school assessments</b>	Schools do not assess school performance on a regular basis.	Schools are to be assessed every few years using Ministry of Education criteria.	Schools are to be assessed every year using Ministry of Education criteria.	Schools are to be assessed every year using Ministry of Education criteria. In addition, there should be sporadic evaluations of specific aspects of school life, such as student poverty, equity, and teacher quality. The results of all evaluations should be made public and easily accessible.	Major revision. Only rubric 1 remains untouched. The students assessment part that was in the other rubrics was removed.
4B	<b>Use of school assessments for making school adjustments</b>	Schools do not use school assessments to make pedagogical adjustments, or to change school materials.	Central Ministry of Education must analyze school assessment results and send them to the Regions/ municipalities and make s broad recommendations on pedagogical and operational adjustments.	Central or Regional/ municipal branch of the Ministry of Education must analyze school assessment results and send them directly to the schools. Schools may use the information to make pedagogical and operational adjustments.	Ministry of Education or municipal governments must analyze school assessments, and make results easily accessible to schools and the public. Schools must use the information to make pedagogical, personnel, and operational adjustments.	Almost the same. Rubrics 2 and 3 were changed. 2 is now when recommendations are not handed down to school level.
4C	<b>Existence and Frequency of standardized student assessments</b>	Students do not take standardized tests.	Assessments of student learning are done every few years in selected grades using representative samples of students.	Assessments of student learning are done every few years in selected grades for all students in the country.	Assessments of student learning are done every year in selected grades for all students in the country.	Same with minor clarification in rubrics 3 & 4.
4D	<b>Use of standardized student assessments for pedagogical, operational, and personnel adjustments</b>	Schools do not use standardized student assessments to make pedagogical adjustments or to change school materials.	Central Ministry of Education must analyze results of standardized student assessments and send them to the Regions/ municipalities and make broad recommendations on pedagogical, operational and/or personnel adjustments.	Central or Regional/ municipal branch of the Ministry of Education must analyze student test scores in standardized tests and send results and recommendations to regional and local offices and directly to the schools. Schools may use the information to make pedagogical and operational adjustments.	Ministry of Education or municipal governments must analyze student test scores in standardized tests, make results easily accessible to schools and the public. Schools must use the information to make pedagogical, operational, or personnel adjustments.	Notable revision: "students assessments" and "exit exams" were changed into "standardized tests". Rubric 2 and 3 were re-written, rubrics 1 & 4 remain unchanged.
4E	<b>Publication of student assessments</b>	Results of the student assessments are not reported.	Results of the student assessments are made available to Central and Regional/Municipal levels of the MOES.	Results of the student assessments are made available to Central, Regional/Municipal levels of the MOES, and to schools.	Results of the student assessments are made public and available online.	Major revision: assessments now restricted to students. Rubrics 1, 2 & 3 were re-written.

Policy Goal 5: School Accountability						Remarks on revisions from 2011 rubrics**
	Variable name	Latent	Emerging	Established	Advanced	
5A	<b>Guidelines for the use of results of student assessments</b>	There are no guidelines for the use of results of student assessments.	There are guidelines for the use of results of student assessments at the national and municipal levels only.	There are guidelines for the use of results of student assessments at the national, municipal, and school levels. School councils can use the guidelines to voice accountability.	There are guidelines for the use of results of student assessments at all levels. The guidelines are available online and can be used to foster/demand accountability.	Minor revisions in the wording throughout.
5B	<b>Analysis of school and student performance</b>	There are no provisions for the comparative analysis of student assessment results for different types of schools, across regions, and for previous years.	There are provisions for comparative analysis of student assessment results for different types of schools, across regions, and for previous years at the national and regional levels.	There are provisions for comparative analysis of student assessment results for different types of schools, across regions, and for previous years at the national, regional, and municipal levels. Schools are required to distribute summary results to parents.	There are provisions for comparative analysis of student assessment results for different types of schools, across regions, and for previous years at the national, regional, municipal, and school levels. Detailed school performance results at the school level must be published online.	Major revision: Combination of former 5B on assessment systems and former 5C on use of school and student assessments.
5Ci	<b>Degree of Financial Accountability at the central level</b>	There are no regulations in place for (i) complying with the rules of financial management and transparency; (ii) reporting to those with oversight authority; and (iii) linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency, but not for reporting to those with oversight authority; and not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency, and for reporting to those with oversight authority; but not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency; for reporting to those with oversight authority; and for linking rewards and sanctions to compliance.	New.
5Cii	<b>Degree of Financial Accountability at the regional/ municipal level</b>	There are no regulations in place for (i) complying with the rules of financial management and transparency; (ii) reporting to those with oversight authority; and (iii) linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management, but not for reporting to those with oversight authority; and not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management, and for reporting to those with oversight authority; but not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency; for reporting to those with oversight authority; and for linking rewards and sanctions to compliance.	New.

5Ciii	<b>Degree of Financial Accountability at the school level</b>	There are no regulations in place for (i) complying with the rules of financial management and transparency; (ii) reporting to those with oversight authority; and (iii) linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management, but not for reporting to those with oversight authority; and not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency, and for reporting to those with oversight authority; but not for linking rewards and sanctions to compliance.	There are regulations in place for complying with the rules of financial management and transparency; for reporting to those with oversight authority; and for linking rewards and sanctions to compliance.	New. (Although partially covered by previous 5D)
5D	<b>Degree of Accountability in School Operations</b>	There are no regulations in place for: (i) complying with the rules of school operations; (ii) reporting to those with oversight authority; and (iii) linking rewards and sanctions to operating performance.	There are regulations in place for complying with the rules of school operations, but not for reporting to those with oversight authority; and not for linking rewards and sanctions to operating performance.	There are regulations in place for complying with the rules of school operations and for reporting to those with oversight authority; but not for linking rewards and sanctions to operating performance.	There are regulations in place for complying with the rules of school operations and for reporting to those with oversight authority, and for linking rewards and sanctions to operating performance.	New.
5E	<b>Degree of Learning Accountability</b>	No mandate for simplifying and explaining results of student assessments to the public.	There is a mandate for simplifying and explaining results of student assessment to the public.	The results of student assessments are simplified and explained to the public and the local level/schools are obligated to solicit feedback from the school community on those results.	The results of student assessments are simplified and explained to the public and the local level/schools are obligated to have a meeting with the school community to solicit feedback and to inform them of a plan of action to address the issues.	New.

Notes: \* From the World Bank website (accessed in July 2014). Some underlines were added by authors to explain the remarks on the revisions.

For definitions of words in the rubrics, please also see the "Glossary" in the Data Collection Instrument for SABER - SAA (World Bank 2014).

\*\* The authors' remarks on revisions from 2011 rubrics, used for the World Bank's SABER SAA country report for Burkina Faso and Senegal 2011/2012.

## **Annex 2a. Descriptive Statistics on Means and Contexts for Policy Implementation**

What is the general capacity of stakeholders, such as leadership or the state of their facilities? To answer this question, the conditions of the general capacity of stakeholders at all levels are highlighted below. This capacity can be assumed to affect the policy implementation on COGES (Table A1).

**At the school level**, school directors are the key persons. 95% of the school directors are certified or principal teachers. However, 16% of school directors are also teachers and are thus not full time managers. Looking at their highest level of education, 43% finished secondary education and 35% have finished university. Also, 40% have received initial training as school directors. Regarding their experience, school directors have worked at the same school for an average of 4.6 years either as a director or as a teacher; 82% speak the main local language; and 86% responded that they use a mobile phone to communicate with administrators.

**On COGES**, the mean age of the presidents of the COGES is 45.2 years, and they have held their current position for an average of 2.3 years. 42% of COGES presidents have primary education or above. As for APE, the presidents have held their current position for an average of 5.5 years.

**At the DEO (District Education Office)**, the head of the bureau is on average 47 years old, and has been in that office for 5 years. 56% have a university education. Most of them have experience in education, whether as school directors (87%), as teachers (95%), or as personnel of other educational administrations (26%). 95% responded that they had received initial training for this position, and 97% indicated that they use mobile phones to communicate with school directors. 64% answered that they often meet with school councils' representatives (COGES or CCC) to be informed about schools and students. Some of the sampled DEOs also had reports on school visits (Figure A1), which had allowed them to check whether the school action plan (COGES) and other administrative documents were actually available at the school as they should be. In terms of basic services, 54% of the district education offices said that they had a lighting system, although only 3% answered that they had running water and air conditioner. None of the offices had cars, but 90% said they had motor bikes (2.0 on average).

**Regarding PEO and REO**, 71% of the schools are less than 50 km from the PEO, and 51% of the schools had received a visit from the REO in the previous year.

**At the Commune Office:** The mean age of the Mayors is 51, and they have held their current position for an average of 5 years. The Secretary General tends to be younger, with an average age of 38 years and a mean of 3 years in their current position. The Mayor and the Secretary General tend to have the highest education level. In 40% of the Communes, the mayor has senior secondary education as their maximum education level, and 10% had junior secondary education. 8% answered primary education only. As for the Secretary Generals, 30% responded that they had senior secondary education, and 8% junior secondary.

**About the Staff:** commune staffing is mainly composed by permanent civil servants (with a mean of 3 people), and each employs an average of 2 contract staff and 2 volunteering staff. On office facilities, 83% of the communes have a lighting system. The most used vehicle is the motorcycle, which all of the Communes reported having (on an average of 3.7 machines per Commune), compared with 10% responding having 4WD vehicles, and 3% having light cars. 68% of the communes reported having information about the number of teachers for almost all the public primary schools of their district.

**Demographic Context:** Communes have an average population of 30,903 inhabitants and are 100% rural. On average, 64% of the population speaks Moore, while 14% speaks French. An average of 35% of the population is literate. On community characteristics, 34% of the SDs responded that more than 20% of the 6 year old children in surrounding communities are not enrolled in school. About a half of the school directors responded that more than 10% of the parents can speak French. 55% of the schools responded that more than 50% of the students come from economically disadvantaged homes. 71% of SDs responded that the largest ethnic group of parents contributes more than 90% of their students.

