

Gender at the Centre Initiative (GCI) Baseline Study

COUNTRY LEVEL REPORT – BURKINA FASO

APRIL 2021

Acronyms

ACAPS	Assessment Capacities Project
AFD	Agence française de développement
AfDB	African Development Bank
AM	Aide-mémoire
CCEB	Cadre de concertation des ONGs et associations actives en éducation de Base
CLE	Country Level Evaluation
CNEPT	Coalition nationale pour l'éducation pour tous
COVID-19	Coronavirus Disease 2019
CSO	Civil Society Organization
DP	Development Partner
DPEIEFG	Direction de la promotion de l'éducation inclusive, de l'éducation des filles et du genre
EOL	Education Out Loud
ESA	Education Sector Analysis
ESP	Education Sector Plan
FGD	Focus Group Discussion
GBV	Gender-based Violence
GCI	Gender at the Centre Initiative
GE	Gender Equality
GER	Gross Enrollment Rate
GPE	Global Partnership for Education
GPI	Gender Parity Index
GRESP	Gender Responsive Education Sector Planning
IIEP	International Institute for Educational Planning
JICA	Japan International Cooperation Agency
JSR	Joint Sector Review
KII	Key Informant Interview
LEG	Local Education Group

M&E	Monitoring and Evaluation
MASSN	Ministère de l'action sociale et de la solidarité nationale
MENA	Ministère de l'éducation de base et de l'alphabétisation
MESS	Ministère des enseignements secondaires et supérieurs
MJFIP	Ministère de la jeunesse, de la formation et de l'insertion professionnelle
MJFPE	Ministère de la jeunesse, de la formation professionnelle et de l'emploi
MoE	Ministry of Education
NGO	Non-governmental Organization
PDSEB	Programme de développement stratégique de l'éducation de base
PEASS	Promoting Equality and Safety in School
PMF	Performance Measurement Framework
PSEF	Plan Sectoriel de l'Éducation et de la Formation
PTF	Partenaires Techniques et Financiers
PUEBF	Plan d'Urgence pour l'Éducation au Burkina Faso
RESEN	Rapport d'état sur le système éducatif national
SNAEF	Stratégie nationale d'accélération de l'éducation des filles
SNDEI	Stratégie nationale de développement de l'éducation inclusive
SSEZDS	Stratégie nationale de scolarisation des élèves des zones à forts défis sécuritaires
SWEDD	Sahel Women's Empowerment and Demographic Dividend
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGEI	United Nations Girls' Education Initiative
UNICEF	United Nations Children's Fund
WFP	World Food Programme
YEG	Projet jeunesse, citoyenneté et égalité de genre

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Burkina Faso – Baseline Country Report

1.1 Introduction

The Gender at the Centre Initiative (GCI) aims to mobilize the advocacy, resources, and expertise needed to support governments to accelerate progress in gender equality, in and through education. With support from four of the G7 donors and a multi-stakeholder partnership, Burkina Faso is one of eight partner countries in sub-Saharan Africa where the GCI will be implemented. Specifically, the initiative will focus primarily on ensuring that country-owned interventions, strategies and plans are financed, implemented and monitored for sustainable results. To this effect, a baseline study was conducted from October 2020 to March 2021.

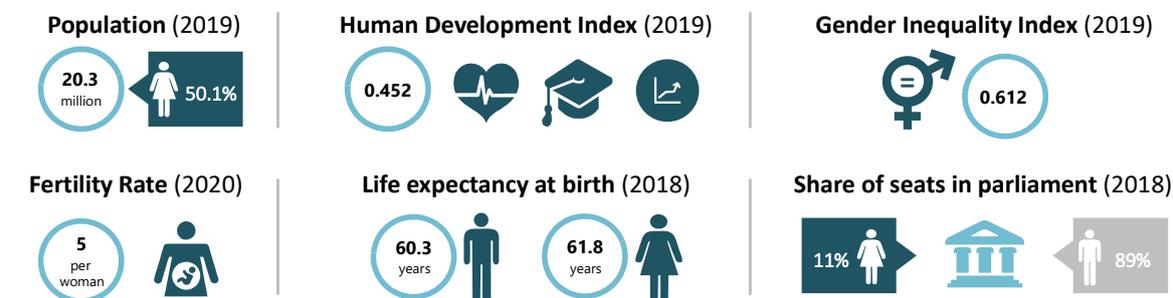
This report presents current gender equality-related findings for Burkina Faso, representing one of eight country reports within the broader global baseline study for GCI. This country report for Burkina Faso includes: (1) A snapshot of the key gender- and education- related issues in the country; and (2) the results of baseline data collection for each of the various outcome-level indicators outlined in GCI's performance measurement framework (PMF). Key conclusions emerging from the results of the baseline data collection are presented in the global baseline study report.

1.2 Methodology

Data to determine baseline values on the various indicators in the GCI results framework was primarily collected through secondary data sources. This report draws on document and database reviews, relying when possible on existing sector monitoring processes and mechanisms, such as joint sector reviews, implementation reports on education programs, an education sector analysis conducted in 2017, and national plans/strategies related to gender equality, among others.

Due to the context of the current COVID-19 crisis, data collection was conducted remotely, with limited access to key documents and secondary sources. Furthermore, the Universalia team was not able to schedule an interview with stakeholders from Burkina Faso, despite efforts made. While the team of consultants was able to lead the baseline exercise remotely, a richer set of evidence is lacking in some areas to present additional information or make stronger assertions. Gaps for some results indicators are highlighted in the analysis of the baseline findings ([Section 1.5](#)). See [Appendix I](#) for the full list of documents reviewed.

1.3 Background Information on Burkina Faso



Security Context

Since 2016, Burkina Faso has been faced with extremist attacks in its Northern, Sahel and Eastern regions. In early 2019, heightened violence in the North has led to a sharp increase of internally displaced people (from less than 50,000 in January 2019 to around 765,000 in March 2020) and exacerbated gender inequalities for women and girls. The closing of more than 2,000 schools in the affected regions, preventing around 350,000 pupils from attending school, has put additional barriers to girls' access to education.

Political Context

The November 2020 elections have led to the victory of incumbent Roch Marc Christian Kabore, who will be completing a second term as Burkina Faso's President for the next five years.

Source: UNDP Human Development Report 2019 – Burkina Faso, UNFPA World Population Dashboard Burkina Faso (2020); ACAPS (2020)

1.4 Snapshot of Gender and Education in Burkina Faso

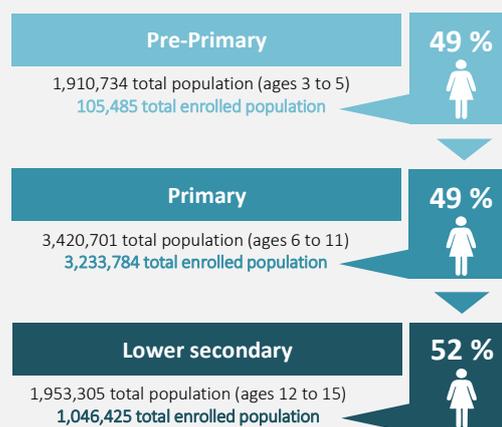
Gender in Education

Education system

The education system in Burkina Faso consists of five distinct levels: (1) pre-primary education (three years), (2) primary education (six years), (3) post-primary education¹ (four years), (4) secondary education (three years), as well as (5) higher education and Technical and Vocational Education and Training (TVET).

