

## 3. Review of Training in World Bank Projects in Burkina Faso

### 3.1 Country Overview

3. Burkina Faso is a landlocked country with limited resources and a small internal market. The nation had been relatively unstable in the first few decades after its independence, but it has enjoyed political stability since 1987; President Blaise Compaoré was elected to a third 5-year term during national elections in November 2005.

#### 3.1.1 Economic Indicators

4. In 2005, per capita income was \$350, and in 2003 the incidence of poverty was 46 percent.<sup>1</sup> The 2006 Human Development Index placed Burkina Faso 174th out of 177 countries using the three social indicators of living a long and healthy life, being educated, and having a decent standard of living.<sup>2</sup>

5. Despite its low ranking on the Human Development Index, Burkina Faso has experienced impressive growth in the past decade. The 2005 CAS reported that real gross domestic product increased by an average of 5.6 percent per annum in the 1994–2004 period, and poverty declined by an estimated 8 percent between 1998 and 2003.

6. To accelerate economic growth, Burkina Faso needs to make better use of its resources, increase export earnings (which are primarily based on cotton, livestock, and gold), and develop a tourism industry. Most importantly, growth for Burkina Faso will emanate from regional economic integration, improved land and water management, agricultural diversification and intensification, labor productivity, and better use of its human capital.

#### 3.1.2 Poverty Reduction and Capacity Building

7. The Government of Burkina Faso adopted a four-pillar poverty reduction strategy (*Cadre Strategique de Lutte contre la Pauvrete*) in 2004. The four pillars are: (1) accelerate equity-oriented growth, (2) increase access of the poor to basic social services, (3) expand income and employment opportunities for the poor, and (4) promote good governance. The strategy's approach to improving good governance includes comprehensive public sector administrative reforms and decentralization. Despite political resistance from civil servants, a decentralization plan was enacted in 2005 (the Law on Local Administration), which provided for the establishment of locally elected governments. Building the capacity of local communities to assume new responsibilities is recognized in the strategy as being fundamental to the success of decentralization.

---

1 Country Assistance Strategy for Burkina Faso. Washington: The World Bank. May 12, 2005.

2 Human Development Report 2006. New York: United Nations Development Programme. 2006.

8. Training—especially at the local level—is intended to contribute to these decentralization goals. It will give a voice to the local communities and it will improve accountability. Capacity building will also help the poor gain better access to drinking water and social services such as vocational training and higher quality education.

9. Lessons from the 2000 CAS revealed that development outcomes for the period 2000–2004 were satisfactory, but that weak capacity and national systems remain a stumbling block to doing business and creating wealth in Burkina Faso. Hence, the new goals for the 2006–2009 fiscal period include sustaining the government’s commitment to establishing sound policies that will create the basis for accelerated growth; allowing rural populations to more fully participate in growth and to access essential services; strengthening capacity and national systems, such as making health facilities stronger and making public procurement procedures more efficient; and better coordinating donor support.

## **3.2 Training Overview**

10. This field study examined the four project-based training programs and two WBI training programs in Burkina Faso described below.

### **3.2.1 Competitiveness and Enterprise Development Project**

11. The World Bank’s Competitiveness and Enterprise Development project provided businesses with 50-50 cofinancing credits for training in management, commercial techniques, legal and fiscal techniques, accounting, technical skills (mechanics, sewing, etc.), information technology and computers, and training of consultants. This program was managed by an agency that was set up as part of the project. Requests for training that were submitted for approval by an expert committee had to include detailed business plans explaining how training was to contribute to achieving organizational goals.

### **3.2.2 Community-based Rural Development Project**

12. Training was used in the Community-based Rural Development project to build the capacity of rural communities to prioritize, plan, implement, and manage local development efforts. Training courses consisted of 1-week modules for village committee representatives in management-related issues such as organizing village assemblies and keeping records of decisions, obtaining legal recognition for village organizations, carrying out community needs assessments and development plans, sorting out land rights in the process of community land development planning, accessing financial resources and mobilizing self-contributions, and executing investment projects. HIV/AIDS awareness training was also a part of the project. All these courses are managed by Ministry of Decentralization. A 60-day literacy training managed by Ministry of Education and ad hoc training procured by community groups was also part of the annual allocation of project resources. In addition, village committees could choose to finance training as part of their annual development plans. Community groups are responsible for procuring this training themselves using a list of approved training providers provided by the government. Training is evaluated by community groups themselves and reported to the government.

### **3.2.3 Basic Education Sector Project**

13. The Basic Education Sector project contained a component of in-service teacher training to reinforce the capacities of teachers, and thereby, the quality of education. The project included three primary types of in-service training: (1) in-school, one-day training sessions designed by teachers' study groups in networks of closely related schools; (2) subject-based inspectorate-level (i.e., district) training based on a program determined by school inspectors with the aim of improving teaching methods and the performance of teachers; and (3) annual pedagogic conferences.

### **3.2.4 Administrative Capacity Building Program Project**

14. As part of the Administrative Capacity Building Program project, officials at various ministries were offered three-day training courses on performance evaluation to support the implementation of civil service reforms mandating the introduction of merit-based promotions. The project was coordinated by the Ministry of Civil Service and State Reform but the training targeted human resource managers and managers in all government ministries.

### **3.2.5 WBI Rural Development Program**

15. This WBI program was a multiyear program of support for agricultural producers, including needs assessment workshops and subsequent workshops on a variety of agricultural topics for participating institutions. It is associated with a new Bank-financed agriculture project which will provide support to the producers.

### **3.2.6 WBI Social Protection Program**

16. This WBI course offering was a multiyear program of face-to face courses, regional conferences, regional distance learning, and single-country workshops to help design a social protection strategy for Burkina Faso. The program was complemented by technical assistance provided by the Human Development Unit of the Africa Region. As a result of these combined efforts, a social protection strategy has been drafted in Burkina Faso.

