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**Report No. 12571-BEN**

**STAFF APPRAISAL REPORT**

**REPUBLIC OF BENIN**

**EDUCATION DEVELOPMENT PROJECT  
(THIRD EDUCATION PROJECT)**

**MARCH 29, 1994**

MICROGRAPHICS

Report No: 12571 BEN  
Type: SAR

**Population and Human Resources Division  
Occidental and Central Africa Department**

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## **CURRENCY EQUIVALENTS**

The rate of CFA francs 590 to the US dollar is used for cost projections as of January 1994.  
The CFA franc (CFAF) is tied to the French franc (FF) in the ratio of FF 1 to CFAF 100.

## **MEASURES**

1 m = 1.09 yd.  
1 m = 10.76 sq. ft.  
1 km = 0.38 sq. mi.

## **ABBREVIATIONS AND ACRONYMS**

<i>APE</i>	-	Parents' Association ( <i>Association des parents d'élèves</i> )
<i>CLEF</i>	-	Children's Learning and Equity Foundation Program
<i>DAF</i>	-	Department of Financial Affairs ( <i>Direction des affaires financières</i> )
<i>DAPS</i>	-	Department of Analysis, Forecasting and Synthesis ( <i>Direction de l'analyse, de la prévision et de la synthèse</i> )
<i>DDE</i>	-	Regional Education Offices ( <i>Direction départementale de l'éducation</i> )
<i>DEC</i>	-	Department of Examinations ( <i>Direction des examens et concours</i> )
<i>DEP</i>	-	Department of Primary Education ( <i>Direction de l'enseignement primaire</i> )
<i>DES</i>	-	Department of Secondary Education ( <i>Direction de l'enseignement secondaire</i> )
<i>DRH</i>	-	Department for Human Resource Management ( <i>Direction des ressources humaines</i> )
<i>GDP</i>	-	Gross Domestic Product
<i>ICB</i>	-	International Competitive Bidding
<i>IDA</i>	-	International Development Association
<i>IMF</i>	-	International Monetary Fund
<i>INFRE</i>	-	National Institute for Educational Research and Training ( <i>Institut national pour la formation et la recherche en éducation</i> )
<i>LCB</i>	-	Local Competitive Bidding
<i>MEN</i>	-	Ministry of National Education ( <i>Ministère de l'éducation nationale</i> )
<i>PPF</i>	-	Project Preparation Facility
<i>SA</i>	-	Special Account
<i>SAL</i>	-	Structural Adjustment Credit
<i>SOE</i>	-	Statement of Expenses
<i>VET</i>	-	Vocational Education and Training
<i>USAID</i>	-	United States Agency for International Development

## **Government Fiscal Year**

January 1 - December 31

## **School Year**

October 1 - June 30

**REPUBLIC OF BENIN****EDUCATION DEVELOPMENT PROJECT****CREDIT AND PROJECT SUMMARY**

**Borrower:** Government of Benin

**Credit Amount:** SDR 13.2 million (US\$18.1 million equivalent)

**Terms:** Standard, with 40 years maturity

**Project**

**Description:** The Government of Benin has developed a program for educational development, described in a Statement of Policy and Strategy. This project will support its implementation, largely concentrating on primary education, with a focus on girls' participation, and has the following objectives: (a) increase access to primary school, with a specific emphasis on girls' participation both at primary and secondary levels; (b) improve the quality and internal efficiency of primary and secondary education; and (c) improve the institutional capacity for planning and managing the sector's human and financial resources.

To achieve these objectives, the project will finance investments designed to:

1. Increase access to primary education (focusing on girls' participation) by:  
(a) expanding primary school rehabilitation and reconstruction by beneficiary communities; and (b) implementing programs to increase girls' participation at the primary and secondary levels.
2. Improve quality and efficiency of primary and secondary education by:  
(a) developing in-service training for primary school inspectors, pedagogic counsellors and school directors, and management training for secondary school heads; and (b) providing and distributing textbooks and teachers' guides at the primary and lower secondary levels.
3. Improve sector planning and management capacity of the MEN by:  
(a) strengthening its planning and programming capacity; and (b) developing its capacity for financial and human resources management.