Faith-based and secular private schools are significant in Burkina Faso, with approximately 54% of the country's primary to lower secondary school-aged population attending such private schools. While most private schools are officially licensed and approved by Burkina Faso's Ministry of Education (i.e. MENA), a large proportion are not and therefore are not represented in official data.²

Total school age population and total enrolled population in Burkina Faso by level of basic education and sex (2019)



Source: UNESCO UIS

¹ Also referred to as 'lower secondary education' in this report.

² GPE, Summative CLE -- Burkina Faso, 2018.

Key issues in gender and education:

- **Geographic disparities in education access remain significant in the country**, with enrollment rates for all levels of education between preschool and higher education significantly lower in rural compared to urban regions. Long commutes to school expose girls to physical, psychological and sexual violence.³ Out-of-school rates in the Sahel region and the Eastern region in 2010 were nearly three times as high as in the Central region, with poor children far more likely to not attend school compared to others.⁴
- **Poverty remains a key obstacle to education access in Burkina Faso, especially among girls.** Household expenditures on school uniforms, learning materials and school fees represent significant barriers for many families, with preference for school-related expenditures reported as traditionally given to boys rather than girls.⁵

The following visuals present additional key underlying causes of gender inequality within the education sector in Burkina Faso,⁶ and an overview of key indicators for gender and education.

3 <https://www.globalpartnership.org/blog/burkina-faso-girls-speak-out-against-security-and-learning-crises>

⁴ RESEN 2017, p. 60.

⁵ MENA, *Plan d'urgence pour l'éducation au Burkina Faso 2020-2021*.

⁶ UNDP Human Development Report - Burkina Faso (2019), UN WOMEN Global Database on Violence against Women.

Overview of Gender Equality in Burkina Faso

Child Marriage

(% of women aged 20-24 years who were married before age 18, 2017)

29.9%

MENA's COVID-19 emergency response plan recognizes that child and forced marriage has a disproportionately negative effect on the enrollment and retention of girls in schools. Burkina Faso currently has a **National Strategy for the Prevention and Elimination of Child Marriage (2016-2025)**, in which the country's ministries of education are tasked with the identification of girls who are at risk, or victims, of child marriage.

Adolescent Birth Rate

(births per 1,000 women aged 15-19, 2020)

132

Teenage pregnancy was noted as a significant challenge in Burkina Faso in the **National Strategy for the Acceleration of Girls' Education (2012-2021)**. In response, the Strategy plans to implement actions aimed at preventing early pregnancy among girls at the lower secondary level, including sensitization activities on reproductive health.

Violence Against Women

(% of women aged 15 and older who experienced violence by an intimate partner, 2012)

12%

In addition to violence against women at large, violence against girls in and around schools was highlighted as a key issue in Burkina Faso in the **National Strategy for the Acceleration of Girls' Education (2012-2021)**. Responding to school-related gender-based violence (GBV) is a central objective of the strategy, with several actions planned, including a national workshop on school-related GBV, establishment of a mechanism for case identification, and training of parents and community actors on prevention of school-related GBV.

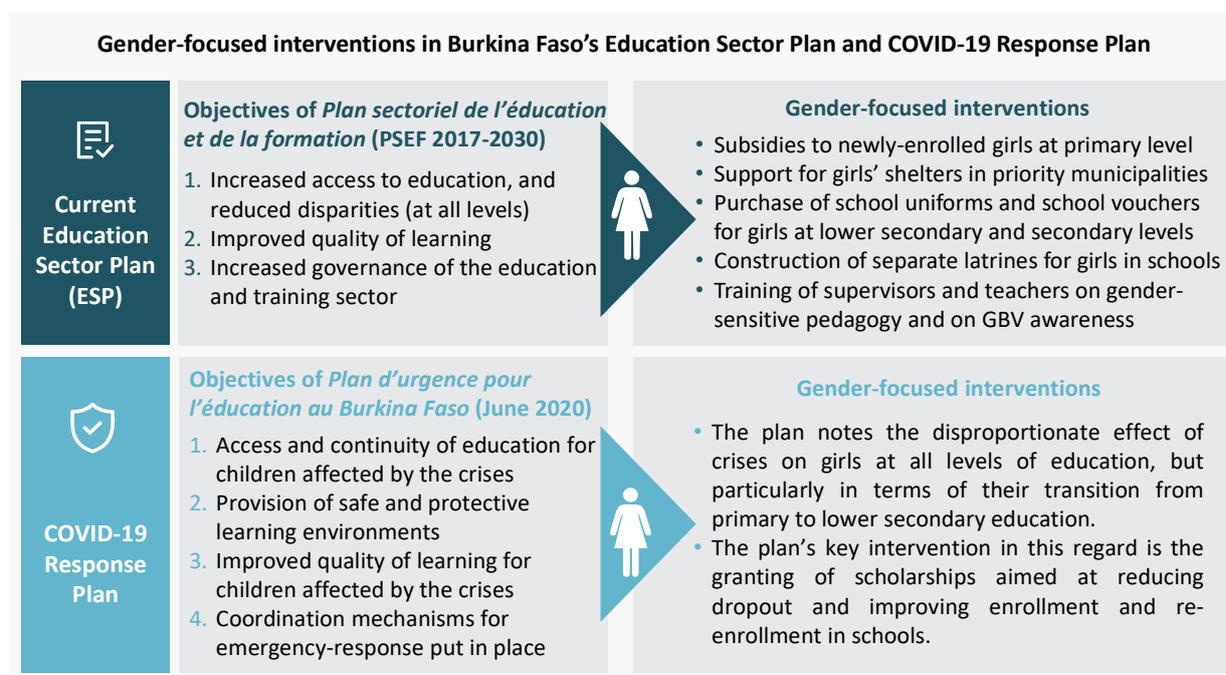
Overview of Trends in Key Indicators for Gender and Education