**Figure A1. DEO Report of School Visits with a Checklist of Documents theoretically available from the School Director. The school action plan is document #19**

I.6. Documents tenus par le directeur (existence)

1	Le registre matricule des élèves et des enseignants	OUI	11	Le registre de la correspondance administrative	NON
2	Le fichier des élèves	OUI	12	Le chrono de courrier arrivée	NON
3	Registre du courrier arrivée	OUI	13	Le chrono du courrier départ	NON
4	Registre du courrier départ	NON	14	Le cahier de transmission des notes de services et des circulaires	OUI
5	Le cahier de délibération des conseils des enseignants	OUI	15	Le cahier de bord	NON
6	Le cahier inventaire des manuels et des fournitures scolaires	OUI	16	Le cahier de recrutement	OUI
7	Le tableau de répartition des manuels et fournitures scolaires	OUI	17	Le cahier d'absence des enseignants	NON
8	Le cahier de semaine	OUI	18	Les cahiers de visites médicales des élèves et des enseignants	OUI
9	Le cahier de la cantine	OUI	19	Le plan d'action de l'école	OUI
10	Le catalogue de la bibliothèque	NON			

Observations  
 La plupart des registres existants ne sont pas à jour. Il manque également d'autres registres. Ceux existants sont à mettre à jour et ceux inexistant à instituer le plus tôt possible.

Source: 2013 Survey Team

Note: The observation from the inspector reads "Most of the existing documents are not up to date. There are also other registries missing. Those that exist must be updated and those that don't must be created ASAP."

**Table A1. Means and Contexts for the Implementation of Policies on COGES**

Variables	Mean
<i>Leadership of school directors (SD)</i>	
Certified or principal teacher	95%
Not full time SD, but also teaches class	16%
Highest academic degree is secondary education	43%
Highest academic degree is university or above	36%
Received initial training	40%
Years of work on the current school	4.6
Speaks the local language.	82%
Uses a mobile phone to communicate with administrators	86%
<i>Leadership of COGES president</i>	
Age	45.2
Years of work as president	2.3
Highest academic degree is primary school or above	42%
Speaks French	48%
<i>Leadership of APE president</i>	
Years of work as president	5.5
<i>Leadership of DEO chief officers</i>	
Age	47.1
Years of work on the current position	5.0
Highest academic degree is university or above	56%
Experience of work as SD	87%
Experience of work as teacher	95%
Experience of work as personnel of other educational administration	26%
Received initial training (=1)	95%
Uses cellphone to communicate with SD	97%
Often meets with representatives of COGES or UCOGES	64%
Has a record of staff absence and presence	23%
<i>Facilities of DEO</i>	
Has lighting system	54%
Has air conditioner	3%
Has cars	0%
Has motorcycles	90%
<i>Leadership of mayor offices</i>	
Age of Mayor	50.60
Years of Mayor's work on the current position	4.51
Highest academic degree of Mayor is senior secondary	40%
Highest academic degree of Mayor is junior secondary	10%
Highest academic degree of Mayor is primary school	8%
Age of Secretary General	37.70
Years of Secretary General's work on the current position	2.88
Highest academic degree of Secretary General is senior secondary	30%
Highest academic degree of Secretary General is junior secondary	8%
<i>Staffs of mayor offices</i>	
Number of permanent civil servants	3.0
Number of contract staffs	1.9
Number of volunteering staffs	1.9
<i>Facilities of mayor offices</i>	
Has lighting system	83%
Has motorcycles	100%
Has 4WD vehicles	10%
Has teacher information for almost all the public primary schools	68%
<i>Demographic contexts of communes</i>	
Population	30,903
% of the population speaking Moore	64%
% of the population speaking French	14%
% of the literate population	35%
% of school age children not enrolled, >20%	34%
% of parents with French ability, >10%	51%
% of students from economically disadvantaged, >50%	55%
Majority ethnic group of parents, >90%	71%
<i>PEO/REO</i>	
Distance to PEO, less than 50 km	71%
Received visits from REO	5%

Source: 2013 survey data for 2 PACOGES regions.

## **Annex 2b. Descriptive Statistics on Education Service Delivery and Results**

How does quality of education differ among our sample rural schools? Here we present some descriptive statistics on the quality of education service and learning results as shown in Table A2.

**Time of teaching and learning:** In 2013 schools started instruction to all grades that school year mostly in October (as reported by 98%). 55% started during the first week, while 93% had started during the first 15 days of the month. On the frequency of teacher absences, 20% of the school directors chose “often” or “very often”, 77% of them chose “sometime”, and the rest “never”. 82% of the SDs responded that there were no strikes in the current or last school year. 61% of SDs responded there are teacher absence records, while 29% submitted that the record of teacher hours and the summary report was only available at a very few DEOs during our survey (Figure A2). In 50% of the schools, teachers have to submit a request for leave to the Commune office. On students, 93% of the school directors indicated that the school keeps a record of the student’s attendance or absence in all classes. A mean of 11% of students were absent from class one day or more in the last trimester at the CP2 level, while the proportion was 9% in the case of CM2. In the last month (March 2013), 74% of schools provided supplementary classes. On learning at home, 39% of SDs responded that more than half of Grade 6 students study 60 minutes or more at home.

**Materials of teaching and learning:** With regard to textbooks, the policy intention is to provide one textbook per student, but these are intended to be returned to schools after use. On textbooks, 29% of the SDs responded that the shortage of instructional materials is an important obstacle for the school's capacity to provide instruction. Central government procures new textbooks every year based on the needs of schools, as estimated from the the number of students and the number of textbooks in stock. Given that used books also stay at the schools, the number of textbooks per student can be larger than one per student. For example, the average number of textbooks per student is 1.03 for the science textbook for Grade 6. However, only half of the sample schools (52%) have more than 1 book per student, the rest have less than one book. Textbook delivery is one of the areas where communities and parents often seek voluntary contributions. In fact, 76% of the schools have submitted textbook receipts to the Ministry, and 70% of these show that an APE or representative has signed those receipts along with school directors.

On other materials, between 70-72% of the SDs responded that all teachers have the MENA teaching guide for Math (CP2 or CM2), while 74-75% indicated that all teachers have the MENA teaching guide for French (both levels). 16% of the SDs responded that the shortage of funds for supplies is a very important obstacle for a school's capacity to provide instruction. 91% of the SDs responded that all students have pencils, 92% said they had notebooks, and 82% said they had chalk and personal boards.

**Table A2. Education Service Delivery**

Variables	Mean
<i>Time of teaching and learning</i>	
Schools started instruction in October 2012	98%
Schools started instruction during the first week of October 2012	55%
Schools started instruction during the first 15 days of October 2012	93%
Teacher absences are “often” or “very often”	20%
Teacher absences are “sometimes”	77%
Teacher absences are “never”	3%
No strikes in 2011/12 or 2012/13	82%
Teacher absence records exist	61%
Document on teacher hours submitted by SD	29%
Teachers have to submit a request for leave to the commune office	50%
Schools keep a record of the student’s attendance or absence in all classes	93%
% of G2 students absent from class one day or more in the last trimester	11%
% of G6 students absent from class one day or more in the last trimester	9%
% of schools providing supplementary classes for all grades in March 2013	74%
More than half of G6 students study 60 minutes or more at home	39%
<i>Materials of teaching and learning</i>	
Shortage of instructional materials is an important obstacle	29%
Total number of the textbooks per G6 student in 2013	3.8
Total number of the science books per G6 student in 2013	1.03
% of schools having 1 textbook per student or above (science, G6, 2013)	52%
Document on the textbook receipts submitted by SD	76%
APE/COGES representative signed textbook receipts along with SD	70%
All students have pencils	91%
All students have notebooks	92%

Source: 2013 survey data for 2 PACOGES regions

**Figure A2. Summary Report of Teaching Hours per School at a DEO**

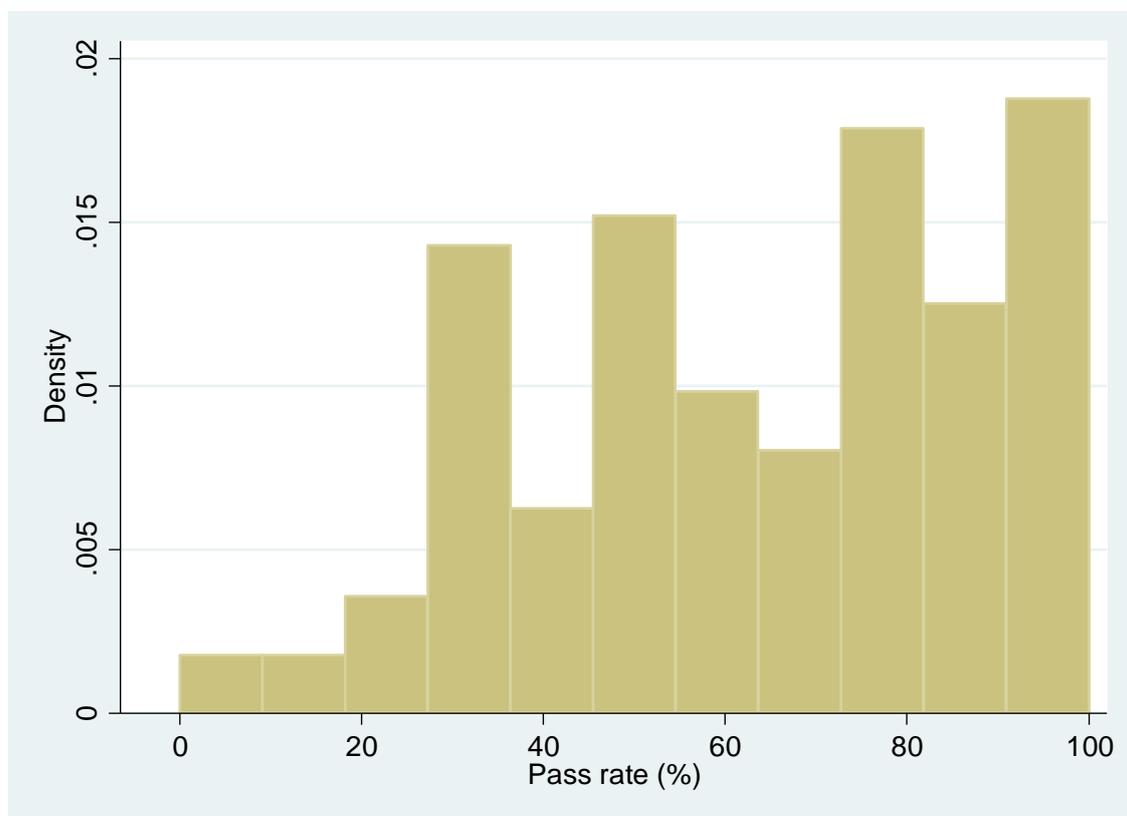
Ecoles	Volume horaire officiel	Volume horaire moyen exécuté	Différence en + ou en -	Causes des pertes (inscrire le nombre d'absences en fin de ligne* pour chaque cause)					Raisons des gains
				M*	C*	RS*	RP*	RE*	
BARBOU	2772	2772	00	-	-	-	-	-	-
BOUKTENGA	4200	3978	-222	100	40	60	10	12	
FANGA BOULFORE	1680	1679	-1	00	00	00	01	00	
LENOIT	2520	2237	-283	90	35	85	50	23	
LOVANGA	3360	2887	-473	30	28	62	60	293	
MAMENGA	LE D.E. N'A JAMAIS ENVOYE DE FICHE								
NAMENGA	1680	1615	-65	10	12	03	10	30	
OUBGOU	5040	4472	-568	78	115	95	100	180	
Total des absences									
Volume horaire moyen exécuté									
Observations /commentaires									

Notes: Schools are listed in the 1<sup>st</sup> column, the total of official hours in the 2<sup>nd</sup>, the actual number of hours taught in the 3<sup>rd</sup>, the difference between the two in the 4<sup>th</sup>, then the reasons for missing hours are split in 5 columns (sick days, family events, service related, and so on), and the last column is the reason for the extra hours.