**Benefits  
and Risks:**

There are two main benefits. The first benefit will be the provision of more and better education, which in the long term will contribute to poverty reduction. Access to school will increase, and the primary school gross enrollment rate will rise from 51 percent to 59 percent during the project period. Girls' enrollment will increase from 36 percent to 42 percent at the primary level as a result of targeted activities and the increased number of places in the schools, and from 30 percent to 40 percent at the lower-secondary level as a result of the creation of boarding facilities. The improvement of female education will in the long run translate into: (i) better infant and maternal health; (ii) increased women's labor productivity; (iii) improved women's employment opportunities; and (iv) a better predisposition to adopt measures for family planning among educated girls and women. The quality of education will be improved through the rationalization of school building and maintenance and the provision of an initial stock of textbooks at the primary and lower secondary levels. Improved training and effective supervision of teachers by school officers and school heads, pedagogical material availability and better student examination will increase internal efficiency and improve student learning outcomes. The second benefit will be the development of capacity within the Ministry of National Education (*Ministère de l'éducation nationale, MEN*) to plan and manage the sector more effectively. The development of competent technical and administrative staff in the newly established structures, better functions and staffing patterns of the *MEN*, and increased decentralization of responsibilities for educational planning, management and administration to the regional education offices will improve systems operations and the responsiveness to local needs. The new primary school building procedures and textbook replenishment at the lower-secondary level will rationalize the participation of communities and strengthen their role in the education system.

There are two main risks. The first risk is failure to attain project goals if the budget allocations for the sector, agreed with the Government and analyzed thoroughly to ensure their coherence with implications of project components, are not executed. This risk has been addressed by agreements reached with IDA regarding budget allocation; budget execution will be monitored and reviewed annually. Moreover, the release of funds for the ongoing USAID program of budgetary support and technical assistance for primary education is conditioned upon agreements for budget allocation and execution that are identical to those agreed upon with IDA. Project activities directed towards establishing a better framework for teacher employment, including the recruitment of contractual (non-civil servant) teachers for primary schools will be equally significant in this respect. A second risk is delayed project implementation due to the fact that project implementation goes in parallel with the development of staff competence and the changes in management behaviors. This risk is addressed by ongoing efforts to match defined posts with staff profiles, the provision of technical expertise in the sector, the use of technical assistance to transfer skills to staff, and the continuous monitoring and evaluation to remove bottlenecks to implemen-

**REPUBLIC OF BENIN****EDUCATION DEVELOPMENT PROJECT****TABLE OF CONTENTS**

<b><u>BASIC DATA</u></b> .....	i
<b><u>CREDIT AND PROJECT SUMMARY</u></b> .....	ii
<b><u>I. INTRODUCTION</u></b> .....	1
<b><u>II. SECTORAL CONTEXT</u></b>	
A. Background .....	1
B. Economic Developments .....	2
C. Education Sector .....	2
1. The Education System .....	2
2. Sector Development Issues .....	3
3. The Government's Education Strategy .....	6
D. Lessons learned .....	8

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This report is based on the findings of the Bank appraisal and post-appraisal missions which visited Benin in May and October, 1993. The appraisal mission comprised R. Crown (Senior Economist and Mission Leader), and Mmes/Messrs. C. Laurent (Economist); R. Prouty (Education Specialist); M. Laleye (Institutional Development Specialist); S. Diop (Textbook Specialist); J. Waechter (Architect); J.C. Hameidat (Implementation Specialist); M. Bradley (Operations Analyst); and O. Diagana (Resident Mission). The post-appraisal mission was carried out by Mme/Messrs. C. Laurent (Task Manager), J.C. Hameidat and O. Diagana. Mr. O. Acamolekun is the Lead Adviser. Peer reviewers included Mmes. A. Sayeh (economic aspects), J. Leno and R. Bellew (primary and secondary education). Mr. Olivier Lafourcade and Mr. Ok Pannenberg are the Department Director and managing Division Chief, respectively, for this operation.