<p>Primary Gross Enrollment Rate (GER)</p>	<p>Progress was made during the 2014-2019 period in reducing the gap in primary GER between girls and boys, with the GER for girls marginally lower than that of boys in 2019. The gender parity index (GPI) for primary GER increased from 0.97 to 0.99.</p>	<p>Primary GER (girls and boys), 2014-2019</p> <table border="1"> <thead> <tr> <th>Year</th> <th>Girls (%)</th> <th>Boys (%)</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>86.2%</td> <td>88.5%</td> </tr> <tr> <td>2019</td> <td>94.3%</td> <td>94.8%</td> </tr> </tbody> </table>	Year	Girls (%)	Boys (%)	2014	86.2%	88.5%	2019	94.3%	94.8%
Year	Girls (%)	Boys (%)									
2014	86.2%	88.5%									
2019	94.3%	94.8%									
<p>Lower Secondary Gross Enrollment Rate (GER)</p>	<p>While the lower secondary GER increased for both sexes during the period 2014-2019, this increase was comparatively higher for girls. Since 2016, the lower secondary GER for girls is higher than for boys.</p>	<p>Lower Secondary GER (girls and boys), 2014-2019</p> <table border="1"> <thead> <tr> <th>Year</th> <th>Girls (%)</th> <th>Boys (%)</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>40.3%</td> <td>43.5%</td> </tr> <tr> <td>2019</td> <td>56.5%</td> <td>50.8%</td> </tr> </tbody> </table>	Year	Girls (%)	Boys (%)	2014	40.3%	43.5%	2019	56.5%	50.8%
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<p>Primary Completion Rate</p>	<p>The primary completion rate for girls has increased, and was higher than for both sexes throughout the period 2014-2018.</p>	<p>Primary Completion rate, both sexes and girls 2014-2018</p> <table border="1"> <thead> <tr> <th>Year</th> <th>Both sexes (%)</th> <th>Girls (%)</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>57.6%</td> <td>59.7%</td> </tr> <tr> <td>2018</td> <td>63.0%</td> <td>67.6%</td> </tr> </tbody> </table>	Year	Both sexes (%)	Girls (%)	2014	57.6%	59.7%	2018	63.0%	67.6%
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<p>Transition Rate from Primary to Lower Secondary</p>	<p>The transition rate from primary to lower secondary education was higher for boys (70.1%) than girls (66.5%) in 2018. Despite this, the country has made progress in reducing the disparity between boys and girls, evidenced by an increase in the GPI between 2014 and 2018</p>	<p>Transition Rate from Primary to Lower Secondary, GPI, 2014-2018</p> <table border="1"> <thead> <tr> <th>Year</th> <th>GPI</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>0.89</td> </tr> <tr> <td>2018</td> <td>0.95</td> </tr> </tbody> </table>	Year	GPI	2014	0.89	2018	0.95			
Year	GPI										
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2018	0.95										

Source: UNESCO UIS (2019) and PDSEB Annual Monitoring Report (2018)

Education Sector Plans

Burkina Faso's current education sector plan (ESP) is the Plan sectoriel de l'éducation et de la formation (PSEF) 2017-2030. The country also issued an emergency response plan for the education sector in June 2020 to address both the COVID-19 pandemic and the internal security crisis.



Burkina Faso's previous education sector plan entitled Programme sectoriel de l'éducation et de la formation (PSEF) covered the time period of 2012-2021. Joint sector reviews (JSRs) were undertaken annually during the period 2015-2020. See table below for timeline of key sector plans and reviews.

	2011-2020	2021-2030
ESPs	PSEF 2012-2021	PSEF 2017-2030
Policies	SNAEF 2011-2020 ⁷	
Emergency response plans for education		PUEBF 2020-21 ⁸ SSEZDS 2019-2024 ⁹
JSRs	* * * * *	
Sector Analyses		ESA 2017 ¹⁰

⁷ Stratégie nationale d'éducatrices des filles 2011-2020.

⁸ Plan d'Urgence pour l'Éducation au Burkina Faso 2020-2021.

⁹ Stratégie nationale de scolarisation des élèves des zones à forts défis sécuritaires 2019-2024.

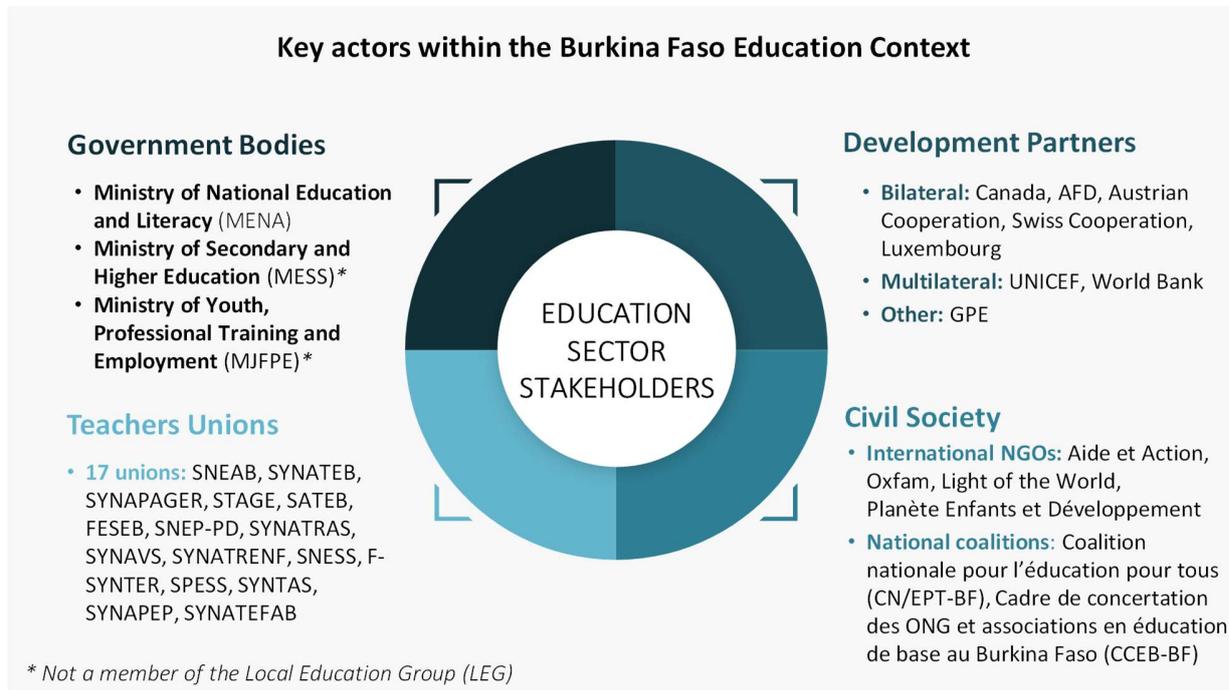
¹⁰ Rapport d'état du système éducatif national 2017.

Education Sector Stakeholders

There are currently **three ministries covering education** in Burkina Faso. Please see the table below for a breakdown of ministry and responsibility.

NAME OF MINISTRY	RESPONSIBILITY IN EDUCATION
Ministry of National Education and Literacy <i>Ministère de l'éducation de base et de l'alphabétisation (MENA)</i>	Pre-primary, primary and lower secondary education
Ministry of Secondary and Higher Education <i>Ministère des enseignements secondaires et supérieurs (MESS)</i>	Secondary and higher education
Ministry of Youth, Professional Training and Employment <i>Ministère de la jeunesse, de la formation professionnelle et de l'emploi (MJFPE)</i>	Technical and Vocational Education and Training (TVET)

The role of the **Local Education Group (LEG)** is played by the Cadre partenarial pour l'éducation, whose members include representatives from the government, civil society organizations (CSOs), teacher organizations, as well as bilateral and multilateral development partners. The LEG is chaired by the government's Ministry of Education (i.e. MENA), and was established in 2007. The Partenaires techniques et financiers (PTF) represent a subset of the LEG, which is led by a Chef de file who acts as a spokesperson for the PTF vis-à-vis the government as the GPE Coordinating Agency. Both the LEG and the PTF meet once a month.