Source: 2013 survey team

1. Finally, the most popular indicator of learning achievement for Burkina Faso primary education, the pass rates of the graduation examination (CEP), was examined. For the targeted areas, the pass rate was 64% for all students (this number is comparable to the national average of 64% in 2011, according to the annual statistics from 2011-2012, 432), when the CEP pass rate is defined as the ratio of the students who passed to the number of students who attended the exam in 2012. The pass rates differ greatly among schools (Figure A3). For some schools, the pass rates were lower than 40%, but it should be noted that only 68% of the SDs submitted the results of the examination. Those that did recorded a higher mean pass rate than the schools that did not submit the documents. As anticipated from these data show that the repetition rate is much higher for grade 6 than for students in other grades.

**Figure A3. CEP Pass Rates for 2012**



### Annex 3. Overview of Relevant Previous Statistics on APE and COGES in Burkina Faso

#### (1) Annual Education Survey Data (AES) from MOE/DEP

**Overview of survey data:** MOE collects basic statistics from all primary schools at the beginning of every school year, using a questionnaire (called “ENQUÊTE ANNUELLE”) covering basic school information. MOE also publishes national education statistics (ANNUAIRE STATISTIQUE DE L’EDUCATION NATIONAL), which include statistical tables by REO (region), and PEO (province). The relevant database is maintained in a format that enables experts to generate data files, including data disaggregated by each school (or each district, commune, province, or region) for each indicator.

**Basic statistics on APE and COGES** (see tables below):

- An APE was present at 99% of primary schools in all regions in 2012/13 (Table A3);
- A COGES was present at 32% of primary schools in 2012/13;
- The share of schools having a COGES has increased since 2009/10, and almost all schools have a COGES in the two regions supported by PACOGES 1 (Central East and Plateau Central). However, with the exception of Sahel, other regions have a smaller percentage of their schools with COGES, at around 10% (Table A4).

**Table A3. Overview of APE and COGES, Nationwide and in three PACOGES Regions 2012/13**

% of schools (9,885) with:	PACOGES 2		PACOGES1	
	Nationwide	Central North	Central East	Plateau Central
APE present	99%	100%	99%	100%
APE had 3 or more meetings	73%	84%	81%	86%
COGES present	32%	13%	96%	94%
COGES had 3 or more meetings	18%	4%	80%	71%

*Source:* Calculated using school-level data from DGESS (DEP) *Annuaire Statistique*, 2012/2013.

**Table A4. The proportion of primary schools with COGES by Region, 2008/09 to 2012/13**

Region	2009	2010	2011	2012	2012/13
BOUCLE DU MOUHOU	10%	11%	9%	8%	9%
CASCADES	21%	18%	16%	12%	10%
CENTRE	10%	7%	12%	29%	29%
CENTRE-EST	15%	19%	52%	90%	96%
CENTRE-NORD	21%	20%	15%	15%	13%
CENTRE-OUEST	7%	13%	13%	13%	10%
CENTRE-SUD	21%	18%	17%	11%	9%
EST	30%	55%	44%	37%	30%
HAUTS-BASSINS	12%	13%	9%	14%	12%
NORD	12%	12%	12%	12%	12%
PLATEAU CENTRAL	39%	71%	97%	97%	94%
SAHEL	88%	94%	96%	95%	95%
SUD-OUEST	12%	13%	13%	11%	9%
<b>Total</b>	<b>22%</b>	<b>27%</b>	<b>30%</b>	<b>33%</b>	<b>32%</b>

*Source:* Calculated using school-level data from DGESS (DEP) *Annuaire Statistique*, 2009/10-2012/2013.

**Simple school-level regression analysis of AES data:** The ratio of female to male students was significantly higher for schools with a COGES than for the others in 2012/13, when the model incorporates controls on initial gender parity (in 2009/2010) and provincial effects (Table A5).

**Table A5. Regression result of GPI (gender parity index as a female to male student ratio)**

	GPI in 2012/13
COGES present in 2012/13	0.0266***
Number of COGES meetings in 2012/13	0.00101
GPI in 2009/10	0.530***
Constant	0.512***
Observations	7489
$R^2$	0.363

*Source:* Author's estimation using the merged AES data from 2009 to 2012/13.

*Note:* Controlled by province (coefficients omitted from the table, though)

\*\*\*significant at 1%.

## (2) National Large-Scale Student Assessment: EAS

**Overview of survey data:** Burkina Faso has a national system review to assess student learning achievement, called EAS (Enquête sur les Acquis Scolaires). It is conducted almost every two years. The most relevant recent report is for the 2011/12 survey (DEP/MOE 2013) while the next round was produced in 2013/14 (June 2014). This assessment is implemented at nationally representative, sample primary schools, selected from all regions for two grades on several subjects. The specifications regarding the numbers of sample schools and students, target grades, and subjects change with the year of the survey.

The EAS has a questionnaire for school directors about school characteristics, including the existence of COGES and APE and their activities. Therefore, it could be used in analyzing the role of COGES as well as other factors to explain the level of student learning achievements (Table A6).

**Table A6. Existence of COGES and Differences in Learning Assessment Results**

Existence of COGES <sup>a/</sup>	Proportion	French	Mathematics	Sciences
Yes	39,0 (1,2)	51,5 (0,9)	50,0 (0,9)	48,9 (0,8)
No	61,0 (1,2)	49,0 (0,7)	47,5 (0,7)	47,5 (0,6)
Significance of difference		***	***	***
(***)				

*Source:* DEP-MOE 2014.

*Note :* a/ Q21A - Est-ce qu'il y a dans votre école un COGES? (Is there a COGES at your school?)

### (3) District (DEO) Level Simple Analysis of CEP Pass Rates

**Data set:** DEO-level data from AES and CEP (merged).

**Simple regression results (very preliminary):** The mean number of COGES meetings is significantly and positively correlated with the average CEP pass rate per DEO (district), when controlled for the presence of COGES, and provincial effects (Table A7).

**Table A7. Regression Result of CEP Pass Rates at the DEO Level**

	CEP pass rate in 2011/12
COGES present	5.85
Number of COGES meetings	1.441*
Constant	61.83***
Observations	311
$R^2$	0.379

*Source:* Author's estimation using the merged AES and CEP data for 2011/2012.

*Note:* Controlled by province (coefficients omitted from the table, though)

\*Significant at 10%; \*\*significant at 5%; \*\*\*significant at 1%.

## **Technical Annex<sup>29</sup>: Administrative Documents collected during the Survey in Rural Burkina Faso to Assess the Implementation of Education Policies**

**By Gaetan Moreau and Takako Yuki**

This note has two objectives: First, to show a sample of documents that were used as evidence in the evidence-based survey on policy implementation (Yuki et al. 2015). For details on the types of documents and collection rates, see the *Final Report for Commissioned Data Collection and Analysis for the Research of the System Assessment and Benchmarking for Learning Achievement and Equity: A Focus on School Management Systems (Research with the SABER Program)*, submitted to the Japan International Cooperation Agency, March 2014 (PADECO 2014). And second, to illustrate how these existing documents can be used for the tracking of several education policies. The relevant documents are textbook distribution (Document 12), stationaries distribution (Document 2, 14), community participation (Document 4, 6, 7, 12, 14, 15, 16), and/or teaching hours (Documents 1, 6, 7, 9, 10, 11, 15, 16). These documents show how information is handled at the lowest level (by school directors, parental associations, school councils, and local education offices) in rural Burkina Faso, before this information is gathered at the regional and then the central level. The process gives an idea of the current administrative status and capacity in this area, and can be of interest for public expenditure tracking surveys (PETS).

This note is organized in three sections: a sample of documents collected during the field survey at the district education office level (called CEB in Burkina Faso) is outlined in **Section 1**; some documents obtained from school directors are shown in **Section 2**; and in **Section 3**, along with a short description, we give the complete list of the documents collected from school directors, school councils (COGES), parental associations (APE), and local education offices (CEB) during the survey. The survey also collected similar documents from central, regional, and provincial offices (DRENA and DPENA) and communes, but these are not presented here as the focus is on the level closest to the ground.

### **Section 1. Examples of Administrative Documents collected at District Education Offices (CEB)**

Administrative documents collected at the CEB (Circonscription d'Education de Base) can be classified into two types:

- (1) Documents that compile information disaggregated by school throughout the district; and
- (2) Documents whose information is not aggregated for the whole district, or concern only one school due to the nature of the document.

While the formats of these documents are often pre-set by the central or regional levels, it appears from the surveys that there is quite a variation on whether and how CEBs use the forms and fill in the required information. Also, too often the collection of data means the aggregation of these data (see Document 1, which aggregates Document 11 from different schools), and this aggregation is done at every step up the chain, leaving the central level with overall figures not suitable for proper monitoring and tracking.

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<sup>29</sup> This is a technical note prepared during the analysis of the survey data used for a working paper, *Measuring quality of policies and their implementation for better learning: adapting World Bank's SABER tools on school autonomy and accountability to Burkina Faso*, by Takako Yuki, Kengo Igei, and Angela Demas.

**(1) Documents listing each school on various types of information.**

These documents include information such as the actual hours of teaching (compared to the official teaching hours), the amount of materials each school received (signed by the school director and APE), the number of textbooks available, and the number of classes and facilities. Such information can be useful if shared with more stakeholders, for example with the commune level *Federation of School Councils* (CCC). This disaggregated information per school should also be available at the central level for proper monitoring of teaching hours, and to identify leakage in public resources.