## **TABLE OF CONTENTS** (continued)

### **III. THE PROJECT**

A.	Project Objectives, Scope and Description . . . . .	9
	1. Increase the Access to Primary Education . . . . .	11
	2. Improve the Quality and Efficiency of Primary and Secondary Education . . . . .	13
	3. Improve the Sector Planning and Management Capacity . . . . .	16
B.	Project Cost and Financing Plan . . . . .	18

### **IV. PROJECT IMPLEMENTATION**

A.	Status of Project Preparation . . . . .	19
B.	Project Coordination and Management . . . . .	19
C.	Monitoring and Evaluation . . . . .	20
D.	Implementation schedule . . . . .	21
E.	Procurement . . . . .	21
F.	Disbursements . . . . .	25
G.	Accounting, Auditing and Reporting . . . . .	26

### **V. PROJECT BENEFITS AND RISKS**

A.	Benefits . . . . .	27
B.	Risks and Measures to Address Them . . . . .	27

### **VI. AGREEMENTS REACHED AND RECOMMENDATIONS** . . . . . 28

### **VI. ANNEXES**

I	SAL II Conditionalities Related to Education
II-A	Flow chart of the formal education system ( <i>Organigramme du système éducatif</i> )
II-B	Organisation chart of the Ministry of National Education ( <i>Organigramme du Ministère de l'Éducation nationale</i> )
II-C	Education data
III	Letter of general policy for education sector ( <i>Lettre de politique générale du secteur Éducation et plan d'action</i> )
IV	Evolution of Education Budget 1989-1993 and Financing Plan 1994-1999
V	Monitoring Outcome Indicators for Project
VI	Project Cost and Financing Tables
VII	Textbooks Provision
VIII	Supervision Plan
IX	Implementation Schedule and Calendar of Activities

**TABLE OF CONTENTS** (continued)

- X** Estimated Schedule of IDA Disbursements
- XI** Project Implementation Manual: Table of Contents
- XII** Status of Bank Loans/Credits
- XIII** Documents available in Project Files

**MAP: IBRD No. 25648**

**REPUBLIC OF BENIN****EDUCATION DEVELOPMENT PROJECT****BASIC DATA**

Total area	:	113,000 km <sup>2</sup>
Per capita income (1992)	:	US\$410
Total population (1992)	:	4.8 million
Urban population as percent of total population (1992)	:	30 percent
Annual population growth (1990)	:	3.1 percent
Total fertility rate (1992)	:	7.1
Crude birth rate (per 1000 pop.) (1990)	:	46
Crude death rate (per 1000 pop.) (1990)	:	15
Infant mortality rate (per 1000 live births) (1990)	:	113
Life expectancy at birth (years) (1990)	:	50
Adult literacy rate (1988)	:	23 percent
Female literacy rate (1988)	:	16 percent
Gross primary school enrollment rate (1993)	:	51 percent
Proportion of girls in Primary School (1993)	:	36 percent
Gross primary enrollment rate in the Atacora region (1992)*	:	34 percent
Proportion of girls in primary school in Atacora(1993)	:	29 percent
Secondary school enrollment rate (1993)	:	11 percent
Proportion of girls in lower-secondary school (1993)	:	30 percent
Proportion of girls in upper-secondary school (1993)	:	21 percent

**Sources:**

World Bank Development Report, 1992

Preliminary findings of Benin's second census, October, 1992

\* Atacora is the region in Benin with the lowest primary enrollment rate.



tation. Equally significant in this regard is the delegation of responsibility for managing classroom rehabilitation and reconstruction to non-governmental agencies.

**Poverty**

**Category:**

**Program of Targeted Interventions.** The provision of an initial stock of textbooks, together with the rationalization of communities's participation in school construction will lower the cost of schooling, thus increasing poor children's access to primary school. The targeted activities for girls will have the same result. Improvements in the quality of teaching at the primary level will increase both students' learning and their participation in primary school. Since the proportion of the poor among the beneficiaries will be significantly larger than their proportion in the overall population of Benin, this project is part of the Program of Targeted Interventions.