1.5 Baseline Findings

This section of the country report systematically addresses the baseline values for each of the outcome-level indicators outlined in the GCI performance measurement framework, based on a comprehensive document review of the most current information available.

All sources of information from which baseline values were derived are identified in the tables below. A comparison of baseline findings and comparative conclusions for Burkina Faso and all other partner countries are addressed in the global baseline study report.

The time period which was considered for this baseline review was **2019 to July 2020**, i.e. information on actions, events, meetings or statements which took place prior to 2019, and post-July 2020 were not counted as baseline entries for indicators. However, some exceptions to this were made, especially in relation to most recent ESPs, ESP implementation reporting, or Education Sector Analyses (ESAs) published prior to 2019.

When relevant information was found from after July 2020, this is included in the report narrative for consideration to be included in GCI monitoring for the first full year of GCI implementation of the initiative.

Intermediate Outcome 1

Intermediate Outcome 1: Improved gender equality mainstreaming in and through education led and implemented by Ministry(ies) of Education in conjunction with other relevant Ministries		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1a Implementation rate of gender equality provisions within approved ESPs	<ul style="list-style-type: none"> ▪ MENA, Programme de développement stratégique de l'éducation de base 2012-2021 (PDSEB) ▪ 2018 Rapport de suivi annuel du PDSEB (2012-2021) 	<p>Insufficient data to provide a baseline value for implementation rate</p> <p>No implementation rate found for GE provisions in PSEF 2017-2030</p> <p>Budget execution rate of GE-focused activities within the PDSEB: 78.9% (2018)</p>
1b Degree of coherence among interventions led and/or implemented by MoEs to address barriers to GE in education	<ul style="list-style-type: none"> ▪ PSEF 2017-2030 ▪ Programme document for the implementation of the PSEF 2017-2030 ▪ <i>Stratégie nationale d'accélération de l'éducation des filles</i> 2011-2020 ▪ Plan International website ▪ SWEDD website 	Coherent

With regards to indicator 1a, no information comparing planned against actual GE-focused interventions was found in PSEF (2017-2030) implementation reports, and as such there was insufficient data to establish a baseline value for the implementation rate of GE-focused interventions within the education sector plan. Furthermore, available reporting on the implementation of the PSEF did not provide data on budget execution rates for the plan's GE-focused interventions.

Budget Execution Rate for Measuring Indicator 1a

Assessment of indicator 1a focused on current Education Sector Plans (ESPs) and the most recent implementation data available on ESPs. It was initially anticipated that a review of available reports on ESP implementation (e.g. annual implementation reports, mid-term reviews, joint sector review reports, with data source varying by country) could determine the rate (i.e. percentage) or proportion (i.e. ratio) of GE provisions delivered against those planned. However, no baseline data on the ‘implementation rate’ for GE provisions (i.e. actions, resource allocations, or other measures related to ESP implementation aimed explicitly at enhancing GE in education) within approved ESPs could be identified from available sources in GCI pilot countries. Thus, where it was possible, the baseline value for indicator 1a was calculated differently than anticipated, as follows: 1) the number of GCI pilot countries officially reporting ‘budget execution rates’ (i.e. actual vs. planned budget expenditures) for GE provisions within approved ESPs; and 2) changes to the budget execution rates (actual expenditures relative to budget) for GE provisions within ESPs for GCI pilot countries reporting this data.

Burkina Faso’s sub-sector programme for basic education (Programme de développement stratégique de l’éducation de base [PDSEB] 2012-2021) contained a GE-focused component (Component 1.5 : «Promotion de l’égalité et l’équité d’accès pour tous»). Information within the 2018 Rapport de suivi annuel du PDSEB (2012-2021) did not provide sufficient data to establish an implementation rate in terms of measuring numbers of planned against actual GE-focused interventions. The report mentions that the majority of planned interventions of the GE-focused component in 2018 were completed in the last trimester of that year, with only two specific donor-funded interventions (i.e. one related to the provision of grants for school canteens, and the other related to the provision of housing for girls) reported as partially completed.

However, the 2018 Rapport de suivi annuel du PDSEB (2012-2021) did provide relevant information on the budget execution rate (i.e. actual compared with planned expenditures) of the GE-focused component of the sub-sector programme, reporting that the planned budget for this component was executed at a rate of 78.9% in 2018.¹¹ Key GE-focused activities delivered under the PDSEB by 2018 included: the provision of scholarships to 256,000 girls newly enrolled to CP1; 53,000 kits (‘kits scolaires’) acquired by girls at lower secondary and secondary levels; the provision of scholarships for 50 vulnerable girls from the Centre region; 2,700 bicycles made available to girls; and the provision of financial support to 830 girls identified as victims or at-risk of child marriage.¹² As the sub-sector programme for education appears to be the subject of JSRs and monitoring missions, this budget execution rate for the GE-focused component could be used as a proxy indicator for GCI.

With respect to indicator 1b, the degree of coherence among interventions led and/or implemented by MoEs to address barriers to GE in education was assessed based on five criteria using a four-point scale (see textbox below). Here, data relied on information provided in documentation published prior to July 2020.

Based on sources consulted, three criteria were deemed to have been met (Criteria 1, 3 and 4) and two criteria as not met (Criteria 2 and 5):

Criterion 1: There is a pooled fund or SWAP which includes specific provisions to address gender barriers to education: Burkina Faso has a pooled funding mechanism for education in place entitled the Compte

¹¹ 272,077 billion CFA spent out of 344,652 billion CFA planned (78.9% executed). Within this: 34,425 bn CFA spent out of 107,000 bn CFA planned (32.2% executed) for activities aimed at sensitization on girls’ education; 237,652 bn CFA spent out of 237,652 bn (100% executed) for activities aimed at keeping girls in school (source: 2018 *Rapport de suivi annuel du PDSEB* (2012-2021), p. 59-60).

¹² For a listing, see 2018 *Rapport de suivi annuel du PDSEB* (2012-2021), p. 60.

d'affectation spécial du trésor established in 2005, which is managed by the government. The Fund receives a majority of bilateral education funding, as well as a large portion of multilateral funding to Burkina Faso. It currently supports the implementation of PSEF, including PSEF's objectives related to addressing gender barriers.

Criterion 2: No evidence was found in documents reviewed to suggest that there was a functional coordination mechanism dedicated to addressing gender barriers in education in Burkina Faso.