**1. Actual Teaching Hours (Yearly)**

Schools are listed in the 1<sup>st</sup> column (redacted), the total of official hours in the 2<sup>nd</sup>, the actual number of hours taught in the 3<sup>rd</sup>, the difference between the two in the 4<sup>th</sup>, then the reasons for missing hours are split in 5 columns (sick days, family events, service related, etc.), and the last column is the reason for extra hours being allocated.

MINISTRE DE L'EDUCATION NATIONALE  
ET DE L'ALPHABETISATION  
REGION DE ..... **LAGAAN CENTRAL**  
DIRECTION PROVINCIALE DE ..... **LAGAAN CENTRAL**  
CIRCONSCRIPTION D'EDUCATION DE BASE DE ..... **LAGAAN CENTRAL**

BURKINA FASO  
Unité - Progrès - Justice

FICHE DE SUIVI DE L'EXECUTION DU VOLUME HORAIRE OFFICIEL POUR LA PERIODE **1<sup>er</sup>/01/2014 31/05/2014**  
(A remplir par le/la CCEB et à transmettre à la DPEBA le 03 juin au plus tard).

Données	Volume horaire officiel	Volume horaire moyen exécuté	Différence en + ou en -	Causes des pertes (inscrire le nombre d'absences en fin de trimestre pour chaque cause)					Raisons des gains
				M*	C*	RS*	RP*	RE*	
	2772	2772	00	-	-	-	-	-	
	4200	3978	-222	100	40	60	10	12	
	1680	1679	-1	00	00	00	01	00	
	2520	2237	-283	90	35	85	50	23	
	3360	2887	-473	30	28	62	60	293	
	LE D.E. N'A JAMAIS ENVOYE DE FICHE								
	1680	1615	-65	10	12	03	10	30	
	5040	4472	-568	78	145	95	100	180	
Total des absences									
Volume horaire moyen exécuté									
Observations /commentaires									

Palmer Académique

## 2. Distribution of School Stationary Supplies

Schools are listed in the 1st column, and other columns detail the number of notebooks, pencils, and so on, available. Each school's total is acknowledged by the signature of the school director and of the APE/AME (Parental Association or Mothers' Association)

DIRECTION REGIONALE DE L'ENSEIGNEMENT DE BASE  
ET DE L'ALPHABETISATION DU PLATEAU CENTRAL  
DIRECTION PROVINCIALE DU KOURWEGGO  
CIRCONSCRIPTION D'EDUCATION DE BASE DE LAYE

BURKINA FASO  
Unité-Progress-Justice  
Laye le 09/10/2012

**CR 6 / PCE 2A / LAYE**

ETAT DE REPARTITION DU CARTABLE MINIMUM AUX ELEVES POUR L'ANNEE SCOLAIRE 2012 -2013

ECOLE	200p	100p	48p	32p	Dessin	Gom	Crayon Papier	Taille Crayon	Ardoise	Protégé Cah	Dble Dm	Couleur 06	Couleur 12	Stylo Bleu	Stylo rouge	Equer	Acad	Emargement	
																		Directeur	APE/AME
	819	914	237	108	402	157	157	157	210	767	157	210	112	323	223	50	160		
	508	777	188	152	367	186	186	186	239	656	186	239	66	294	174	56	112		
	619	890	187	152	386	173	173	173	242	701	173	242	78	308	197	53	135		
	545	750	167	128	328	159	159	159	200	597	159	200	68	266	165	53	106		
	153	409	88	77	178	90	90	90	130	314	90	130	31	144	83	34	53		

## 3. CEP Results (By exam center and school)

Schools are listed from the 2<sup>nd</sup> column, with the number of students who registered, attended, and passed the exam by gender in the other columns.

Resultats statistiques du CEP par école Association 2011

Centres / Ecoles	F		F		M		M		Total		Total		Total	
	R	A	R	A	R	A	R	A	R	A	R	A		
Chassambé	18	15	33	18	14	25	32	6	11	33	108	95	37,33	
	32	18	50	32	18	50	18	14	32	52	25	77	64,00	
	5	7	12	5	6	11	3	6	8	60	100	81,25		
	32	43	75	31	43	74	16	32	38	52	65	16	59,25	
Zoungou	11	15	26	11	15	26	8	15	24	29	81	100	39,20	
	17	17	34	17	17	34	8	15	24	52	108	23	39,23	
	15	30	45	15	28	43	6	12	18	40	135	85	41,33	
	14	15	29	14	15	29	12	14	26	85	71	53	34,85	
Zoungou centre	22	20	42	22	20	42	17	16	33	77	80	00	79,57	
	13	16	29	13	16	29	8	11	20	52	23	68	68,96	
	13	20	33	13	20	33	5	11	16	38	46	55	00	48,14
	15	13	28	14	13	27	12	10	22	85	71	76	52	81,48
Zoungou centre	47	48	95	46	48	94	7	8	16	15	30	18	75	17,08

**CEB 7 / PCE 1 / Zoungou**

**4. Action Plans of the COGES**  
(One line per school)

For each school (COGES), the number of planned activities, implementation status, planned budgets, the funds effectively raised, and the ratio of the latter two are listed.

Exécution du PA

No.	Nom de COGES	Nombre d'activités prévues	Niveau de réalisation			Taux de réalisation	Montant prévu	Montant mobilisé				Taux de mobilisation de ressources	Observations
			Non entamées	En cours	Réalisées à 100%			Contribution financière de la communauté	Contribution physique et matérielle de la communauté	Apport extérieur	Total		
03		00	02	01	33,33	430.000	30.000	423.000	317.200	390.000	30,65		
03		00	02	01	33,33	260.700	20.000	280.700	260.000	260.000	07,67		
04		01	00	00	0	71500	01500	73000	0	73000	100		
06		02	03	00	0	76750	40250	117000	0	117000	52		
04		02	03	01	10,00	102.000	44.000	146.000	0	146.000	52		
03		00	02	01	25	142.000	113.000	255.000	0	255.000	86,62		
04		02	03	00	0	232.750	113.000	345.750	0	345.750	100		
03		01	02	00	0	124.000	115.000	239.000	3000	242.000	85,95		
03		02	03	00	0	53750	65000	118750	0	118750	11,05		
03		02	00	00	0	409.000	10.000	419.000	15.000	404.000	11,23		
03		00	02	01	0	75.000	0	75.000	0	75.000	0		
03		01	02	01	33,33	135.500	75.000	210.500	0	210.500	55,45		
03		02	00	01	25	64.500	33.000	97.500	0	97.500	60,46		
03		02	01	00	0	33.000	55.000	88.000	0	88.000	62,35		
03		02	01	00	0	336.675	0	336.675	128.840	207.835	38,26		
03		00	03	00	0	51.000	14.000	65.000	26.000	39.000	49,38		
04		02	02	00	0	11.500	6.000	17.500	35.000	40.000	36,77		
03		02	00	00	0	55.000	0	55.000	0	55.000	0		
04		02	00	00	0	50.000	0	50.000	0	50.000	0		
03		01	02	01	25	73.300	71.000	144.300	0	144.300	89,71		
03		01	02	00	0	30.390	2000	32.390	9500	41.890	37		
03		01	01	01	33,33	20.000	34.500	54.500	0	54.500	57,50		
03		02	01	00	0	347.000	135.000	482.000	0	482.000	48,86		
03		02	01	02	66,66	81.000	23.500	104.500	47.500	57.000	33,27		
Total	24	85	32	41	12	1431	3.658.005	270.550	323.640	347207	161,13	44,51	

**5. Statistical Report**  
(At the start of the school year 2012-2013)

Extract of one page indicating the number of classes, toilets, wells, and so on.

XVII- SITUATION MATERIELLE DES ECOLES

1-Enseignement Public

Ecoles	CLASSES					LATRINES		LOGEMENTS			FORAGES			Cuisines		
	Construites	Ouvertes	Dur	Semi-dur	Banco	Pallote	Simple (nombre de postes)	Ventilées (nombre de postes)	Dur	Semi-dur	Banco	Fonctionnel	non fonctionnel	Inexistant	Dur	Semi-dur
07	07	09	00	00	00	00	06	06	00	00	01	00	00	00	07	00
03	03	02	00	00	00	00	06	06	00	00	01	00	00	00	00	00
03	03	03	00	00	00	00	06	06	00	00	01	01	01	00	00	00
06	06	06	00	00	00	01	00	00	00	00	00	00	00	X	00	00
03	03	03	00	00	00	00	06	06	00	00	01	00	00	00	00	00
03	03	03	00	00	00	00	06	06	00	00	00	00	00	00	00	00
03	03	03	00	00	00	00	06	06	00	00	00	00	00	00	00	00
03	03	03	00	00	00	00	06	06	00	00	00	00	00	00	00	00
03	03	03	00	00	00	00	06	06	00	00	00	00	00	X	00	00
03	03	03	00	00	00	00	06	06	00	00	00	00	00	00	00	00
03	02	03	00	00	00	00	06	06	00	00	00	00	00	X	00	00
03	02	03	00	00	00	00	06	06	00	00	00	00	00	00	00	00
03	02	03	00	00	00	00	06	06	00	00	00	00	00	X	00	00
03	02	03	00	00	00	00	06	06	00	00	00	00	00	00	00	00
Total	63	65	43	00	00	06	51	62	33	00	03	13	00	06	00	00

Page 13/11 D... RAPPORT DE RENTREE

**(2) Other types of documents collected from the CEB**

The other types of documents collected concerned either single schools (such as their inspection report), or aggregated data or information for the whole district (such as the CEB action plan).

**6. CEB School Inspection Form**

This is a basic template on administrative processes (First page)

BURKINA FASO  
Unité - Progrès - Justice

MINISTRE DE L'EDUCATION NATIONALE  
ET DE L'ALPHABETISATION

SECRETARIAT GENERAL

DIRECTION GENERALE DE  
L'ENSEIGNEMENT DE BASE

**OUTIL DE VISITE  
D'ECOLE**

**I. ASPECTS ADMINISTRATIFS**

**I.1 Localisation**  
 DREBA de : Centre - Est DPEBA de : [redacted]  
 CEB de : Bougoula Ecole de : [redacted]  
 Département/Commune de : Bougoula

**I.2. Identification du directeur de l'école :**  
 Nom et prénom : [redacted] Matricule : 95.240A  
 Fonction : DM Déchargé : [redacted]  
 Diplômes et titre de capacité : B.E.P.C. - CAP  
 Grade : I.C. Nombre d'année de service : 9ans de fonction : 10m  
 Date d'arrivée à l'école : 16/09/2002 venant de : Zabre  
 Date de la dernière visite d'école : Néant fait par : [redacted]

**I.3. Situation de l'école :**  
 Nombre de classes : 05 nombre d'élèves : 408 dont 185 filles et 223 garçons  
 Elèves présents : 401 Absents : 07 Pourcentage de présences du mois précédent : 99,21%  
 Propreté de la cour : Bonne Embellissement : Inexistant

Nombre d'enseignants : 05 dont 05 Titulaires et 00 suppléants.