## **3.3 Evaluation of World Bank-financed Training**

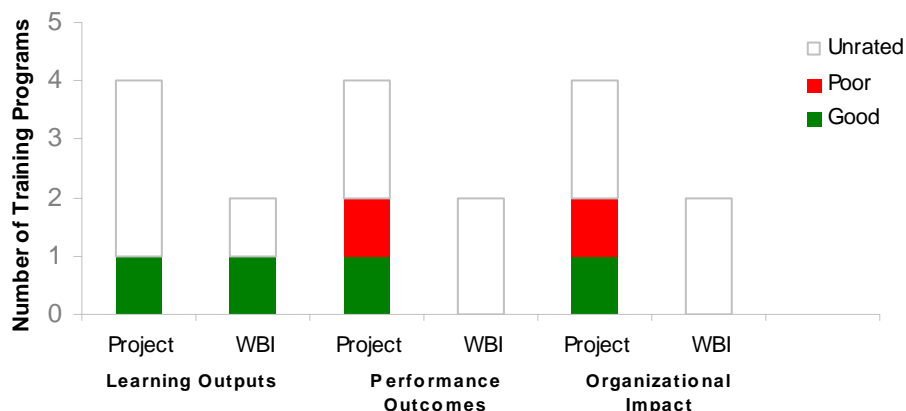
### **3.3.1 Training Results**

17. Insufficient evidence existed to assess training results in most of the training programs (Figure 4). With the exception of the Community-based Rural Development project and the WBI Social Protection program, none of the training programs used testing or class assignments to gauge learning. Similarly, workplace performance outcomes and development impact was only systematically monitored and evaluated in the Community-based Rural Development project.<sup>3</sup>

---

<sup>3</sup> Attributing development impact to training where other capacity building interventions are present is often challenging. The difficulty with attributing results to training in this case are inherent in the use of training alongside technical assistance and in no way implies deficiencies in the training program or its monitoring and evaluation regime.

**Figure 4: Insufficient Evidence Available on Training Results**



18. In only two projects could clear evidence on changes in workplace performance be marshaled—one with successful training outcomes and another with highly unsuccessful outcomes. The Community-based Rural Development project provided clear evidence of training outcomes on the basis of ongoing government monitoring of community group activities. Government statistics indicated that community groups were able to use the skills that participants acquired through training to design and implement high-quality action plans. Conversely, a recent mid-term evaluation of the Basic Education Sector project found that not only had training not led to an improvement in teaching quality, but the quality of teaching had dropped over the project period.

19. At the time of this evaluation, the Competitiveness and Enterprise Development project had not gathered evidence of training outcomes or impact on the performance of businesses despite the project being in its fourth year of implementation. Interviews with representatives of five firms whose employees received training suggested the training was well-targeted and that it had affected their performance. The Administrative Capacity Building and the WBI Rural Development programs had not progressed far enough to judge their training results. Participants who received training through the Administrative Capacity Building project had not implemented learning because their ministry had not yet adopted performance evaluation procedures. The time that elapsed between the training and the evaluation (almost a year for some of the earlier trainings) is likely to minimize any training outcomes once performance evaluation procedures are launched. Similarly, while agricultural producers who participated in the WBI Rural Development training program expressed satisfaction with the skills and knowledge they acquired in training, they uniformly claimed having inadequate resources to apply what they learned. World Bank staff told evaluators that agricultural producers would be able to obtain financing within the context of a new agricultural project, but this had not yet occurred at the time of the evaluation.

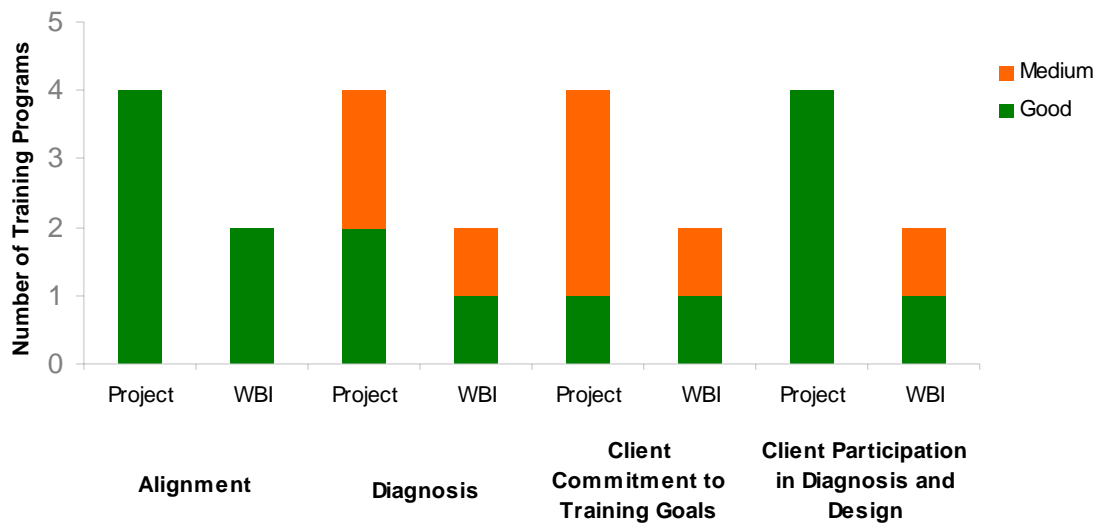
20. Whereas the use of in-class projects as part of the WBI Social Protection program indicated that participants had learned new things, it was impossible to attribute performance changes to learning due to the simultaneous provision of technical assistance by the Human Development Unit of the Africa Region. Participants who were interviewed for this evaluation differed on their views regarding the extent to which the training they received—

as distinct from technical assistance provided—significantly contributed to their ability to draft a Social Protection strategy.

### 3.3.2 Training Relevance

21. The relevance of training programs was assessed in terms of their alignment with World Bank and Government of Burkina Faso objectives, the quality of the diagnosis of capacity gaps and the appropriateness of training to fill those gaps, client commitment to achievement of training goals, and client involvement in diagnosis and design of training (Figure 5).