Criterion 3: There is evidence of alignment between the PSEF's gender objectives and the interventions of key education sector actors: For example, the Sahel Women's Empowerment and Demographic Dividend (SWEDD) project (led by UNFPA and the World Bank) supports the education of girls by using communication campaigns to support girls' retention in education up to the age of 18. Plan International USA's "Promoting Equality and Safety in School" (PEASS) project works at the individual, community, school, and policy levels to address deeply-ingrained beliefs and practices that determine how girls can and should be treated in order to increase educational opportunities for girls. The PEASS project provides scholarships for girls to attend school and addresses all forms of gender-based violence in schools, while also providing proper menstrual hygiene management on site.¹³

Criterion 4: There is evidence of complementarity, synergy, collaboration among education sector actors to implement joint and/or coordinated initiatives with regard to addressing gender barriers to education: Under the Stratégie nationale d'accélération de l'éducation des filles 2011-2020, MENA, MESS and the Ministère de l'action sociale et de la solidarité nationale are listed as responsible agencies for the implementation of the Strategy. For example, the SWEDD project led by UNFPA and the World Bank supports the education of girls by using communication campaigns to support girls' retention in school.

Criterion 5: No evidence was found to suggest that there was any joint monitoring of PSEF objectives, strategies, actions and initiatives that were related to addressing gender barriers in education.

Criteria and Rating Scale for Indicator 1b

To establish a baseline value for indicator 1b, the degree of coherence among interventions led and/or implemented by MoEs to address barriers to GE in education was assessed based on five criteria, which were developed by the Universalia team during the baseline study. The five criteria are:

- 1) There is a pooled fund or SWAP which includes specific provisions to address gender barriers to education;
- 2) There is a dedicated and functional coordination mechanism in the education sector addressing gender barriers in education (e.g. Gender Working Group of LEG);
- 3) There is evidence of alignment between ESP gender objectives and the interventions of key education sector actors;
- 4) There is evidence of complementarity, synergy, collaboration among education sector actors to implement joint and/or coordinated initiatives with regard to addressing gender barriers to education;
- 5) There is evidence of joint monitoring and evaluation of ESP objectives, strategies, action plans and initiatives related to addressing gender barriers to education.

Furthermore, the baseline value for indicator 1b was established according to the number of criteria met, using a four-point rating scale defined as follows: Highly coherent = all 5 criteria met; Coherent = 3-4 criteria met; Somewhat coherent = 1-2 criteria met; Not coherent = None of the criteria met.

¹³ <https://www.planusa.org/promoting-equality-safety-in-schools-burkina-faso>

Immediate Outcome 1.1

Immediate Outcome 1.1: Strengthened institutional systems and processes within MoE to mainstream gender equality in education sector analysis, policies, planning, budgeting, strategies, and programs		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1.1a Gender responsiveness of education strategic sector planning documents and tools at the national and subnational levels	<ul style="list-style-type: none"> ▪ PSEF 2017-2030 ▪ ESA 2017 (Rapport d'état du système éducatif national [RESEN] 2017) ▪ ESP Appraisal 2017 (Rapport définitif de l'évaluation externe du PSEF 2017-2030) 	Somewhat gender responsive: 2 of 6 gender-responsive criteria adequately met

The gender-responsiveness of education strategic sector planning documents and tools was assessed based on the number and extent to which six gender-responsive criteria were met, using a four-point rating scale (see textbox below). Data sources used focused on the most recent education sector planning documents.

In determining the gender-responsiveness of education strategic sector planning documents and tools at the national and sub-national levels, the following two of six criteria were deemed to have been adequately met:

Criterion 1: Analysis of the gender situation in the education sector: The development of the PSEF was informed by an ESA completed in 2017. The ESA includes an analysis of the gender situation in the Burkinabé education sector, in terms of gender disparities in enrolment rates at both primary and post-primary levels, as well as transition rates and retention rates.¹⁴ This in turn is reflected in the PSEF's dedicated chapter, which provides a diagnostic on the education sector (namely the section which analyses the status of equity in education access).¹⁵

Criterion 3: Coherence of the ESP with national gender goals and priorities on issues affecting girls' and boys' education, such as sexual and gender-based violence, child marriage, child labour, etc.: This was deemed as having been met, as while the PSEF does not mention national gender goals/priorities up-front, it mentions these when outlining specific activities aimed at equity in education access and in girls' retention. More specifically, the PSEF mentions taking into account key recommendations by la Stratégie nationale d'accélération de l'éducation des filles 2011-2020, specifically in relation to activities aimed at increasing equitable access to education. Furthermore, the PSEF mentions the need for measures aimed at the prevention of GBV in schools and family settings and considering the physiological and psychological needs of girls in an action aimed at keeping girls in school.

¹⁴ RESEN 2017, p. 186-189.

¹⁵ PSEF 2017-2030, p. 33.

Criteria and Rating Scale for Indicator 1.1a

To establish the baseline value for indicator 1.1a, the gender-responsiveness of education sector planning documents and tools was assessed based on six criteria drawn from UNGEI's Appraisal Form: Is the Education Sector Plan gender-responsive?¹⁶

The six criteria are:

1. Analysis of the gender situation in the education sector;
2. Participation of key stakeholders with expertise on gender in ESP development. These could include CSO representatives, gender focal points in MoEs, and other relevant ministries;
3. Coherence of the ESP with national gender goals and priorities on issues affecting girls' and boys' education, such as sexual and gender-based violence, child marriage, child labour, etc.;
4. A budget specifically dedicated to addressing gender issues in education;
5. A gender unit or focal point for gender equality in MoEs equipped with resources at national and sub-national levels (the assumption is that they have the influence, capacity, budgets, and time to do their work);
6. An M&E plan that takes gender into consideration by providing for sex-disaggregated data collection and analysis (e.g. baseline and targets).

Based on the number of criteria met, the baseline value for indicator 1.1a was established according to a four-point rating scale defined as follows: Highly gender-responsive = All 6 gender-responsive criteria reflected; Gender-responsive = 4-5 gender-responsive criteria reflected; Somewhat gender-responsive = 2-3 gender-responsive criteria reflected; Not gender-responsive = Fewer than 2 gender-responsive criteria reflected.

The other criteria of gender-responsiveness in education were considered not adequately met, resulting in a baseline determination that education strategic sector planning documents and tools at the national and subnational levels are somewhat gender-responsive. Criteria considered as not adequately met include:

Criterion 2: There was no evidence to suggest that key stakeholders with expertise on gender were involved in the development of the PSEF. Gender focal points at MENA were not specifically mentioned as having been consulted during the process of the ESA, or ESP development by the PSEF or the ESP appraisal. Additionally, no evidence was found to indicate that the Ministère de la femme, de la solidarité nationale et de la famille was consulted.

Criterion 4: There was no dedicated budget within the PSEF to specifically address gender issues in education. The budget of the PSEF was disaggregated to projected costs by ministry (MENA, MESS, MJFIP), but not by sub-sector or sector plan component.