**I.4. Etat des manuels et du matériel didactique :**  
 -Manuels : Ben  
 -Matériel didactique : Bon  
 -Existence de bibliothèque scolaire : Néant

**I.5. Affichages réglementaires (existence) :**

1	Le règlement intérieur de l'école	<u>oui</u>
2	Les emplois de temps	<u>oui</u>
3	Les plans d'amélioration collectif et individuel	<u>oui</u>
4	Le tableau statistique des élèves	<u>non</u>
5	Le tableau du personnel	<u>non</u>
6	Les répartitions mensuelles	<u>oui</u>

**I.6. Documents tenus par le directeur (existence)**

(Second page)

**Section I.6** of this document is the check list of documents that the school director should keep at the school.

This check list includes the teachers' presence registry and the school action plan.

This template of the inspection form does not have any section specific to community, APE, AME, or the COGES.

1	Le registre matricule des élèves et des enseignants	oui	11	Le registre de la correspondance administrative	non
2	Le fichier des élèves	oui	12	Le chrono de courrier arrivée	oui
3	Registre du courrier arrivé	non	13	Le chrono du courrier départ	non
4	Registre du courrier départ	non	14	Le cahier de transmission des notes de services et des circulaires	oui
5	Le cahier de délibération des conseils des enseignants	oui	15	Le cahier de bord	oui
6	Le cahier inventaire des manuels et des fournitures scolaires	oui	16	Le cahier de recrutement	oui
7	Le tableau de répartition des manuels et fournitures scolaires	non	17	Le cahier d'absence des enseignants	oui
8	Le cahier de semaine	oui	18	Les cahiers de visites médicales des élèves et des enseignants	oui
9	Le cahier de la cantine	-	19	Le plan d'action de l'école	-
10	Le catalogue de la bibliothèque	-			

Observations: les documents administratifs existent pour la plupart mais certains manquent.

### II. Aspects pédagogiques

#### II.1. Exécution des programmes.

COURS	EN AVANCE	EN RETARD
CP 1 :	-	lecture
CP 2 :	-	lecture
CE 1 :	-	lecture
CE 2 :	-	-
CM 1 :	-	-
CM 2 :	Ne existe pas	-

-Justification de l'avance : ✓

-Justification du retard :  
CP1: début difficile pour les élèves  
CP2: Retardage du programme CP1  
CE1: suite au programme CP2.

## 7. CEB School Inspection Form

In this template of a school inspection sheet, Section 5 deals with the school and its surrounding environment (APE, AME, dedicated section).

The comment by the inspector highlights a common challenge that rural schools face:

“There is an evident disinterest by the parents with respect to the education of their children. Illiteracy is one of the reasons.”

5. L'INTÉGRATION DE L'ÉCOLE AU MILIEU :		0	1	2	3
<b>5.1 APE :</b>					
•	Existence : Oui : <input checked="" type="checkbox"/> Non : <input type="checkbox"/>				
•	Dynamisme (fréquence des rencontres) :			X	
•	Apport au fonctionnement de l'école :			X	
<b>5.2 AME :</b>					
•	Existence : Oui : <input checked="" type="checkbox"/> Non : <input type="checkbox"/>				
•	Dynamisme (fréquence des rencontres) :			X	
•	Apport au fonctionnement de l'école :			X	
<b>5.3 Fréquence des visites des parents :</b>					
•	Raisons de ces visites : - <i>manque de cotisations</i> <i>Repondre aux convocations</i>		X		
<b>5.4 Qualité des rapports entre l'école et le milieu :</b>					
<b>5.5 Qualité des rapports entre l'école et l'administration locale :</b>					
<b>5.6 Existence d'un plan d'action école-communauté : Oui- Non</b>					
<b>5.7 Existence d'activités post-scolaires : Oui : <input type="checkbox"/> Qualité : Non : <input checked="" type="checkbox"/></b>					
<b>COMMENTAIRES</b>					
<i>Il y a un désintérêt apparent des parents pour l'éducation de leurs enfants. L'analphabétisme en est une des causes.</i>					
<b>6. LE RAYONNEMENT DE L'ÉCOLE DANS LA COMMUNAUTÉ:</b>					
		0	1	2	3
6.1	Influence de l'école sur la qualité de vie du milieu :			X	
6.2	Réputation de l'école (en fonction des résultats scolaires antérieurs):			X	
6.3	Utilisation des locaux par la communauté à des fins éducatives :	X			
<b>COMMENTAIRES</b>					
[Redacted]					

## 8. CEB Program of Activities

(Cover page and one other page, including the activities with school councils, COGES, APE, and AME).

Here is an extract of a CEB yearly action plan that is broken down into actions planned, expected results, period, person in charge, and so on.

Ministère de l'Éducation Nationale et de l'Alphabétisation  
 Région du Plateau Central  
 Direction Régionale du Plateau Central  
 Direction Provinciale du Ganzourgou

Burkina Faso  
 Unité - Progrès - Justice

**PROGRAMME D'ACTIVITES 2012-2013  
 DE LA CIRCONSCRIPTION D'ÉDUCATION**

**DE BASE DE ZAM**

2-4 Evaluer le personnel enseignant 2-4-1 Evaluation des candidats admissibles aux CEAP et au CAP	Tous les 04 candidats admissibles sont évalués. Tout le personnel enseignant évalué également	2.4.1 PV des évaluations	30/05/12	Equipe d'encadrement
3-1 Assurer la tenue des rencontres périodiques avec les acteurs et partenaires de l'éducation 3-1-1 Participation aux conseils de direction provinciaux et régionaux	Présence de l'inspecteur aux conseils de direction provincial et régional	3-1-1 Le nom du CEB est sur la liste de présence.	Durant toute l'année	Equipe d'encadrement
3-1-2 Rencontre avec les responsables des services internes	Rencontre tenue par trimestre	3.1.2 PV des rencontres disponible.	Par trimestre	Equipe d'encadrement
3-1-3 Rencontre avec les opérateurs en alphabétisation	Rencontre tenue	3.1.3 PV des rencontres disponible.	Février 2013	Equipe d'encadrement
3-1-4 Rencontre avec les maîtres du CM2	Rencontre tenue	3.1.4 PV des rencontres disponible.	par trimestre	Equipe d'encadrement
3-1-6 Deux Rencontres avec les directeurs d'école, les APE/AME/COGES	2 Rencontres tenues	3.1.6 PV des rencontres disponible.	Par semestre	Equipe d'encadrement
3-2 Assurer l'accomplissement des tâches administratives				
3-2-1 Tournée de rentrée administrative et pédagogique	Tournée de rentrée effectuée	3.2.1 rapport de tourné disponible	10/10/13	équipe d'encadrement
3-2-2 Elaboration d'un programme d'activités	Programme d'activités élaboré et transmis	3.2.2 Programme d'activité disponible	30/11/13	équipe d'encadrement
3-2-3 Elaboration du rapport de rentrée	Rapport rédigé et transmis	3.2.3 rapport de rentrée disponible	30/10/13	statistique et carte éducative (SCE)

## Section 2. Examples of Administrative Documents collected from School Directors

Documents collected from school directors almost always concerned their own school. However, when CEB have the material means to copy and distribute them all can benefit.

### 9. Record of Actual Teaching Hours (Weekly Report)

This is the standard form school directors use to keep track of teachers' attendance on a weekly basis.

The number of missed hours is split by reason (sickness, personal leave, work reasons, and so on).

**OUTIL DE GESTION POUR LA DIRECTION DES ECOLES PRIMAIRES**  
FICHE HEBDOMADAIRE DE POINTAGE DES HEURES D'ENSEIGNEMENT PERDUES (pour le mois de novembre 2012)

Semaine 1 : du .../11/2012 au .../11/2012

Données	Lundi		Mardi		Mercredi		vendredi		Samedi		Principales causes des absences (inscrire le nombre d'absences en fin de semaine pour chaque cause)					Heures exécutées hors h. off.	
	Matin	Soir	Matin	Soir	Matin	Soir	Matin	Soir	Matin	Soir	M*	C*	RS*	RP*	RE*		
Classes / Maîtres																	
CP1							X	X	X								
CP2																	
CE1									X								
CE2																	
CM1							X	X	X								
CM1A																	
CM2B																	

Certifié exact à ..... le ..... par le / la DE

Semaine 2 : du .../11/2012 au .../11/2012

Données	Lundi		Mardi		Mercredi		vendredi		Samedi		Principales causes des absences (inscrire le nombre d'absences en fin de semaine pour chaque cause)					Heures exécutées hors h. off.	
	Matin	Soir	Matin	Soir	Matin	Soir	Matin	Soir	Matin	Soir	M*	C*	RS*	RP*	RE*		
Classes / Maîtres																	
CP1																	
CP2																	
CE1							T	T	T								
CE2																	
CM1																	
CM1A																	
CM2B																	

Certifié exact à ..... le ..... par le / la DE

**OUTIL DE GESTION POUR LA DIRECTION DES ECOLES PRIMAIRES**

### 10. Record of Actual Teaching Hours (Monthly Report)

This document is the same data as #9 but for a whole month, in this case April 2013.

In this particular example, the Grade 1 teacher did 58% of their official hours, Grade 2 did 91%, Grade 3 did 75%, Grade 4 did 68%, and Grade 5 did 97%.

**Ministère de l'Éducation Nationale et de l'Alphabétisation**  
Région de : **SUD-OUEST**

Burkina Faso  
Unité - Progrès - Justice  
Année scolaire : 2012-2013

Fiche de suivi de l'exécution du volume horaire officiel pour le mois de avril

Classes	Volume horaire officiel	Volume horaire exécuté	Différence en + ou en -	Nombre d'heures perdues par cause				Raisons des gains
				M	RS	RP	Autres	
CP1	73h30	52h30	-21h00	26h00	13h00	—	25h	+8 heures ou CT2 grâce aux heures du jeudi et des heures supplémentaires des autres jours
CP2	106h00	104h30	-1h30	—	—	4h00	6h30	
CE1	94h30	82h00	-12h30	—	23h30	4h00	6h30	
CE2	86h30	40h30	-46h00	—	—	4h00	36h30	
CM1	80h30	40h40	-39h50	—	—	13h00	27h10	
CM2	122h30	4h00	-118h30	—	—	—	64h00	
Totaux heures perdues			-180h10	26h00	36h30	25h00	92h10	
Volume horaire Moyen exécuté		96h25		✓	✓	✓	✓	

observations/Commentaires:  
RAS  
CEB.M/SOL/M

**11. Record of Actual Teaching Hours (Yearly Report)**

This document gives the same data as #9 and #10 but for a whole year.