**Figure 5: Performance on Relevance Criteria Ranged from Medium to Good**



### 3.3.3 Alignment

22. Alignment for all training programs was uniformly good. For WBI programs, this reflects the greater coordination between the WBI and country programs because the WBI shifted to a focus country approach. Participation in the Burkina CAS dialogue process by the WBI regional coordinator for Africa formed the basis of the WBI’s country program. Alignment with CAS goals was not, however, a significant indicator of overall relevance. This is due to the general nature of CAS goals relative to the high degree of specificity needed for adequate training goals. For this reason, even where alignment with the CAS was broadly satisfactory, poor diagnosis of the capacity building needed to achieve the goals of the CAS, or inadequate client ownership of training goals, impaired the relevance of some training programs.

### 3.3.4 Diagnosis

23. Two out of the four World Bank projects and one of the two WBI programs reviewed did a good job of diagnosing capacity gaps. Where diagnosis received medium ratings—indicating significant shortcomings—this was attributable in all cases to the inadequate assessment of the ability of training programs to address capacity gaps. In other words,

although diagnostic exercises correctly identified capacity gaps, they overestimated the ability of training to address these gaps and insufficiently recognized other necessary capacity building interventions.

24. The decision to provide training in Burkina Faso as part of the WBI Social Protection program came out of consultations with the Human Development Unit of the Africa Region. The purpose of these consultations was to determine which countries could most benefit from training, rather than whether training was needed at all. Because WBI training is provided free of charge, World Bank staff or client support for a training program does not necessarily imply that either believes investment in training is necessary. Whereas participants in the WBI Social Protection program appreciated the opportunity to talk with counterparts in other countries on social protection issues, they held the opinion that technical assistance and financial support were the two forms of capacity building support they most needed to achieve the goal of introducing a new social protection program. The former is being provided by the Human Development Unit of the Africa Region. The latter, at the time of the evaluation, had not yet been secured. The World Bank had expressed a lack of interest in providing financing for implementation of the social protection strategy and no other donor had committed to taking on this challenge. Training supported the drafting of a new social protection strategy, but it was uncertain at the time of this evaluation whether this program will ever be implemented.

25. Training as part of the Administrative Capacity Building project was supposed to contribute to the introduction of performance evaluations in the public sector with the objective of supporting a new merit-based system of promotions in the Burkinabe public sector. Whereas capacity gaps were correctly identified, the diagnosis of capacity gaps incorrectly assumed that training could be used to adequately build public sector support to implement such a system of promotions. At the time of the field mission, this was not the case. Interviews with government human resource managers who had participated in training indicated that a year after they had attended the course, they were still not authorized to implement performance evaluations in their ministries due to resistance to the shift. The Basic Education Sector project, for its part, tried to both improve teaching quality and address a need for more teachers by reducing the preservice teacher training program from 2 years to 1 year and then providing more in-service teacher training to build the capacities of new teachers. This form of training proved to be inadequate, and the quality of teaching was found in a mid-term project evaluation to have dropped over the project period.

26. In contrast, the Community-based Rural Development project performed a substantial diagnosis of the capacity needs of community groups to manage funds they were receiving as part of the project. The diagnosis identified skills ranging from literacy training to basic financial management, which were necessary for the communities to set their own development programs and manage the financial resources made available to them. The Competitiveness and Enterprise Development project provided cofinancing credits to firms that were willing to provide 50 percent of the financing. A diagnosis of the skills local business representatives needed most occurred before the project began, leading to a delineation of subject areas where different types of training would be made available to interested firms. Firms wishing to receive cofinancing were required to submit applications accompanied by business plans explaining the need for and goals of training.

### **3.3.5 Client Commitment to Training Goals and Involvement in Diagnosis and Design**

27. Training was assessed for the client's commitment to training goals and the client's involvement in diagnosis and design. Only one World Bank project and one WBI program received good ratings for commitment to training goals, with the remaining training projects receiving medium ratings. Involvement in diagnosis and design was better, with all projects and one WBI program receiving good ratings. The uniformly good ratings for projects in this category may be attributable to project planning procedures that provide a high degree of consultation with clients on all aspects of project design.

28. Client involvement in diagnosis and design did not, however, necessarily translate into a commitment to training objectives. As part of the Administrative Capacity Building Program project, public sector managers received training in performance-based evaluation before the ministries had either committed to implementing performance-based evaluations or agreed to provide resources for broader training. Some participants reported encountering resistance in their ministries for the implementation of performance evaluation. Although the Burkinabe Office of the Prime Minister issued directives in January 2006 requiring ministries to implement performance-based evaluations, training participants offered differing opinions regarding the likelihood that the government would implement the directives.

29. The quality of training accompanying the Basic Education Sector project suffered from a lack of commitment by the government to provide resources for in-service teacher training and by the teaching staff to their own professional development. At the time of the evaluation, much of the in-service teacher training had not occurred. Teachers attributed this to the government's unwillingness to pay travel costs and per diem. Conversely, others who were interviewed said that teachers saw no reason to pursue training because the teaching system did not reward merit. This will be further discussed below in the section on attention to capacity context.