Criterion 5: There was no information in the PSEF or in any other documents regarding the influence, capacity or budget of the Direction de la promotion de l'éducation inclusive, de l'éducation des filles et du genre (DPEIEFG) at MENA.

Criterion 6: The PSEF's results framework does not explicitly include the provision for the collection of sex-disaggregated data across indicators. The only indicators included in the results framework that consider gender are GPIs for GERs at primary, post-primary and secondary levels.

¹⁶ See UNGEI's "Education Sector Plan Gender Review: A guide to support gender responsive education planning" (2013) for a further breakdown of the various elements that were considered in assessing each of these six criteria.

Immediate Outcome 1.2

Immediate Outcome 1.2: Strengthened technical capabilities within MoE and other relevant ministries working in conjunction with MoEs to mainstream gender equality in education, including in emergency contexts		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1.2a Number and position of staff at MoE and other relevant Ministries who report using in daily work new knowledge and skills acquired through training on mainstreaming gender equality in education, including in emergency contexts		0

Assessment of this indicator relied on the most recent information available from 2019 to July 2020. There was no information available on the level of capacities within the baseline period, and Burkina Faso did not participate in the GRESP workshops.

There is some evidence from MENA on a recent sensitization in September 2020 of regional-level education actors on the retention of girls and handicapped children the education system within the context of the security crisis. The DPEIEFG also has staff responsible for the implementation of any national strategies or policies on the promotion of girls' education and inclusive education. However, there is no indication from documents consulted that DPEIEFG staff have recently been trained on gender mainstreaming, nor was there any reporting on the extent to which new knowledge or skills acquired have been used in their daily work.

Immediate Outcome 1.3

Immediate Outcome 1.3: Strengthened capacity of MoE to change internal organizational culture to advance gender equality		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
1.3a Number and type of (new) actions taken by senior MoE decision- and policymakers reflecting a commitment to strengthen or institutionalize mainstreaming GE	<ul style="list-style-type: none"> ▪ Plan d'urgence pour l'éducation au Burkina Faso 2020-2021 ▪ MENA website 	Total of 3 actions in 2020: Plan d'urgence pour l'éducation au Burkina Faso 2020-2021 2 regional workshops Increased recruitment of female staff, including in leadership positions

Assessment of this indicator relied on information available from 2019 to July 2020. The three actions taken by senior MoE decision- and policy- makers during this period reflected a commitment to strengthen or institutionalize mainstreaming GE, specifically aimed at keeping girls and boys in schools in the context of the ongoing security crisis in the country as well as the COVID-19 pandemic. These were:

- MENA's Plan d'urgence pour l'éducation au Burkina Faso 2020-2021 which includes GE-focused interventions, such as: The provision of scholarships aimed at increasing access to education among girls and children in vulnerable situations in the context of COVID-19; establishing community-level units (cellules communautaires) aimed at protecting children from GBV; and providing training to community members in the prevention of GBV.

- Two workshops organized by MENA in 2020 which aimed at sensitizing regional-level education actors on keeping girls and handicapped children in the education system within the context of the security crisis in Burkina Faso.

Immediate Outcome 1.4

Immediate Outcome 1.4: Strengthened leadership by MoE for inter-ministerial and cross-sectoral dialogue and coordination to address demand- and supply-side barriers to gender equality in education		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
<p>1.4a Evidence of MoE collaboration and coordination with other ministries/ units/ agencies in support of initiatives that are critical to gender equality in education</p>	<ul style="list-style-type: none"> National Strategy for the Prevention and Elimination of Child Marriage (2016-2025) Stratégie nationale d'accélération de l'éducation des filles 2011-2020 Stratégie nationale de développement de l'éducation inclusive (SNDEI) 2018-2022 	<p>Some evidence:</p> <ol style="list-style-type: none"> MENA and MESS planned involvement in National Strategy for the Prevention and Elimination of Child Marriage (2016-2025) MENA, MESS and Ministère de l'action sociale et de la solidarité nationale (MASSN) in the Stratégie nationale d'accélération de l'éducation des filles 2011-2020; MENA and several ministries' involvement in SNDEI 2018-2022

While the baseline study attempted to find the most updated evidence of MoE collaboration and coordination with other ministries/units/agencies in support of initiatives that are critical to GE in education, it also relied on information provided in documentation published prior to 2019.

Overall, there was some evidence of planned collaboration between MENA and other ministries in relation to GE in education in national gender-related strategies. However, it is important to note that there is no implementation reporting of these strategies, and as such this reflects planned - not actual - collaboration. This includes the following:

- Planned involvement of both MENA and MESS in the National Strategy for the Prevention and Elimination of Child Marriage (2016-2025). MENA is noted as focused on the identification of at-risk girls through the Associations des mères éducatives and the Direction de la promotion de l'éducation inclusive, de l'éducation des filles et du genre. MESS is noted as tasked with the sensitization of parents, aimed at the prevention of GBV and child marriage.
- Planned involvement of MENA, MESS and the Ministère de l'action sociale et de la solidarité nationale (MASSN) in the Stratégie nationale d'accélération de l'éducation des filles (2011-2020). The strategy is aimed largely at improving access and quality of education for girls. MENA is planned to take the lead on the implementation of most activities, with the involvement of MESS and MASSN mentioned in relation to activities focused on improving school environments (e.g. separate latrines for boys and girls, community spaces for girls at-risk), and the granting of scholarships for girls at the lower secondary level.
- Several ministries - including MENA - are noted as planned to be involved in the implementation of the SNDEI (2018-2022), whose focus is primarily on children in handicapped situations. These ministries included the Ministère de la femme, de la solidarité nationale et de la famille (MFSNF), the Ministère de la santé, the ministère de l'administration territoriale et de la décentralisation, and the Ministère de la justice, des droits humains et de la promotion civique.

Intermediate Outcome 2

Intermediate Outcome 2: Improved education sector enabling environment in support of MoE's efforts in gender equality mainstreaming in and through education		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2a Degree to which Annual Joint Sector Review aide-mémoires include references to GE in education	<ul style="list-style-type: none"> JSR aide-mémoire 2019 	Limited

With regards to indicator 2a, the degree to which annual JSR aide-mémoires (AMs) include references to GE in education was assessed based on a four-point scale: Significant = numerous references/cross-cutting integration of GE; Satisfactory = evidence of integration of GE but not cross-cutting; Limited = some references to GE; Unsatisfactory = no or very few references to GE.

In the most recent JSR AM available (2019), there was some reporting on trends in key education indicators (e.g. gross enrolment and completion rates), which also includes sex-disaggregated data. The aide-mémoire reported on the extent to which the 13 recommendations forwarded by the previous JSR were addressed, as well as outlines nine recommendations for the year ahead. However, none of these recommendations included any mention or reference to gender equality in education.

The aide-mémoire itself notes that future JSR AMs should include a deeper focus on gender for each component of the sector plan, particularly in relation to: (i) Activities or contributions to reducing gender disparities made by non-state actors outside of the sector plan (e.g. DPs and NGOs); and (ii) factors related gender disparities, especially for child marriage, migration and GBV.