This school has multi-level classes (i.e. two grades into one class) typical of smaller schools. The three classes exceed the yearly official hours (112%, 112% and 119% respectively) through supplementary courses.

MINISTÈRE DE L'ÉDUCATION NATIONALE ET DE L'ALPHABÉTISATION  
BURKINA FASO  
Unité - Progrès - Justice  
Année scolaire 2011-2012

10/11/2011

(à remplir à la fin de chaque mois par le/la DE et à transmettre à la CEB le 10 du mois suivant au plus tard)

données / classes	Volume horaire officiel	Volume horaire exécuté	Différence en + ou en -	Nombre d'heures perdues par cause				Raisons des gains
				M	RS	RP	AUTRES	
CP	96.4h	107.8	+11.4	2.2	2.1	10.5	3.3	Cours de rattrapage pendant et samedi, soir, heures supplémentaires.
CE		107.8	+11.4	2.4	2.8	10.5	3.3	
CM		115.0	+18.9	2.1	3.1	12.5	3.3	
Total des heures perdues	00			6.6	8.0	33.5	9.9	
Volume horaire moyen exécuté		320.6						

M= maladies ; RS= raisons de sociale (événements heureux ou malheureux) ; RP= raisons professionnelles (formation, stage de recyclage, GAP, conférences, dépôt de courrier...); autres :

Observations/commentaires :

NB. Insister sur les expériences à partager en cas d'écarts positifs, et les mesures à prendre pour rattraper le temps perdu en cas d'écart négatif en précisant la(s) classe(s) concernée(s)

Certifié exact à : [redacted]

**12. Receipt of Textbooks (Signed by APE)**

This is the standard template nationwide for the receipt of textbooks by the school. It is signed by 4 people: the school director, the person in charge of materials at the CEB, the head of the CEB, and the president of the parental or mothers association of the school.

MINISTÈRE DE L'ENSEIGNEMENT DE BASE ET DE L'ALPHABÉTISATION  
BURKINA FASO  
Unité - Progrès - Justice  
Année Scolaire 2011.2012

N° 1057756

BON DE SORTIE

DESTINATAIRE : DREBA Centre Est/Boulgou CEB de Béguédo Ecole de [redacted]

Titre / Classes	Lecture/Guide				Histoire/Guide				Calcul/Guide				Observation/Guide				Géographie/Guide				Total					
	CP1	CP2	CE1	CE2	CM1	CM2	CE1	CE2	CM1	CM2	CP1	CP2	CE1	CE2	CM1	CM2	CP1	CP2	CE1	CE2		CM1	CM2	CE1	CE2	CM1
Livres de l'élève/Quantité	30	23	55	-	34	12	-	-	-	-	-	-	24	-	20	-	-	36	-	20	-	-	10	10	274	
Guide du Maître/Quantité																										

Dictionnaires Neant

18/11/2011

SD-5/CEAB / Fingla



**14. Stationary Receipt**  
(Signed- among others - by the COGES president)

This receipt was issued by the commune, as they are in charge of school materials procurement.

It lists the quantities of the materials received and it is signed by the school director, the president of the COGES, the person in charge of education at the commune's office, and an inspector of the provincial education office (DPEBA).

COMMUNE RURALE DE SOURGOUBILA  
CIRCONSCRIPTION D'EDUCATION DE BASE DE SOURGOUBILA  
SERVICE DE LA GESTION

BURKINA - FASO  
Unité - Progrès - Justice  
EXERCICE 2012- 2013

ORDRE DE SORTIE N° 018/2012

Il a été livré le matériel ci-après destiné à l'Ecole Primaire Publique de  
MEKO

N°	Libellé	Quantité	Nombre de cartons	Unité	Obs
1	Cahiers de 192 pages	478			
2	Cahiers de 96 pages	621			
3	cahiers de 48 pages	280			
4	Cahiers double ligne 32 pages	104			
5	Cahiers de dessin	268			
6	Ardoises	91			
7	Crayons de papiers	162			
8	Crayons de couleurs de 6	162	x		
9	Crayons de couleur de 12	106			
10	Doubles décimètres	162	x		
11	Equerres	110			
12	Taille crayon	110			
13	Gommes	162			
14	Stylos bleus	216			
15	Stylos rouge	177			
16	Stylos vert	177	x		
17	Protèges cahiers	268			
18	Trousses mathématiques	106	x		
19	Craie blanche	18			
20	Craie de Couleur	06			
21	Cahier Grand Forma (192 pages)	12			
22	Stylo bleu	12			
23	Stylo rouge	12			

Je soussigné Yago Eric Steve  
CNIB N° 32832174  
Du 19/02/2012...  
Secteur d'établissement: [Redacted]

SD-6a/PC2B/Mebo

Reconnais avoir reçu des articles ci-dessus désignés  
Le 19/02/2012  
Le Directeur [Redacted]

Le Président COGES  
[Redacted]

Le Gestionnaire de l'Education De la Mairie  
[Redacted]

Le Gestionnaire de L'Inspection  
[Redacted]

Attaché d'Administration Scolaire et Universitaire  
[Redacted]

Attaché d'Intendance Scolaire et Universitaire  
[Redacted]

### 15. School Action Plan of COGES

This shows the template used by COGES for their action plans, listing the planned activities (here, one of the activities is to organize supplementary classes), tasks, period, cost (here split into unit cost and total cost), funding source, and person in charge.

Almost all COGES action plans follow this template but very few are printed like this one.

[Redacted Box]

Circonscription d'Education de Base de **Absouya** Année scolaire 2012-2013

Ecole de **Bendogo**

### PLAN D'ACION DU COGES DE L'ECOLE DE BENDOGO

Activités	Tâches	Période	Coût unitaire	Quantité	Coût total	Source de financement	Responsable de suivi
Sécurisation des élèves au terrain de sport : remblayer les trous	*Achat de banco (charetée)	31/01/2013	1000F	5	5000F	Communauté	Conseiller du village
	*Travaux de remblage		--	--	2500F		
	*Rafraichissement		--	--	3000F		
<b>SOUS TOTAL 1</b>					<b>10 500 F CFA</b>		
Construction de la clôture d'un logement de l'école	*Achat de briques	28/02/2013	50F	500	25000F	APE	Président COGES
	*Main d'œuvre construction		--	--	5000F		
	*Achat d'eau		250F	5	1250F		
	*Achat banco		1000F	3	3000F		
<b>SOUS TOTAL 2</b>					<b>34250 F CFA</b>		
Organisation de cours les jeudis au profit des élèves	*Soutien au cours	Jusqu'en fin d'année scolaire	15000F	2	30000F	AME	Président APE
	*Suivi et accompagnement		1000F	6	6000F		
<b>SOUS TOTAL 3</b>					<b>36 000 F CFA</b>		
Mise en œuvre du plan	Déplacement sur Absouya	Jusqu'en fin d'année scolaire	2500 F	10	25000F	APE	Présidente AME
	Déplacement sur Ziniaré		10000F	2	20000F		
<b>SOUS TOTAL 4</b>					<b>45 000 F CFA</b>		
<b>TOTAL DES SOUS TOTAUX</b>					<b>125 750 F CFA</b>		

COG-PC-04-03/PC/B/Bendogo

**16. COGES  
Activity Report**

This is a typical COGES activity report. It follows a template but is drawn by hand since computers and printers are still rare at the school level.

Along with the list of planned activities, information on whether they were carried out, the planned budget, the level of execution, and the amount effectively used.

One of the activities in this example is the organization of supplementary courses.

Burkina Faso  
Ministère de l'Éducation Nationale  
et de l'Alphabétisation  
Région/DREBH: Plateau Central  
Province/DPEBH: Ganzourou  
Commune de Kogho  
CEB de Kogho  
Ecole/COGES: [REDACTED]

Effectif année en cours: 834 G11T2  
Nombre d'activités programmées: 0  
Nombre d'activités réalisées: 07  
Nombre d'activités additionnelles:

Montant mobilisé à ce jour  
 $763\,750 \times 7 = 5\,340\,27\text{F}$   
% de mobilisation = 77,77%

BILAN DES ACTIVITES DU COGES

Activités Programmées	Activités Réalisées	Montant Prévu	Niveau de réalisation des activités			Estimation de l'apport physique de la communauté	Observations
			Taux de réalisation	en cours	non réalisés		
Sécurisation de la cour de l'école	X	53 000F	100%			53 000F	
Sensibilisation pour la scolarisation		17 500F	0%		X	0F	
Hygiène et propreté	X	223 750	100%			30 000F	
Réparation de la pompe	X	30 000F	50%	X		0F	
Fonctionnement du COGES	X	31 500F	100%			21 500F	
Acquisition des ardoises géantes		50 000	0%		X	0F	
Soutien aux examens blancs	X	45 000	66,66%			10 000F	
Cours de soutien aux élèves de CE2	X	263 000	100%			254 000F	
Champ scolaire	X	50 000	12,5%	X		62 50F	
		763 750				374 750	

### 17. Back to School Day Statistical Report

This is a report School Directors are to fill out at the beginning of the school year. There are different templates.

This example shows the section on the school's furniture (tables, benches, blackboards, etc.), and the CEP and JHS entrance exams' results of the previous year.

VIII. EQUIPEMENTS SCOLAIRES

Bureaux / tables pour maitres	Table - bancs	Armoires et placards	Tableaux noir
09	131	02	08

IX. MATERIELS DIDACTIQUES

L'école a-t-elle :			
- Compendiums métrique?	oui (x)	non ( )	
- Compendiums scientifique?	oui ( )	non (x)	
- Cartes murales ?	oui ( )	non (x)	
- Globe terrestres?	oui ( )	non (x)	

X. RESULTATS DES EXAMENS DE LA SESSIN DE JUIN 2012

EXAMEN	CANDIDATS								
	Présentés			Admis					
				CEP			Entrée en 6 <sup>e</sup>		
	G	F	GF	G	F	GF	G	F	GF
C.E.P seul	00	04	04	00	02	02	XXX XXX	XXX XXX	XXX XXX
Entrée en 6 <sup>e</sup> seule	03	08	11	XXX XXX	XXX XXX	XXX XXX	03	08	11
C.E.P. et Entrée en 6 <sup>e</sup>	59	57	116	20	22	42	25	09	34

=====  
veuillez indiquer ci-dessous les difficulté éventuelles que vous avez rencontrées en remplissant cette fiche ou tout renseignement supplémentaire qui pourrait aider à l'interprétation des données fournies:

Je certifie que les informations rapportées dans ce questionnaire sont correctes

Le Directeur de l'école : \_\_\_\_\_ (signature)

Date 19/10/2012

### Section 3. Overview of the Documents collected at CEBs, Communes, and Schools

Unlike documents collected at by the central level, at the local level most documents were photographed by the surveyors. Very few were copied or given in an electronic format.