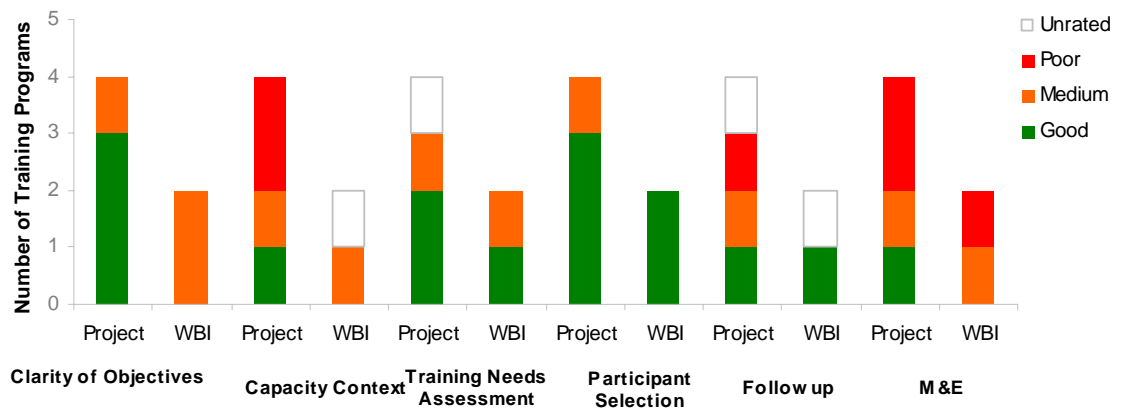
### **3.3.6 Effectiveness of the Training Process**

30. The criteria used to assess the effectiveness of the training process examined the extent to which training was designed and implemented in a way that was likely to lead to development impact. Those criteria included clarity and specificity of training objectives, attention to capacity context, adequate assessment of training needs, strategic participant selection, quality of curriculum/pedagogy,<sup>4</sup> follow-up, and M&E (Figure 6). Of the four projects and two WBI programs reviewed for this study, only the Community-based Rural Development project received high scores on all the performance indicators. The rest had at least some design flaws that were likely to or did affect training outcomes. Overall, the highest ratings were for participant selection strategies and the lowest ratings for M&E. Only one project-based program and neither of the WBI programs had adequately built M&E into the program design.

---

<sup>4</sup> Quality of curriculum/pedagogy was noted, but not rated. This was due to difficulties with making an accurate assessment in most closed projects reviewed given inadequate available information on curriculum design and teaching methods used.

**Figure 6: Wide Variation Found in the Quality of the Training Process**



### 3.3.7 Clarity and Specificity of Training Objectives

31. Three of the four project-based training programs but neither of the WBI programs had sufficiently clear training objectives. While most training programs adequately specified the goals of learning, the performance change being sought was not always determined. Moreover, performance indicators were rarely set. This last shortcoming is also related to weakness in the M&E of most training programs in Burkina Faso that were reviewed for this evaluation, as discussed below.

### 3.3.8 Attention to Capacity Context

32. Training programs were assessed to determine the extent to which (1) adequate resources and incentives existed for the implementation of learning in the workplace context; (2) where these did not exist, training was accompanied by properly sequenced interventions to address these capacity gaps; and (3) the sustainability of training was secured, where relevant, by building local training capacity. Only one of the training programs reviewed adequately addressed the capacity context. Where the capacity context did not receive enough attention, this was reflected in a variety of ways. In the Competitiveness and Enterprise Development project, interviewees raised doubts about the sustainability of financing for the private sector training. Only 5 percent of the budget for this activity presently comes from the government, and it was uncertain that it would provide training cofinancing credits to businesses after the project ended. Furthermore, while the project appraisal document identified significant weaknesses in local training institutes and identified building their capacity as a project objective, funds have not been allocated for this purpose. In the Basic Education project, insufficient salary incentives exist for teachers to upgrade their qualifications, resulting in significant resistance by teachers to participate in training courses unless they received per diem. In the Administrative Capacity Building project, as noted above, training of government human resource managers in performance evaluation techniques occurred long before government ministries had committed to implement them. In some cases, trained human resource managers had left their ministries, leaving no one with the necessary knowledge to implement performance evaluation procedures once they would be mandated. Similarly, sequencing of training was found to be a problem in the WBI Rural Development program. The program was to be linked to a World Bank–financed agriculture

project that would provide resources to trained agricultural producers. However, numerous training participants interviewed for this evaluation stated that they had not been able to implement what they had learned due to a lack of resources. Finally, the WBI Social Protection program provided training to support the drafting of a new social protection strategy despite the fact that the lack of financing threatens the implementation of the strategy.

### **3.3.9 Training Needs Assessment**

33. Training programs assessed the needs of training participants in three of the projects and two of the WBI programs reviewed. In all cases, at least partially satisfactory efforts were made to base training programs on the capacities and needs of participants. The WBI Rural Development program provides an example of a particularly good model of training needs assessment. The training program was developed in the course of a series of workshops with agricultural producers who were to be involved in the training program, with meaningful input provided by World Bank staff and representatives of the Burkinabe government.

34. The quality of the training needs assessment performed for this WBI program appears to be a departure from earlier WBI practice in this field. Representatives of a local partner training institute who had collaborated with the WBI on previous rural development courses stated that in the past, most course topics were wholly determined by the WBI without first performing needs assessments or market surveys before the training was offered. Training institute representatives said that some courses offered by the WBI were canceled due to insufficient interest, adding that this rarely occurs with their own courses, because they always conduct extensive market research before choosing topics on which to offer training. Similarly, one WBI staff member spoke of the difficulty encountered in enlisting participants for a number of WBI courses due to lack of interest. Conversely, partner training institute representatives praised the participatory needs assessment model presently being employed in the WBI Rural Development program and highly appreciated current WBI efforts to build the capacities of these institutes to conduct similar participatory needs assessments in their own programs.

### **3.3.10 Strategic Selection of Participants**

35. Participant selection was adequately linked to the organizational objectives of training for all but one of the training programs examined. Self-selection strategies featured in many of the programs reviewed, including the Competitiveness and Enterprise Development project, the Community-based Rural Development project, and the WBI Rural Development project. The WBI Social Protection asked the Ministry of Labor to identify appropriate participants. The Administrative Capacity Building project targeted a wide range of public officials in its aim to change practices throughout the public sector. In each case, participant selection strategies matched training objectives. Only in the Basic Education project was participant selection deficient. The project relied heavily on inspectors recommending which teachers should be sent to training. These inspectors were found to have insufficient capacities to adequately perform this task.