While there were some references to GE in the aide-mémoire document, these references to GE were not integrated as a cross-cutting issue. As such, the degree to which the JSR AM included references to GE in education was rated as 'limited'.

Immediate Outcome 2.1

Immediate Outcome 2.1: Strengthened capacity of national- and local-level civil society organizations, including youth-led organizations, to undertake effective evidence-based policy advocacy, campaigning and programming on GE in education		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2.1a Number of references to CSO policy positions/actions, campaigning and programming on GE in education, in LEG Annual GCI Update		Baseline will be collected in late 2021, when each country completes its GCI LEG Annual Report
2.1b Number of coordination meetings held by education-oriented CSOs focusing on GE in education	CNEPT-BF, General Assembly Narrative Report 2019 CNEPT-BF, General Assembly Narrative Report 2020	7 coordination meetings held by education-oriented CSOs focusing on GE in education

	<p>Oxfam, Annual YEG project report 2019¹⁷</p> <p>CNEPT-BF, Report for Workshop to discuss the EOL project proposal, February 2020</p> <p>CNEPT-BF, Report for Workshop on crisis-sensitive planning, children's right to education, and violence against girls in schools, July 2020</p> <p>CNEPT-BF, Report on workshop for the launch of the Education Out Loud (EOL) project, July 2020</p> <p>CNEPT-BF and Oxfam, Report on workshop for the Safe School Approach, July 2020</p>	
2.1c Number of LEG meetings attended by CSO representatives		Multiple requests for information did not result in receipt of documents showing evidence of LEG meetings being held. For the purposes of the GCI Baseline, the value recorded shall therefore be 0.

As LEG annual GCI updates will only be produced once implementation of GCI effectively begins in Year 1, the baseline for indicator 2.1a will be collected in late 2021, once each country completes its GCI LEG Annual Report. Baseline values for indicators 2.1b and 2.1c were based on information available from 2019 to July 2020.

For indicator 2.1b, the Universalia team reviewed minutes and reports on various meetings held by the CNEPT-BF; seven meetings were found to have contained a focus on GE in education between 2019 and July 2020. These included:

- A meeting on the YEG project (le Projet jeunesse, citoyenneté et égalité de genre) led by the CNEPT-BF took place in May 2019 to discuss progress in the implementation of the project. As part of this meeting, a roundtable was organized to discuss gender disparities in access to education in Burkina Faso, as well as teenage pregnancy and other root causes of gender disparities in education access for girls in the country (e.g. economic and socio-cultural factors).
- The 2019 CNEPT-BF General Assembly included discussions on progress made in the implementation of various projects which involved numerous members of the coalition. One of the key projects discussed was the YEG project and its key activities, such as the undertaking of a study on education and training access among youth (which takes gender into account) and the organization of two training sessions on gender analysis.

¹⁷ Of note, this document was focused on reporting on the implementation of the YEG project, rather than on a given CSO meeting. However, the report narrative included mention of a GE-focused meeting which was led by the CNEPT-BF in May 2019.

- The 2020 CNEPT-BF General Assembly similarly included discussions on progress made in projects in which coalition members were involved. Regarding GE in education specifically, the meeting included a presentation of training conducted by CNEPT-BF members for community actors (e.g. school management committees, parent-teacher associations, and traditional leaders) on gender equality in schools and the importance of considering this in developing action plans. This was part of a program financed by Oxfam and DANIDA.¹⁸
- A meeting led by the CNEPT-BF in February 2020 discussed a proposal for the coalition’s involvement in the implementation of the Education Out Loud (EOL) project. One of the meeting’s key discussion points was ensuring that the proposal accounts for violence against women and girls in schools.
- A meeting held in July 2020 organized by the CNEPT-BF to launch the Education Out Loud (EOL) project, which entailed the presentation of the project’s activities. While the EOL project was not entirely focused on GE in education, its intended activities include conducting advocacy campaigns for keeping girls in schools. The meeting minutes noted that these activities were presented and discussed during the meeting.
- A workshop held by the CNEPT-BF in July 2020 included discussions of crisis-sensitive planning and violence against girls in schools. The workshop report noted that the meeting included a session dedicated to the discussion of GBV and school-related GBV in Burkina Faso among workshop participants.
- A workshop was organized by the CNEPT-BF to discuss the Safe School Approach in July 2020. The meeting report noted a discussion on the importance of hygiene facilities in keeping girls in schools as part of the workshop, as well as a discussion on recent cases of inappropriate sexual relations and abuse among school teachers as a source of insecurity at schools.

With regards to indicator 2.1c, multiple requests for information did not result in the receipt of documents which evidenced LEG meetings being held during the baseline review period (2019 to July 2020). As such, there was no supporting information to provide any evidence of LEG meetings which were attended by CSOs during the baseline review period. For the purpose of the GCI baseline, the value recorded for this indicator is 0.

For consideration to be included in GCI monitoring for Year 1 of the initiative: With regards to indicator 2.1b, the Universalia team also received reports/minutes from CNEPT-BF meetings which took place outside of the baseline review period and cut-off point (July 2020) for consideration as a data source informing the baseline value. However, relevant data contained in these meeting reports could be considered to measure progress against this indicator for the GCI monitoring exercise for the first full year of implementation. Specifically, a training session on gender-sensitive budgeting and resource mobilization was undertaken in October 2020 by CNEPT-BF for its members. Of note, this training was only attended by civil society representatives, and was not attended by MENA representatives.¹⁹

¹⁸ Programme Intègre Gouvernance Éducation et Citoyenneté (PIGEC II).

¹⁹ CNEPT-BF, Rapport technique de la session de formation des membres de la coalition (cn-ept/bf) en élaboration du budget sensible au genre et en stratégie de mobilisation de ressources, Octobre 2020.

Immediate Outcome 2.2

Immediate Outcome 2.2: Improved coordination for GE in education through LEGs, under the leadership of MoE		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2.2a LEG scores in 8 countries on the revised (with gender integrated) “LEG Self-Assessment and Performance Feedback” tool (developed by GPE)		Baseline will be collected in late 2021/early 2022, when the GCI facilitates gender-integrated LEG Self-Assessments in the 8 countries
2.2b Number of GE-focused LEG meetings or sessions		Multiple requests for information did not result in receipt of documents showing evidence of LEG meetings being held. For the purposes of the GCI Baseline, the value recorded shall therefore be 0.

The “LEG Self-Assessment and Performance Feedback” tool was not yet ready to be used in Burkina Faso nor the seven other participating countries at the time of the baseline data collection.

With regards to indicator 2.2b, the Universalia team did not have access to any LEG meeting minutes for Burkina Faso. Multiple requests for information did not result in the receipt of documents that evidenced LEG meetings being held, and as such there was no supporting information to evidence any GE-focused LEG meetings which took place during the baseline review period and cut-off point (2019 to July 2020). For the purposes of the GCI Baseline, the value recorded shall therefore be 0.