<b>CEB document number, Name (in French-English)</b>	<b>Remarks (**: possibly relevant for monitoring the implementation of policies on COGES or for sharing with COGES to make it more functional for school improvement)</b>	
CEB 1 Etat nominatif du personnel enseignant [List of Teacher Names, 2013]	A standardized document. It is divided into 2 sections, one for personnel in the office per se, the other for teaching personnel. The information includes: name, employee number, school, sex, class, length of service at the position and in total, highest degree	
CEB 2 Programme d'activités de la CEB [CEB Activity Program, 2013 or 2012]	Yearly action plan of the CEB. COGES may or may not be mentioned depending on the CEB's activities. If the CEB had activities regarding COGES, this is mentioned. If not, there is no mention of COGES	**
CEB 3 Programme d'activités menées de la CEB or Rapport d'activités [Activity Program by the CEB or Activity Report 2012]	Yearly activity report of the CEB. COGES may or may not be mentioned depending on the CEBs activities	**
CEB 4 Rapport statistique de rentrée scolaire [Statistical Report at the Start of the New School Year 2012-2013]	A standardized report throughout the Country. Mainly statistical data concerning school infrastructure, personnel and students, and CEP results. Nothing on textbooks (CEBs without computers copy the template by hand)	**
CEB 5 Enquête statistique rapide de Rentrée Scolaire par école [Quick Statistical Survey at the Start of the New School Year 2012-2013 by School]	A brief statistical report that covers some areas covered by CEB 4 (infrastructure, personnel and students).  However, this one includes data on textbooks (reading and math only), along with students' information (number per class in each school)	**
CEB 6 Projet de budget de l'APE pour la CEB [APE Budget Project for CEB]	CEBs run on a budget provided by the Union of APE at the commune level. Three kinds of documents were collected (there was a very poor collection rate overall): The vote of the Union of APE for the funding of the CEB  1. The budget of the CEB. This one shows that they expect their revenue to come from the number of students (through the APE contribution; at 100FCFA to 200FCFA per student) 2. Finance book of the CEB. The revenue is entered as "contribution from school XX"	

<p>CEB 7 Résultats statistiques du CEP par école [Statistical Results of CEP 2012 by school]</p>	<p>CEP results by school (often by an exam center that covers several schools)</p>	<p>**</p>
<p>CEB 8 and 9 Tableau Synoptique de l'évaluation du Second Trimestre par école  Tableau Synoptique des résultats des Compositions Harmonisées du Second Trimestre [Synoptic Chart of the 2nd Trimester Examination 2012-2013 of the CM2 class by school; Synoptic Chart of Harmonized Examinations' Results of the 2nd Trimester 2012-2013]</p>	<p>Each document shows the number of students, for each grade and each subject, that are below average (score from 0 to 4.99), and the number of students above average (score 5 to 10). A score of 5 out of 10 is a passing score  When the CEB aggregates those numbers, some do include the passing rate, depending on the template they have. Most have only the gross numbers, but a passing rate can be easily calculated</p>	<p>**</p>
<p>CEB 10 Outil/Fiche de visite d'écoles*(les plus récents outils de visite de l'ensemble des écoles de la CEB) [School Inspection Form (the most recent tool for visits of every school in the CEB)]</p>	<p>(Poor collection rate. Most submitted a teacher (or class) inspection sheet instead). This document exists in 3 different templates:</p> <ul style="list-style-type: none"> <li>• One detailed report that has a section requiring some information on community participation (“integration of the school within its surroundings”)</li> <li>• One detailed report that has no such section but has an “other activities” section that can address this topic</li> <li>• One very brief report that has no section on this topic</li> </ul>	<p>**</p>
<p>CEB 11 Fiche de l'exécution du volume horaire officiel par école pour l'année 2012 [Sheet of the Official Number of Hours Worked by School for 2012]</p>	<p>Based on SD 3 (teacher's attendance per class/teacher) and SD 4 (teachers' attendance per school). No parental representative (APE/AME) signs any of these documents</p>	
<p>CEB 12 Fiche d'expression des Besoins en Manuels et Guides de l'année de la CEB CEB 13: par école de la CEB [CEB 12: Schools textbooks, total needs; CEB13: same per school]</p>	<p>CEB12 is the aggregate of CEB13. CEB13 is for the detailed needs per school and it has not only the needs in new textbooks, but also the existing number of usable textbooks in each grade and topic. There is no standardized format but the information in the document is always the same (sometimes the information on existing textbooks is more or less extensive, i.e. including their condition or not)</p>	
<p>CEB 14 Bons de Sortie des Manuels et Guides de la CEB de l'année [Receipt of Manuals and Guides by the CEB for 2013]</p>	<p>This is standardized throughout the country. It is the receipt for the textbooks delivery from the DPENA to the CEB. Signed by the “gestionnaire of the CEB” (person in charge of goods), the head of the CEB and the transporter</p>	

<p>CEB 15 Bons de sortie des manuels et guides de la CEB par école de l'année 2013 [Receipt for Manuals and Guides from the CEB to Schools in 2013]</p>	<p>Same as SD 5. Along with information on quantity per grade of textbooks and teachers guides received, this receipt is signed by the SD, the President of APE or AME, the Chief of the CEB, and the person in charge of textbooks at the CEB</p>	
<p>CEB 16 Expression des Besoins en Fournitures Scolaires par Ecole de la CEB de l'année 2013 [Need for School Stationery and Teacher's Guides by Schools of the CEB for 2013]</p>	<p>Need for stationery for each school in the district</p>	
<p>CEB 17 Rapport de Gestion des Fournitures Scolaires [Management Report on School Stationery 2012-2013]</p>	<p>This is a document compiled by the "Gestionnaire of the CEB" (person in charge of materials and goods). There are different formats:</p> <ul style="list-style-type: none"> <li>• Aggregate number by kind of materials received, the number of materials distributed, and what's left in stock</li> <li>• Detailed figures of materials distributed, by school</li> <li>• Detailed figures of materials distributed, by grade</li> </ul>	
<p>CEB 18 Situation de Distribution des Manuels et des Fournitures Scolaires de l'Année (par école) [Textbooks and School Stationery Distribution Status for 2013 (by school)]</p>	<p>Information is about textbooks and materials distributed (i.e., no info on stocks), and is detailed per school</p>	
<p>CEB 19 Fiche Synthèse des Plans d'action des <b>COGES</b> de la CEB [Summary Sheet of the Action Plans of the COGES of the CEB, 2012]</p>	<p>Information about the plan of action of each COGES in the CEB</p>	<p>**</p>

<b>Commune Document Number Name (in French-English)</b>	<b>Remarks (**: possibly relevant for monitoring the implementation of policies on COGES, or for sharing with COGES to make it more functional for school improvement)</b>	
<p>CL 1a Fiche de Renseignement sur les Elus Locaux de la Mairie [Information sheet on local representatives of the Commune, 2013 or 2012]</p> <p>CL1b Liste des Commissions Techniques [List of Technical Commissions of the Commune, 2013 or 2012]</p>	<p>The requested document is not just a list of the elected officials, but a document that also provides information on their gender, age, occupation, political affiliation and education level</p> <p>CL1a also lists who belongs to which technical commission so most communes provided CL1a for both CL1a and 1b</p>	
<p>CL 2 Plan Local de Développement de la Commune, (Le plus récent) [Local Development Plan of the Commune (the latest)]</p>	<p>If a development plan exists and was submitted, which was not always the case, there is always an education chapter in it</p>	**
<p>CL 3 Budget Primitif de Gestion de la commune [Primary Budget for the Commune’s Management, 2013 or 2012]</p>	<p>Budget form, with standardized accounting labels. Concerning spending on school materials, budget line labeled 605 gives the amount voted on. CL3 does not show that the money was effectively spent, nor on what it was spent in detail. No mention of textbooks, which are still dispatched from the central level</p>	**
<p>CL 4 Rapport Financier Annuel de la Mairie » ou « Rapport d’exécution Financière Annuelle de la Mairie [Annual Financial Report of the Commune or Annul Financial Implementation Report of the Commune, 2012]</p>	<p>This document is pretty rare. It is not usually a detailed report that shows every line of budget as in the Budget document (CL3). More often, it is a summary with the planned and actual balance of spending and income in big categories (operations, investments, and so on)</p>	
<p>CL 5 Facture d’achat des Fournitures Scolaires [Invoice for the purchase of school stationery, 2012-2013]</p>	<p>Invoice showing the purchase of school materials. This is one of the few documents that almost all communes provided. Since the money is originally transferred from the government to the communes, who then spend it on school materials, we suspect the “invoice” is also needed for the commune to justify their spending to the central government, hence the excellent collection rate</p>	**
<p>CL 6 Etat de répartition des Fournitures Scolaires au Niveau de la commune [Distribution status of school stationery in the Commune, 2012-2013]</p>	<p>Rare document in the gathered evidence. The best example shows the details of materials for each school with the signature of the director and of AME/APE. It is in fact a CEB document seemingly shared with the commune office</p>	**