36. Interviews with government officials, World Bank staff, and other donors revealed that distorted incentives such as the payment of per diem often play a strong role in participant selection in much donor-financed training in Burkina Faso. Incentive problems in the public sector were caused by low salaries, a lack of merit-based promotions, and the willingness of many donors to pay per diem at rates high enough to be used as salary supplements. Numerous public sector officials referred to the common practice of selecting participants on the basis of distributive rather than professional, job-related considerations. A popular Burkinabe saying is *C'est la gestion des séminaires et des missions qui est la cause de la bagarre à la fonction publique* (It's the management of seminars and study tours that causes conflict in the civil service).

37. The policy of the World Bank is to not pay per diem unless trainees must travel to another city for training. It has thus become common practice to locate the training a few kilometers outside of a city so that this restriction can be circumvented. More importantly, the widespread practice of donors offering per diem along with training means that public officials are unlikely to attend a training session without being offered per diem, even when the training could enhance their job performance. In fact, many people who were interviewed for this study spoke of the unwillingness of officials to attend a training session if they were not paid to do so. This was the case in the Basic Education project, where many teachers had refused to attend training. To address this issue, it is not sufficient for the World Bank to have a clear per diem policy; the overall culture of trainings expecting per diem must be addressed so that all donors active in Burkina Faso make a commitment to only pay for travel and lodging expenses, with receipts. A second strategy for addressing distorted incentives involves defining more rigorous criteria for participant selection.

### **3.3.11 Curriculum/Pedagogy**

38. For the most part, participants expressed satisfaction with pedagogical methods. The most common criticism from training participants was that training was too brief. Almost all training modules were three to 5 days in length, regardless of the topics to be covered.

### **3.3.12 Post-Training Follow-up**

39. Adequate follow-up support to help participants implement what they learned was provided in only one of the projects and one of the WBI programs reviewed. The WBI Social Protection program received good ratings because it was coordinated by the Human Development Unit of the Africa Region, which provided ongoing technical assistance to training participants. Training participants in the Community-based Rural Development program received follow-up support from project staff members both in regular visits and by special request. The Competitiveness and Enterprise Development project received a medium rating for post-training follow-up support. While businesses receiving training cofinancing credits could also receive follow-up technical assistance from the Maison de l'Entreprise, the quality of these services was insufficient. The Administrative Capacity Building program was not rated on this category; while a unit in the Ministry of Civil Service and State Reform had been established to provide follow-up support upon request to help implement what its employees had learned, most trainees had not yet been authorized to implement performance evaluations. At the time of this evaluation, no request for support had yet been received by the designated follow-up unit. Similarly, the training participants in the WBI Rural

Development program were to receive follow-up support through a new World Bank–financed agriculture project, but this project had not yet commenced at the time of the evaluation.

### **3.3.13 Monitoring and Evaluation**

40. The final training process criteria assessed the extent to which the training design included M&E of course quality, learning, the effect that training had on workplace behavior, as well as the extent to which M&E findings were used to shape future training (where applicable). Only the Community-based Rural Development project had adequate M&E built into the training design. Different forms of M&E were used for different training components in this project. For literacy training in the program, learning tests were administered at end of training by the Ministry of Basic Education and Literacy. For training in financial management and other skills required of community groups to participate in the program, the government project team monitored performance indicators and conducted random spot evaluations. For training that was financed as part of community development plans, communities were trained in participatory self-assessment methodologies, and were then responsible to report training outcomes to a regional project representative. This representative, in turn, reported on community group activity, including training, once every semester.

## **3.4 Bank Performance**

41. The performance of the World Bank was assessed on the basis of the quality of coordination between the WBI and the country team and the quality of the World Bank’s overall supervision of the design, implementation, and results of training. Overall, the involvement of project task team leaders (TTLs) in the training aspects of their projects was found to be uneven. In some projects (such as the Basic Education project), TTLs were involved in coordinating training activities by different donors in their sectors, in working with government officials to establish training goals and modalities, and in designing M&E systems. In other projects, TTLs had little or no involvement in the design of project-financed training.

42. Several TTLs we interviewed spoke of their lack of knowledge of good training practice and the insufficiency of World Bank support and guidance in this area. In particular, TTLs expressed uncertainty regarding how to monitor and evaluate projects, but also how to perform training needs assessments, strategically select participants, and design terms of reference for training providers. TTLs we interviewed in Burkina Faso recounted several anecdotes of “learning on the job” where problems in training design were corrected midway through projects, even where they could have been anticipated in advance by training design experts.

43. Coordination between World Bank operations personnel and WBI personnel was judged to have improved somewhat since Burkina Faso became a WBI focus country, but it is still inadequate. Since FY02, the WBI’s annual work program in Burkina Faso has been coordinated with the country team, and the country office is consulted on setting priorities for all WBI in-country offerings other than those financed through WBI’s global and regional program. Development of the 2005 CAS included, for the first time, involvement of the

WBI's regional coordinator, who was present when the CAS was in its final phases of development. This resulted in clear references to the sectors in which the WBI was to be involved in developing the strategy document. Although this represents an improvement from the past, when the WBI planned its program independently of the country team, coordination between the WBI and the country team remains minimal both in the planning and the implementation of training.

44. No evidence was found of increased collaboration between the WBI and the country team beyond WBI participation in the CAS. With the exception of TTLs in the health and rural development sectors, most of the TTLs in Burkina Faso reported they were only rarely aware of WBI activities in their sectors, and had never been consulted by WBI personnel in the design of WBI programming in Burkina Faso. In addition, TTLs were asked only sporadically to recommend potential participants for WBI courses. Where there was collaboration between TTLs and WBI task managers, such as in the WBI Rural Development program, this collaboration reportedly enhanced the quality of WBI learning events and contributed to the goals of the project. There are no mechanisms to mandate or encourage such collaboration, which has occurred usually on the basis of personal relations. Moreover, WBI TTLs doubted that a regional coordinator, as a generalist, could represent them in the CAS discussions. An improved TTL-WBI dialogue would have positive implications for anchoring WBI training activities in broader capacity building programs, which would bolster efficacy, enable TTLs to take advantage of WBI expertise and resources, and avoid overlap between WBI and operations efforts.