**REPUBLIC OF BENIN  
EDUCATION DEVELOPMENT PROJECT**

**Summary of Project Cost Estimates  
(including taxes and duties, in US\$ million)**

	<u>Local</u>	<u>Foreign</u>	<u>Total</u>
<b>1. INCREASE ACCESS TO PRIMARY EDUCATION</b>			
(a) Primary School Rehabilitation and Reconstruction	1.2	2.0	3.2
(b) Pilot Program to Increase Girls' Participation	0.7	1.3	2.0
<b>2. IMPROVE QUALITY AND EFFICIENCY OF PRIMARY AND SECONDARY EDUCATION</b>			
(a) In-Service Training	0.9	0.2	1.1
(b) Textbook	0.3	7.9	8.2
<b>3. IMPROVE SECTOR PLANNING AND MANAGEMENT CAPACITY</b>			
(a) Strengthen Sector Planning and Coordination	0.3	0.5	0.8
(b) Develop Financial and Human Resources Management	1.0	2.6	3.6
<b>4. PROJECT PREPARATION ADVANCE</b>	0.2	0.2	0.4
<b>Total Base Costs</b>	<b>4.6</b>	<b>14.7</b>	<b>19.3</b>
Physical Contingencies	0.4	1.4	1.8
Price Contingencies	<u>0.4</u>	<u>1.4</u>	<u>1.8</u>
<b>TOTAL PROJECT COSTS</b>	<b>5.4</b>	<b>17.5</b>	<b>22.9</b>

<b>FINANCING PLAN</b>	<u>Local</u>	<u>Foreign</u>	<u>Taxes &amp; Duties</u>	<u>Total</u>
IDA (net of taxes and duties)	3.5	14.6	0.0	18.1
Government (including 100% taxes and duties)	0.4	0.7	1.4	2.5
Contributions	<u>0.1</u>	<u>2.2</u>	<u>0.0</u>	<u>2.3</u>
<b>TOTAL</b>	<b>4.0</b>	<b>17.5</b>	<b>1.4</b>	<b>22.9</b>

<b>ESTIMATED IDA DISBURSEMENTS</b>	<b>IDA FISCAL YEAR</b>					
	<u>FY95</u>	<u>FY96</u>	<u>FY97</u>	<u>FY98</u>	<u>FY99</u>	<u>FY2000</u>
Annual	1.0	2.6	5.7	4.6	3.6	0.6
Cumulative	1.0	3.6	9.3	13.9	17.5	18.1

Rate of return: Not applicable.

# **REPUBLIC OF BENIN**

## **EDUCATION DEVELOPMENT PROJECT**

### **I. INTRODUCTION**

1.1 The Government of Benin has requested IDA assistance to finance a five-year project to implement some of the action plans designed in accordance with Benin's Education Development Strategy for the years 1994-1999. The central objectives of the project are to: (a) increase access to schooling with a special emphasis on girls' participation; and (b) enhance the quality of education by improving teachers' in-service training and increasing basic inputs in the sector. Secondary objectives are to strengthen the institutional capacity within the Ministry of National Education (*Ministère de l'Éducation nationale, MEN*) to efficiently plan, coordinate and manage the activities and resources of the sector.

1.2 The project will be the third IDA-financed operation for the development of education in Benin since 1975. Investment programs and policy measures supported through the project are based on lessons learned from the first two completed projects, Education I (Cr. 583-DA, 1976-1983) and Education II (Cr. 1246-BEN, 1982-1989), and the Second Adjustment Credit (SAL II, Cr. 2283-BEN, FY 1991).

1.3 Total project cost is estimated at US\$22.9 million equivalent (including taxes and duties), with a foreign exchange component of US\$17.5 million. The Government and beneficiary communities will contribute the equivalent of US\$4.8 million (including taxes and duties). The remaining US\$18.1 million (net of taxes and duties) will be financed by IDA. USAID is currently providing parallel financing of US\$50 million of budgetary support (1991-1996) and US\$11 million for training and technical assistance (1991-1996) in support of primary school development.