<p>CL 7 Procès-verbal de Création de l'union des COGES de la Commune [Minutes of the Creation of the COGES's Union of the Communes]</p>	<p>Info on the establishment of the Union of COGES at the commune level. The document gives:</p> <ul style="list-style-type: none"> <li>• The number of voters without the COGES they are from</li> <li>• The names of the COGES for those elected onto the Board</li> </ul>	<p>**</p>
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<b>School, APE or COGES Document Number Name (in French-English)</b>	<b>Remarks (**: possibly more relevant to the implementation of policies on COGES)</b>	
<p>SD 1 Rapport Statistique de Rentrée Scolaire [Statistical Report of a School at the beginning of the year, 2012/2013]</p>	<p>This evidence document comes in different templates:</p> <ul style="list-style-type: none"> <li>• A brief overview (on teachers, students, and school materials)</li> <li>• A document providing raw numbers that must be reported back to the CEB very quickly (by early November)</li> <li>• A similar document with more statistics (e.g. distance between school and students home), and has a section on the CEP and JHS entrance exam of the previous year only. This is a national template that is to be filled out between November 10<sup>th</sup> and 20<sup>th</sup></li> <li>• Some schools provided a copy of the “Enquete Annuelle” (yearly study) by the DEP (Departement des Etudes et de la Planification) filled out on “National Statistics Day”</li> </ul>	**
<p>SD 2 Rapport de Fin d'année Scolaire(ou/et) Situation de l'école en Fin d'Année Scolaire [Year End School Report (or/and) Situation of The School at the End of the School Year, 2011/2012]</p>	<p>This evidence document has different templates:</p> <ul style="list-style-type: none"> <li>• According to the MOE's instructions, the yearly report made for the planning department (DEP) can also be used as the end of year report</li> <li>• Sometimes the end of year report is a written report (often the minutes of the last teachers' meeting), along with important data as judged by the SD. In this case, the SD may include the results of one harmonized test along with the CEP results. There is also a case that had a comment on handicapped students</li> </ul>	**
<p>SD 3 Fiche de l'exécution du Volume Horaire Officiel Pour La Période du 1<sup>er</sup>/10/2011 au 31/5/2012 (par enseignant dans chaque école) [Implementation sheet of the Official Hourly Volume for the Period of 1/10/2011 to 31/5/2012 (by teacher)]</p>	<p>SD 3 is a monthly report and the information is split per teacher/class. Some formats have each teacher sign their attendance report. There could be room for COGES or APE to sign this as well</p> <p>Some schools provided weekly teachers' attendance reports</p>	**
<p>SD 4 Fiche de l'exécution du Volume Horaire Officiel Pour La Période 1/10/2011 au 31/5/2012 par école [Sheet of the Execution of the Official Hourly Volume for the Period 1/10/2011 to 31/5/2012 (per school)]</p>	<p>Identical to CEB 11 &lt;Fiche de l'exécution du volume horaire officiel par école dans chaque CEB&gt;</p>	

<p>SD 5 Bon de sortie des Manuels scolaires [Receipt of school textbooks, 2011/2012 (by school)]</p>	<p>Along with info on quantity per grade of textbooks and teachers guides received, this receipt is signed by the SD, the president of APE or AME, the Chief of the CEB, and the person in charge of textbooks at the CEB</p>	<p>**</p>
<p>SD 6a Bon de Sortie des Fournitures Scolaires au Niveau CEB [Receipt of School Materials at the Level of CEB, 2012-2013]</p>	<p>Not standardized, format depends on the commune</p> <p>There are many variations as to who signs this document. A non-exhaustive list is: signed by the sender, the receiver, the SD, the person in charge from the Mayor's office, and the COGES President</p>	<p>**</p>
<p>SD 6b Etat de Répartition des Fournitures Scolaires Niveau Ecole [State of Distribution of School Materials by School Level, 2012-2013]</p>	<p>Formats vary (it is done in each school) as to who signs this document. It includes:</p> <ul style="list-style-type: none"> <li>• Inventory document per class, signed by no one</li> <li>• Inventory per class, signed by the SD and the teacher (most common)</li> <li>• Same as #2 with extra signatures (APE, Commune officer, CEB, COGES, and so on)</li> </ul>	<p>**</p>
<p>SD 7 Registre d'appel Journalier de la Classe de CM2, Année Scolaire [Daily Class Registry of the CM2, School Year CM2, 2012/2013]</p>	<p>These are standardized throughout the country. The first page has the list of students with their date of birth, date of entering the school, name of parents and their job (although these parts are seldom filled in), then monthly pages for absences</p> <p>Absence of students is noted by half-days for the month on the page of that month, then a calculation of monthly absences is made for the class. It is signed by the teacher and the SD. The summary of this information can be shared with COGES to discuss the solutions for student absence</p>	<p>**</p>
<p>SD 8 Registre de Fréquentation Scolaire des Elèves de L'école [Registry of Attendance of the Students of the School, 2011-2012]</p>	<p>This information seems always to be taken from the monthly summary table that exists in SD 7 (and not from trimester summaries sent to CEB as we also had in our sample evidence)</p> <p>This monthly table is signed by the director, and by the inspector (it seems during his visit)</p>	<p>**</p>

<p>SD 9a Bulletin de Note du 2nd Trimestre de l'Année (pour un élève de CM2, CM1 au cas échéant) [School Report of the 2nd Trimester of the Year 2012-2013 (for students of CM2, CM1 if applicable)]</p>	<p>As long as the document provided is <u>the student score card</u> with detailed grades, it always has the same format throughout all regions, so this is probably a national template. It lists grades in each subject (writing, dictation, history, etc.). Subjects have different weights (they are scored out of 10 points or out of 20 points). The total score (out of 160 points), the average (out of 10 points), and the rank of the student is written</p> <p><u>There is the signature of the parents, and of the teacher</u></p> <ul style="list-style-type: none"> <li>• Sometimes the teacher writes a brief observation. As customary in a French speaking system, the observation is usually pretty strict and seems mostly based on the grades, not on the ranking (a good ranking with a low grade is not lauded)</li> <li>• There is no information other than the grades (learning achievement). <u>No information is given on attendance on this document.</u> However, anything can be addressed in the teacher's observation (e.g. "Average work (is being lazy))." We suspect that if a student has an attendance problem, it can be addressed in the observation</li> <li>• There are some other templates which seem to come from different documents – and are probably for school records, as opposed to being a score card given to parents</li> </ul>	<p>**</p>
<p>SD 9b Résultat du 2<sup>nd</sup> Trimestre des Elèves du CM2 ou de CM1 [Results of 2<sup>nd</sup> Trimester of Students of the CM2 or of the CM1, 2012-2013]</p>	<p>This shows the results of each student in each subject. If the tests were part of "harmonized tests" then the aggregate data should be used to make SD10</p> <p>Some SD actually gave the SD 10 (aggregate data for the class, not detailed per student)</p>	<p>**</p>
<p>SD 10 Tableau Synoptique de l'évaluation du 2nd Trimestre de la Classe de CM2, 2011-2012 [Chart of the Assessment of the 2nd Trimester of the Classes of CM2, 2011-2012]</p>	<p>(Similar to CEB 8)</p>	
<p>SD 11 Résultats Statistiques du CEP [Statistical Results of CEP 2012]</p>	<p>Results of the primary school graduation exam, the CEP. Different format (either just the school, or all CEB results)</p>	<p>**</p>

<p>APE 1 Registre de Cotisation des Parents d'élèves ou/et « Cahier de Gestion Financière de APE [Registry of the Contributions of the Parents of Students 2012-2013, and/or Financial Management Statistics, 2012-2013 of the APE]</p>	<p>Financial book of the APE. Most APEs submitted this</p>	<p>**</p>
<p>COGES 1 Procès-Verbal de l'Assemblée Générale Elective des Membres du Bureau du COGES [Minutes of the General Assembly of the Administrative Members of the COGES]</p>	<p>The number of voters at the COGES general assembly is shown and split by gender</p>	<p>**</p>
<p>COGES 2 Liste de Présence des Membres du COGES au Cours d'une Assemblée Générale [Attendance list of Members of the COGES in General Meetings 2012-2013]</p>	<p>When provided, this list has different formats: just names, names with signature (most common format), age, sex, signature, and verification of voting</p>	<p>**</p>
<p>COGES 3 Plan d'Action Annuel 2012-2013 du COGES (toutes les pages) [COGES Annual Action Plan for 2012-2013]</p>	<p>All COGES action plans collected follow the same template: Activities/Tasks/Duration/Cost/Financing source/Person in charge. Cost may be subdivided into: unit cost/quantity/total cost</p>	<p>**</p>
<p>COGES 4 Rapport Annuel d'activités du COGES, ou « Fiche de Bilan Collectif Final du COGES [Annual Report of the Activities of COGES, or 'Certificate of Final Collective Review of the COGES' 2011-2012]</p>	<p>There are 3 kinds of reports collected: (i) an external one for the CEB, (ii) a detailed one, and (iii) a summarized one</p>	<p>**</p>

(END)

## Abstract (in Japanese)

### 要約

教育分野における優先的な開発目標は、学校へのアクセス増加から学習成果の質向上へシフトしてきた。就学率は伸びても学びが十分ではないという問題の解決に向け、各国では政策の見直しが進みつつある。こうした中、国際的なグッドプラクティスや先行研究に基づいた政策分析をサポートするため、教育制度の国際比較分析ツール（通称 SABER: サベール）とデータベースの開発を、世界銀行は他ドナーとも協力をしながら進めてきた。本研究は、SABERの中でも特に学校運営制度（通称 SBM）という JICA の協力実績も多い分野に関する政策を評価するツールの改善に向け、世銀チームと共同で実施したものである。これまでの SBM に関する途上国の先行研究はラテンアメリカが中心であった。

本論文では、ブルキナファソの学校運営制度に係る政策の質と実施度について検証している。より良い学習成果の達成に向けた学校運営委員会の機能、及び分権化や学習評価政策とのシナジー効果に着目して分析している。

分析の結果、ブルキナファソでは、COGES と呼ばれるコミュニティ参加型学校運営委員会の役割に係る法令やガイドラインが整備されたことにより、政策の質は比較的向上していることが示された。また、分権化政策も地方自治体への権限移譲という点では概ね高く、また、学習評価政策も学習評価の頻度では高く評価された。他方で、これらの政策は、本来の意図通り十分に実践されているとは限らず、関係者間での実施度に差があることが村落部の学校や地方自治体等から収集したデータによって明らかにされた。

まず、学校運営委員会 (COGES) は、その機能度に差がある。この機能度を表す指標として、学校への COGES の貢献金額に着目すると、それは COGES の総会や COGES 同士の連合の有無などのガイドラインが意図する手順の実践度とも有意に関連している。民族構成等の他のコミュニティ要因を制御しても結果は同じである。この COGES の機能度が高い学校では、教科書数や補習授業時間数といった学習環境、また卒業試験の合格率といった学習成果の質も比較的高い傾向がある。さらに、学習評価結果をより活用していることもより良い学習成果と関係しており、地方分権化の実践度に係る関係者間の共通認識の高さも補習授業時間の長さとの正の関係を示した。参加型学校運営委員会に係る政策の実施を、学習評価結果の活用や分権化と共に強化することは、より良い学習成果を達成するために重要であることが示唆された。