45. Insufficient coordination and collaboration between the WBI and the country team was noted in an FY05 WBI Evaluation Group study of WBI activities in Burkina Faso. The study recommended that WBI appoint a country coordinator who could ensure the continuity and relevance of WBI offerings in Burkina Faso: "Operations staff reported that the overall alignments were weak, stressed the need for stronger collaboration with the country's staff and suggested that a focal point for WBI be created in Burkina Faso."<sup>5</sup> Consequently, the WBI appointed a part-time coordinator in Burkina Faso. However, this coordinator's function is different from that envisioned in the recommendations, being limited to logistical work (booking rooms, forwarding evaluation forms, contacting potential participants). She plays no role in strategic planning, was not involved in discussions on the country assistance strategy, and does not engage in dialogue with the TTLs to either inform them of WBI activities or to consult with them on future activities.

---

<sup>5</sup> Impact of WBI FY02–03 Activities on Participants in Burkina Faso, A Baseline Assessment. WBIEG. Washington, DC. 2004.

### 3.5 Matrix of Ratings of World Bank Training Programs in Burkina Faso<sup>6</sup>

Evaluative Dimension	Competitiveness and Enterprise Development	Community-based Rural Development—Local Capacity Building Component	Basic Education: Quality Component	Public Administration: Support to the Ministry of Civil Service and State Reform
<b>1. Training Results</b>				
	More than 2,000 private sector participants have been trained thus far. Overall outcomes uncertain because no monitoring has occurred, although participant firms interviewed reported significant impact on their businesses.		Mid-term project evaluation has indicated that the quality of teacher training has dropped over the project period.	Approximately 1,000 of targeted 3,000 trained at time of evaluation. At time of the field study, government ministries had not begun to implement performance evaluations.
1.1 Learning outputs				
	N/A	Good	N/A	N/A
1.2 Performance outcomes				
	N/A	Good	Poor	N/A
1.3 Development impact				
	N/A	Good	Poor	N/A
<b>2. Relevance</b>				
2.1 Alignment				
	Aligned with the 2000 CAS objective to support enterprise capacity building at the SME and microenterprise level.	Aligned with 2000 CAS goals of rural development and fostering decentralization.	Aligned with the 2000 CASs goal of raising learning outcomes.	Aligned with 2000 CAS objective of improving public administration.

<sup>6</sup> Rating Scale: Green = good; orange = medium; red = poor.

Evaluative Dimension	Competitiveness and Enterprise Development	Community-based Rural Development—Local Capacity Building Component	Basic Education: Quality Component	Public Administration: Support to the Ministry of Civil Service and State Reform
2.2 Diagnosis				
	Training subjects eligible for funding based on assessment of local training capacity and diagnosis of skills most needed by local businesses that was performed by government prior to project launch.	Baseline study, social assessment, and community needs assessment performed in context of program preparation. Diagnosis also incorporated lessons from previous project. For ad hoc training, participatory diagnosis performed by communities and reviewed by government and World Bank as part of their budget planning process.	Diagnosis that education was of poor quality in part because teachers are not adequately prepared through teacher training. However the mix of training specified (shorter preservice training and more in-service training) could not achieve project objectives of raising education quality.	Adequate diagnosis of need for training to implement new policies, but insufficient diagnosis of available resources and obstacles to change. Diagnosis of problem incorrectly linked resistance to implementation of evaluation policy to insufficient training of managers in charge of evaluating their staff.
2.3 Client participation in diagnosis and design of training				
	Training diagnosed and designed by beneficiaries.	Ad hoc training through a participatory diagnostic exercise performed as part of the project, resulting in a local development plan. Standardized training diagnosed, designed, and managed by relevant government bodies.	Training designed and implemented by relevant government ministry.	Training program designed and implemented by relevant government ministries.
2.4 Client commitment to achievement of training goals				
	The government has agreed to finance only 5% of program budget, uncertain whether training cofinancing will continue after project period.	Full commitment of government to training objectives.	Government unwilling to commit necessary resources for adequate training.	Political support for shift to merit-based promotion was uneven.

Evaluative Dimension	Competitiveness and Enterprise Development	Community-based Rural Development—Local Capacity Building Component	Basic Education: Quality Component	Public Administration: Support to the Ministry of Civil Service and State Reform
<b>3. Effectiveness of Training Process</b>				
3.1 Clarity and specificity of training objectives				
	Knowledge and skills and performance objectives specified by businesses requesting training cofinancing and reviewed by a committee of experts.	Specific objectives of training given as related to the work of community groups. Targets also set for performance levels to be achieved after training. For ad hoc training, training objectives were given as part of annual community development plan.	General training objectives specified within project appraisal document alongside mechanisms for determining specific training goals (inspector and teacher association recommendations). However, in specific courses, objectives of training were often unclear. Performance indicators for teaching are set as part of project, but no performance indicators are set directly relating to training.	Training objectives clearly specified, linked to new government evaluation policy and to performance objectives. Project specifies performance indicators on implementation of skills learned.
3.1.a. Specification of knowledge and skills to be gained				
	Good	Good	Medium	Good
3.1.b. Specification of performance change to be gained				
	Good	Good	Medium	Good
3.1.c. Specification of performance indicators				
	None	Good	Medium	Good
3.2 Attention to capacity context				
	Unlikely sustainability for activities beyond project period. Only 5% of budget comes from government, uncertain whether it will take over cofinancing at project end. Insufficient investment in capacity building of local training providers, despite this being listed as a project goal.	Project built sustainable training capacity and took time and other resource constraints into account in planning.	Insufficient salary incentives exist for teachers to invest in their own development, resulting in significant resistance to participate in training courses if per diem is not offered.	Improper sequencing of training. Human resource managers trained long before ministries organized to implement the policy.