### **II. SECTORAL CONTEXT**

#### **A. Background**

2.1 Benin has an area of 113,000 km and a population of 4.8 million which is increasing at about 3.1 percent p.a. (1990). The annual per capita income is approximately US\$410 (1992). Agriculture accounts for about 40 percent of GDP, 80 percent of domestic export receipts and 75 percent of employment. A small industrial sector (8 percent of GDP) produces mostly consumption goods and a few basic commodities. A small offshore oil field began production in 1983, and generates 17 percent of domestic export receipts. A large tertiary sector accounts for 50.5 percent of GDP. Because of the volume of transit trade with its neighbors (Burkina Faso, Niger, Nigeria, and Togo), Benin is especially vulnerable to economic and political developments in those countries.

## **B. Economic Developments**

2.2 Between 1975 and 1982, GDP grew at an average rate of 5 percent, partly as a result of the oil and uranium booms in Nigeria and Niger. This growth slowed between 1983 and 1987 due to the collapse in the regional transit traffic at the end of the oil boom, and the inefficiency and poor management of the productive sectors which the State dominates. By 1983, the Government was saddled with low-return investments, heavy external debt service, and inadequate economic incentives. In 1989, the Government introduced a first structural adjustment<sup>1</sup> program which represented a fundamental shift towards economic liberalization and private sector development, and a significant reduction of the public sector's role in the economy. Benin's successful transition to a multi-party democracy in 1991 and the emergence of a national consensus for pursuing the adjustment program led to the adoption of a second and more ambitious phase<sup>2</sup> to deepen and expand fiscal, administrative, and public enterprise reform, and trade liberalization and deregulation. This has improved growth and revenue performance.

2.3 Benin's medium- and long-term economic prospects have been improved by the progress in the implementation of structural reforms and the recent adjustment of the CFA franc parity. Although GDP increased by 4.3 percent in 1992 and 1993, thus allowing a slight increase in per capita incomes, the following major constraints to development remain to be addressed: (i) a high fertility rate of 7.1; (ii) a still substantial weight of the public sector; (iii) a heavy dependence on cotton; and (iv) an inadequate administrative and human resource capacity. Non-public sector employment opportunities remain severely limited.

## **C. Education Sector**

### **1. The Education System**

2.4 The education system consists of a six-year cycle of primary education, a four-year lower-secondary cycle for general and technical education, and a three-year upper-secondary cycle of general education or a four-year cycle of technical education. Higher education is offered through programs ranging from two to seven years at the National University of Benin which includes faculties and specialized institutions. The *MEN* is responsible for all formal education. Annex II-A provides a flow chart of the formal education system; Annex II-B shows the organizational chart of the *MEN*; and Annex II-C provides statistical data on the coverage of the system.

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<sup>1</sup>IDA and the IMF supported the adjustment through a SAL I in May 1989, and a SAF arrangement in June 1989.

<sup>2</sup>A SAL II (US\$ 55 million equivalent) was approved by IDA in June 1991. The IMF approved a second-year SAF and an ESAF.

## 2. Sector Development Issues

2.5 Although school participation has increased dramatically between 1975 and 1983, this achievement proved to be unsustainable and enrollment began declining steadily in 1983, due to factors both external and internal to the education system. While theoretically the State controlled the overall education system to the extent that it confiscated all private schools, at the primary level, communities were actually responsible for all non-salary expenditures, i.e. pedagogic materials and classroom construction and maintenance. Slow economic growth and scarce budget resources did not allow the Government to respond to the growing share of non-salary expenses that parents and communities no longer could pay for. As a result, school quality and efficiency declined sharply, a factor that increased parents' reluctance to send their children to school. Today, although some reforms have begun: (a) school participation remains limited and access inequitably distributed between regions and between boys and girls; (b) education lacks efficiency at all levels due to financial constraints combined with poor management of resources; and (c) Government's capacities for planning, programming, and management remain weak.