Immediate Outcome 2.3

Immediate Outcome 2.3: Improved policy and practice dialogue for GE in education at national, continental, and global levels		
Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2.3a Number and focus of joint policy and practice statements on GE in education by education sector actors at national, continental and global levels	MENA Facebook page Plan International Burkina Faso Facebook page CCEB-BF website CNEPT-BF website	5 statements: <ul style="list-style-type: none"> ▪ Statement on good practices in girls education made by the Cadre de concertation des ONG et associations en éducation de base au Burkina FASO (CCEB-BF) (May 2019) ▪ Statements made during the International Day of the Girl, by MENA with regional

		<p>governor and representative of Plan International (November 2019)</p> <ul style="list-style-type: none"> ▪ Joint statement on the significance of the management of school facilities for menstrual hygiene by officials from MENA, UNICEF, and Plan International on the International Day of Menstrual Hygiene (May 2020) ▪ Statements by local-level actors, Minister of Humanitarian Action, and girls at the launch event in Burkina Faso of research study, “Girls in Crisis: Voices from the Sahel” by Plan International (July 2020) ▪ Statement from the Coalition Nationale pour l’Éducation pour tous du Burkina Faso (CNEPT-BF) on the need for action on the issue of early marriage <p>Focus of statements:</p> <ul style="list-style-type: none"> ▪ Importance of facilities for menstrual hygiene in schools ▪ Girls’ education in context of humanitarian crisis ▪ Role of early marriage as a root cause for gender disparities in education access
<p>2.3b Number and type of alliances, partnerships, and networks for policy and practice on GE in education created/strengthened at national, continental, and global levels</p>	<p>CNEPT-BF Facebook page MENA Facebook page</p>	<p>3 partnerships:</p> <ul style="list-style-type: none"> ▪ Partnership between MENA and local government representatives in the context of the Projet éducation à la citoyenneté active et égalité de Genre (November 2019) ▪ Study visit for a joint program gathering MENA, CCEB-BF and school clubs (December 2019) ▪ Joint Programme by UNICEF and MENA targeting 450 girls (June 2020)

Information to inform the baseline value for indicator 2.3a focused on joint policy and practice statements on GE in education made during the baseline review period (i.e. 2019 to July 2020). Based on a search of the websites and social media platforms of education sector actors in Burkina Faso (e.g. MoE, CSOs and multilateral and bilateral donors), five joint policy and practice statements on GE in education were found to have been made during the baseline review period:

- Statement on good practices in girls’ education made by the Cadre de concertation des ONG et associations en éducation de base au Burkina FASO (CCEB-BF) (a CSO coalition in the country) on their website in May 2019. The statement put forward the following three innovative practices in promoting girls’ education: (i) A daily menstrual cycle calculator bracelet for adolescent girls; (ii) the use of silent film as a tool for increased awareness and peer reflection on issues related to GE in education; and (iii) le café de l’éducation, a community space for free and open dialogue on issues in education.

- Statement made by the Coalition Nationale pour l'Éducation pour tous du Burkina Faso (CNEPT-BF), (another CSO coalition) on the need for action on the challenge of early marriage in the country. The statement highlighted four specific cases of child marriage that occurred over the course of 2018-2019 in Burkina Faso, emphasizing child marriage as a significant obstacle to girls' education and development in the Sahel region.
- Statements made by MENA, Plan Burkina, the mayor of Tenkodogo, and the governor of the Centre-East region of Burkina Faso at an event commemorating the International Day of the Girl in November 2019. This event was held in Tenkodogo and was aimed at mobilizing attention on the importance of keeping girls in school, with a particular focus on the issue of pregnancy in school.
- Joint statement by officials from MENA, UNICEF, and Plan International on the importance of managing school facilities for menstrual hygiene at an event commemorating the International Day of Menstrual Hygiene in May 2020. Representatives from MENA and Plan International underlined the lack of menstrual hygiene facilities in schools as a key factor for the abandonment of education among girls. As part of the event, UNICEF also affirmed their commitment to work with the government to improve access to water, hygiene and sanitation facilities in schools in Burkina Faso.
- Launch event led by Plan International and UNFPA in July 2020 for a research study entitled "Girls in Crisis: Voices from the Sahel". The event involved the participation of representatives from the Ministry of Humanitarian Action, as well as NGOs and CSOs. As part of the event, several speeches were delivered, and a slam poetry session was held. Furthermore, a conference which involved debate and exchange on the research study among civil society and youth association members was jointly facilitated by Plan Burkina and UNFPA.

With regards to indicator 2.3b, the Universalia team conducted a search of the websites and social media platforms of various education sector actors for information evidencing alliances, partnerships, and networks focused on policy and practice in GE in education that were either created or found to be active during the baseline review period (i.e. 2019 to July 2020). In Burkina Faso, the following three examples of partnerships were found, which were included in the country-level baseline value for indicator 2.3b:

- A partnership between MENA and local government representatives was announced in November 2019 on CNEPT-BF's Facebook page, and entailed a 'signature d'engagement' to affirm their commitment towards increasing education access and quality for youth in Burkina Faso. This partnership came under the *Projet éducation à la citoyenneté active et égalité de genre (YEG)*, which is financed by Oxfam and DANIDA and implemented by the CNEPT-BF.
- A study visit in December 2019 conducted by personnel in charge of the SWEDD project to Ouagadougou, which included the involvement of the CCEB-BF and MENA's DPEIEFG. The visit provided an opportunity for speeches from MENA representatives, as well as for the sharing of experiences by school clubs ('deenkan') from four regions in the country. The school clubs are aimed at providing safe spaces for out-of-school girls in Burkina Faso, and are implemented with the support of the World Bank and UNFPA as part of the SWEDD project.
- A joint project by UNICEF and MENA aimed at supporting 450 girls in the continuation of their education at the lower secondary level. The project is noted as having been initiated following an analysis of girls' education in the Centre-West region of the country and aims to directly support girls who have passed their final primary school exam and at-risk of not continuing with their education at the lower secondary level. The *fondation de l'Occitane* is also noted as involved in supporting the project.

Immediate Outcome 2.4

Immediate Outcome 2.4: Improved coordination and collaboration among global GCI Alliance Development Partners (DPs) to advance GE in and through education

Performance indicators	Data collection methods and data sources that provided information to establish the baseline value	Baseline
2.4a Number and focus of joint statements on GE in education by GCI Alliance DPs	Search of: Websites of GCI Alliance DPs	Research did not uncover any DP joint statements regarding this country. Baseline value = 0.
2.4b Number and focus of joint publications on GE in education produced by GCI Alliance DPs	Search of: Websites of GCI Alliance DPs	Research did not uncover any DP joint publications regarding this country. Baseline value = 0.

No baseline values could be established for indicators 2.4a and 2.4b, despite two attempts at collecting and analyzing relevant sources of information. Relevant supporting data to measure progress against indicators 2.4a and 2.4b will likely only emerge during the first full year of GCI implementation.

Appendix I List of documents consulted

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