Evaluative Dimension	Competitiveness and Enterprise Development	Community-based Rural Development—Local Capacity Building Component	Basic Education: Quality Component	Public Administration: Support to the Ministry of Civil Service and State Reform
3.3 Training needs assessment (TNA)				
	Project requires that businesses that request cofinancing of training submit a business plan that outlines the need for training and its objectives. These plans are reviewed by an expert committee under the auspices of the project-funded unit administering the program. While evaluators were unable to assess the quality of the expert review, key informants interviewed for this evaluation were of the opinion that it provided sufficient needs assessment.	For standardized courses, a 5-year training plan was drawn up on the basis of assessment of present community capacities. For ad hoc courses, communities are trained to do their own participatory needs assessment. The projects the communities prioritize are built into an annual investment plan that must be approved by the government.	Varies according to program. Some forms of in-service training is funded by schools on the basis of direct requests from teachers' associations, others organized by the government at district level at the recommendation of generally low-skilled school inspectors without a training needs assessment.	N/A
3.4 Strategic participant selection				
	The Maison de l'Entreprise advertises its activities in newspapers, where participant businesses in need of support can submit a proposal and, if approved, receive financing for courses.	Participating villages are identified by project, participants from each village are identified by village committees.	All teachers are entitled to annual in-service training. Participants are selected for specific district-level courses on the basis of the school inspector's recommendations. Inspectors are not adequately trained to identify needs.	Appropriately broad-based targeting of human resource officers and public sector managers.
3.5 Curriculum/ pedagogy				
	Varied. No quality control.		Varied. No quality control.	Three days of training insufficient to cover course materials according to participants interviewed.
3.6 Follow-up				

Evaluative Dimension	Competitiveness and Enterprise Development	Community-based Rural Development—Local Capacity Building Component	Basic Education: Quality Component	Public Administration: Support to the Ministry of Civil Service and State Reform
	None built into the project, although companies can request technical assistance from the administering agency.	Project staff members give technical assistance and project support. This occurs through both regular visits and special requests.	None	A government unit is designated for follow-up support but at the time of evaluation, it had received few requests for assistance due to nonimplementation of performance evaluation.
3.7 Monitoring and evaluation				
	The Maison de l'Entreprise receives Level 1 feedback forms, no other evaluation is performed and evaluation results are not used to inform further training.	Learning tests were performed at the end of the literacy training by the Ministry of Basic Education and Literacy, which evaluates literacy training. M&E occurs by community participatory self-assessment and by government monitoring of performance indicators and random spot evaluations. A regional representative report is produced once every semester.	No evaluation of impact of learning or impact of training on workplace performance. Limited evaluation of teacher performance by school inspectors but feedback on this evaluation does not reach course organizers.	No evaluation of learning. Planned evaluation of implementation of performance evaluation not launched at time of evaluation as implementation had not yet started.

### 3.6 Matrix of Ratings of World Bank Institute Training Programs in Burkina Faso<sup>7</sup>

Evaluative Dimension	WBI Rural Development	WBI Social Protection
<b>1. Training Results</b>		
	Program still ongoing. Results unclear.	11 course offerings in Burkina Faso, including both video-conferencing and face-to-face, regional and single-country in FY03–06. No evidence available on impact of training program as opposed to that of technical assistance provided by the World Bank.
1.1 Learning outputs		
	N/A	Good
1.2 Performance outcomes		
	N/A	N/A
1.3 Development impact		
	N/A	N/A
<b>2. Relevance</b>		
2.1 Alignment		
	Aligned with the 2000 CAS objective to support agri-business enterprise capacity building.	Aligned with PRSC 2005 goal of completion of a national social protection strategy was not included in the 2000 CAS, endorsed by the 2005 CAS goal of a better targeted social protection strategy but was included in the 2000 CAS.
2.2 Diagnosis		
	Participatory workshops and extensive stakeholder consultations used to design training program alongside World Bank agriculture project.	Diagnosis through consultation with regions; however, purpose of diagnosis was not to determine whether training was needed but rather where countries were dealing with social protection issues. Feedback from key interviewees indicates that their principal need is for technical assistance rather than training, whose added value was perceived to be limited.
2.3 Client participation in diagnosis and design of training		
	Participatory workshops and stakeholder consultations	Participants interviewed commented on limited input in setting

<sup>7</sup> Rating Scale: Green = good; orange = medium; red = poor.

<b>Evaluative Dimension</b>	<b>WBI Rural Development</b>	<b>WBI Social Protection</b>
	led by the Ministry of Agriculture used to set training plan.	training program.
2.4 Client commitment to achievement of training goals		
	Good	Burkinabe government has designed a new social protection strategy, yet unclear whether there is commitment to implementation.
<b>3. Effectiveness of Training</b>		
3.1 Clarity and specificity of training objectives		
	Clear training objectives link learning to performance goals, but with no specification of performance indicators.	Objectives in training plan list areas of competency to be dealt with but no information on performance change or specific related performance indicators.
3.1.a. Specification of knowledge and skills to be gained		
	Good	Good
3.1.b. Specification of performance change to be gained		
	Good	Poor
3.1.c Specification of performance indicators		
	Poor	Poor
3.2 Attention to capacity context		
	Participants commented they didn't have sufficient resources to apply what they learned. This is supposed to be addressed in a new IDA project in agriculture.	The World Bank's Social Protection Sector provides support for the design of a social protection strategy, but the World Bank does not intend to provide support for implementation of strategy and is to date unclear whether this will occur.
3.3 Training needs assessment (TNA)		
	Several workshops were held with key stakeholders in order to discuss needs.	A partial training needs assessment occurred through assignments to country participants, which informed course content. However, the WBI ultimately selects the topics; participants reported wide variation in the relevance of sessions to their needs.
3.4 Strategic participant selection		
	Participants strategically selected through a rigorous consultative process.	The Ministry of Labor invites ministry officials directly involved in social protection policies and/or asks ministries to nominate, but the