### (a) Poor access and equity

2.6 Between 1975 and 1983, Government's policy was successful in increasing school participation; primary and secondary gross enrollment rates increased from 39 percent to 62 percent and from 6 percent to 17 percent, respectively. In rural areas enrollment rates at the primary level increased from 27 percent to 35 percent. Unfortunately, this appeared not to be sustainable. Beginning in 1983, parents and communities, hard hit by the economic decline, could no longer sustain the growing demands for financing non-wage inputs. At best, financing by parents generated about 25 percent of the needs, leaving a financing gap of 75 percent. Without supplementary financing from the Government, this financing gap has resulted in the serious deterioration of quality and general operations. Teachers lacked basic skills and moral standing and exacerbated the deteriorating quality of education and the growing parental discontent and disillusionment with schooling<sup>3</sup>. As a result, by 1990, enrollment rates had declined to 43 percent in primary schools, 12 percent at secondary general level and 1 percent at technical secondary level.

2.7 On the other hand, higher education was entirely State-financed, with generous subsidies for student expenditures. The result was an increase in University enrollment, from 1,000 in 1975 to a current 10,500 (2 percent enrollment rate), exceeding by far the University's physical, academic and financial capacity as well as the employment demand for graduates of the University.

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<sup>3</sup>The Government of Benin had hired "young revolutionary" teachers for primary school, *Jeunes instituteurs révolutionnaires (JIR)*, to promulgate the Marxist-leninist ideology throughout the country.

2.8 During the same period (1975-1983), the girls' enrollment rate had increased from 31 percent to 43 percent in primary school, but the deterioration of schooling as a whole has affected girls more than boys, due to many negative factors. One factor relates to the direct cost of schooling and the value orientation governing the division of labor in the Beninese society which designates males to exploratory activities such as formal schooling and females to practical and more assured productive activities that will ensure the survival of the family. The absence of a curriculum perceived to be highly relevant to these functions of females has therefore mitigated against girls' participation in school. The modern economy has also dictated a lower priority given to girls' education largely because boys are seen to have a higher chance of employment. Another factor which has had a significantly negative effect on the participation of girls has been the concern for girls' safety in schools past puberty. Government actions in the past have included sensitization campaigns and the development of disciplinary procedures against harassment. However, the success of these actions has been limited due to the poor design and inappropriate targeting of campaigns. As a result of all the above mentioned factors, in 1984 the girls' enrollment rate declined to 28 percent in primary school and the proportion of girls to boys has remained stagnant for many years at 31 percent. Although girls' participation at the primary level is 36 percent for the 1992-1993 school year, the figure lags behind the average 45 percent in Sub-Saharan Africa. Moreover, inter-regional inequities are important, varying from 26 percent at the primary level in the *Atacora* region to 40 percent in the *Atlantique* region.

2.9 Among secondary school girls, participation is further constrained by the fact that secondary schools are dispersed throughout the country and attendance generally requires schooling away from home at considerable costs. Girls are generally allowed to attend these schools when parents can afford the cost of additional transportation and lodging away from home and when there is some evidence of protection for the girls (either from a male brother or cousin going to the same school or from guardians in the community). Girls' participation in secondary general education is currently 28 percent (30 percent and 21 percent at lower and upper cycles, respectively), with regional disparities: the lowest rate is 18 percent in the *Mono* region, the highest is 35 percent in the *Atlantique* region (see Annex II-C).

#### **(b) Poor quality and efficiency**

2.10 By 1985, the indices of enrollment, quality and internal and external efficiency started falling well below the norm for SSA and have continued to do so. The education system is marked by high repetition and drop-out rates, and poor pass rates on examinations. Between 1970 and 1986, average repetition rates increased from 19 percent to 27 percent in primary schools, and from 12 percent to 32 percent in general secondary schools. Repetition rates are highest at the University where they have risen to above 40 percent in the general programs, and 24 percent in the professional schools. Two-thirds of an entering cohort drop out of primary school after an average of 4.7 years. Student achievement is low. Average pass rates of examination candidates are 38 percent, 14 percent, and 13 percent for examinations at the end of primary, lower secondary, and upper secondary levels, respectively. Thus, the cost of producing one graduate who passes the primary terminal examination and receives the Certificate

of Primary Schooling (*Certificat d'études primaires*) is equivalent to 25.6 student years. This is an abysmally low level of efficiency by any standard. Furthermore, high repetition limits the number of children who could gain access to education.