Evaluative Dimension	WBI Rural Development	WBI Social Protection
		WBI also discusses choices and challenge them where necessary to get right sort of participants.
3.5 Curriculum/ pedagogy		
	Participants interviewed spoke favorably of pedagogy, including use of practical exercises and discussion sessions. Curriculum changed occasionally in-course, according to participant needs and interest.	Mix of video conferencing with participants from other countries with similar needs and face-to-face sessions with operations sector experts or local facilitators engaged by the WBI. Course materials posted on Web site for easy access. Attendance uneven because the format of 3 days a week for a 2-month period was difficult for some participants. Interviewees said the curriculum was insufficiently targeted to Burkina Faso, some subjects of great interest and relevance, others less so. More workshops and practical work would have been desirable.
3.6 Follow-up		
	Planned in context of World Bank agricultural support project but not yet implemented.	Support given by World Bank's Social Protection Sector. Follow-up workshops also instituted to draft social protection strategy.
3.7 Monitoring and evaluation		
	Poor	Detailed feedback sessions during course and at its end informed future course offerings. Submission of "homework" by participants used to evaluate learning, but no evaluation of outcomes.

### 3.7 Persons Interviewed for the Burkina Faso Case Study

#### **World Bank Staff**

Country Manager	Ellen Goldstein
Country Program Coordinator	Michelle Keane
Country Team Officer	Sybille Crystal
TTL, Administrative Capacity Building Project	Helene Grandvoinet
TTL, Basic Education SIL	Pierre Joseph Kamano
TTL, Competitiveness and Enterprise Development Project	Francois Nankobogo
TTL, Community Based Rural Development Specialist	Emmanuel Nikiema, Celestin Bepio Bado
Sr. Operations Officer	Siaka Coulibaly
Economist	Timothy Johnston
TTL, Sr. Human Development Specialist	Ibrahim Nebie
Sr. Agriculture Extension Specialist	Olivier Durand
Agribusiness Specialist	Moukim Temourov
Human Development Economist	Issaka Konate
Consultant	Guy Darlan
WBI RCET, Regional Coordinator	Patrick Verrissimo
WBI TTL, Rural Development	Azerdine Ouerghi
WBI TTL, Social Protection	Evangeline Kim Cuenco
WBI TTL, Urban Municipal Management	Jean Luc Bosio
WBI TTL, Rural Development	
WBIEG, Burkina Faso impact evaluation principal author	Violaine Le Rouzic
WBI, Consultant, Burkina Faso	Kadiatou Toure
WBI, Task Manager for Public Private Infrastructure	Paul Noumba Um

#### **Clients and Beneficiaries**

##### ***Competitiveness and Enterprise Development project***

Policy Research Centre for Environment and Economy (PRCEE)/ European Union	Yves Jeune Jeanne
Director General, Telecommunications Regulation Agency (ARTEL)	Mathurin Bako
Director, Maison de l'Entreprise	Issaka Kargougou
<i>Other Trainees interviewed: 15</i>	

##### ***Community-based Rural Development Project***

Evaluation Specialist, Community-Based Rural Development Project	Claude Bationo
Ministry of Territorial Administration and Decentralization, Civil Administrator, Secretary General	Kalifara Sere
Ministry of the Economy and of Development, NGO Bureau, Director	Patrice Syan
<i>Trainees interviewed: 25</i>	

***Basic Education Sector Project***

Secretary General, Ministry of Basic Education  
and Literacy Training

Dgeb Bourgou

Director of Education and Planning, Ministry of  
Basic Education and Literacy (MEBA)

Robert Mathieu Ouedraogo

*Trainees interviewed: 28*

***Administrative Capacity Building Program Project***

Director of Public Administration Reform, National Institute of Statistics and  
Demography (INSD), Ministry of Economy and Development

Andre Dembele

YONS Associates, Consultant

Hamidou Yonaba

Director General, National School of  
Financial Governance (ENAREF)

Francois-Xavier Conseibo

Director of Continuing Training, National School of  
Administration and Magistrature (ENAM)

Yssouf Traore

Administrator of the Strengthening Public Administrative  
Capacities Program (PRCA)

Idrissa Sore

Secretary General, Ministry of Territorial Administration  
and Decentralization

Khalifala Sere

Capacity Building Officer, United Nations  
Development Programme

Kini Dieudonne

Director of Sector Reforms

Jean Marie Borro

Secretary General, Ministry of Public  
Works and State Reform

Youssouf Ouattara

Director of State Reform

Andre Dembele

Coordinator, NGO Monitoring Office (BSONG)

Patrice Syan

UNDP, National Economist

Dieudonne Kini

*Trainees interviewed: 5*

***WBI Rural Development Program***

Center for Continuing Education (CEFOC),  
Director General

Paul Ginies

CEFOC, Director of Training Department

Paul Ouattara

CEFOC Director of Continuing  
and Distance Training

Abibou Ciss

International Alliance Cooperative,  
GTZ, Training Participant

Clotilde Ky

*Other Trainees interviewed: 9*

***WBI Social Protection Program***

Director of Professional Training

Benjamin Zio

Director of Education and Planning, Ministry of Social Action and National Solidarity  
(MASSN)

Bali Ouattara

United Nations Development Program

Martin Kabre

Ministry of Social Action and Solidarity  
National Coordinator, International Labor Organization/Strategies and Tools  
against Social Exclusion and Poverty (BIT/STEP) Responsable du projet  
BIT/STEP

Arouna Sere

Gabriel Compaore

Ministry of Social Action and  
National Solidarity (MASSN)  
Ministry of Labour, Director of Social Security  
Ministry of Economy and Development,  
Special Assistant  
Ministry of Social Action and Solidarity

Youssouf Ouedraogo

Saibou Seynou

Maimouna Sangare

Jerome Yameogo

**Other WBI Interviews**

Center of Distance Education (CEDO), Director  
CAPES  
CAPES

Amadou Yaro

Emil Jala

Some Seglaro Abel