2.11 The poor attainment and achievement levels result from a large number of factors among which are the highly selective and examination-oriented structure of the education system, and the poor instructional quality linked to poor teaching methods. The curricula consist of a list of topics with no well-defined scope, sequence and levels of competency for mastery of the content at the various grade levels. Large variabilities exist in implementation and it is difficult to interpret the learning outcomes of the students. Textbooks are costly and in limited supply largely as a result of the previous Government's monopolistic policies in production and procurement, which has now been abandoned. The ratio of books to students was generally 1:15 in primary schools and 1:21 in secondary schools. It has been increased in 1991 to 1:5 at primary level and 1:2 at lower-secondary level<sup>4</sup>. National examinations were originally meant to serve as the most important determinant of what is taught and to be the only means of monitoring achievement. Their current primary function is the selection into the upper levels. Furthermore, the high rate of repetition among passing students suggests a low pedagogic validity of these exams.

### **(c) Financial constraints and high costs**

2.12 While personnel and structural factors have inhibited the effective performance of the education system, fiscal policies and financial management have been even more problematic. Until recently, the education budget has been prepared and managed largely outside the *MEN* with allocations governed largely by political considerations. Budgets have been prepared using a nomenclature and aggregations that make it difficult to determine the exact allocations to the sector; they have had little or no linkage with changes in priorities or selected initiatives and programs of the *MEN*. Multiple control mechanisms have slowed down budget execution and have led to fraud and waste. These problems have been shared by all public sectors in Benin, and have been addressed by the adoption of a new budget nomenclature and unified budgets since 1992.

2.13 Government financing of the sector generally amounted to about 35 percent of the overall national recurrent budget (compared to an average of 18 percent in Sub-Saharan Africa) with over 95 percent going to wages, student scholarships and social services. Eight per cent of its investment budget was allocated to education with over 85 percent of it used for infrastructure development, technical assistance, and overseas scholarships for vocational, technical and higher education. The high allocation of resources to the university which was not consistent with priorities for human resource development has been a major constraint. Up to the mid-1980s the typical education budget distribution of 43 percent in primary, 30 percent in secondary and

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<sup>4</sup>The social fund of the IDA Health Services Development Project (Cr. 2031-BEN) in 1991 financed textbooks provision for primary schools.

29 percent in University was at variance with the Sub-Saharan Africa averages of 52 percent, 30 percent and 18 percent, respectively. Examinations take up an average of 38 percent of the non-salary budget (exclusive of transfers), and 4 percent of the *MEN* budget.

**(d) Weak sector planning and resource management**

2.14 Another major problem has been overcentralization, which has resulted in the relative isolation of regional and district units; they play no part in the determination of policies and plans, operational procedures, pedagogical programs, and the budgeting process. However, an under-developed communication and information system, poorly defined operational and management procedures, and a multitude of controls that slow down execution have resulted in a considerable amount of de facto decentralization in decision-making and administration. Another problem has been the lack of coordination among the units that perform the core pedagogic functions of teacher training, and curriculum, examination and textbook development. This has resulted in the duplication of efforts, an overblown administrative staff and a mismatch between skill requirements and qualifications, and an overall mismanagement of the sector. Thus, before the redeployment of teachers back to the classrooms which began in 1992, there was one administrator for every five classroom-teachers. Over one-third of these administrators were qualified teachers, with a substantial proportion of them performing non-essential administrative functions. At the same time, the lack of teachers outside the main towns implied that Parents' Associations (*Associations de parents d'élèves, APE*) were often obliged to hire part-time and unqualified teachers.

2.15 The problem with inappropriate staffing and the increasing undersupply of teachers and staff with key technical skills needed by the sector has developed in part because until 1989 personnel selection, assignment and promotion were governed by the rules and regulations of the Civil Service. The Ministry in charge of the Civil Service applied these with minimal consultation with the *MEN*. Non-professional considerations entered into the placement of staff. Selection is still solely based on certification. The 1989 organizational audit of the *MEN* pointed to the need for change in the procedures for recruiting, selecting, and placing both administrative staff and teachers.

**3. The Government's Education Strategy**

2.16 The Government's newly developed program for Education Development is described in a Statement of Policy and Strategy (1991) which is accompanied by action plans for 16 programs (see list in Annex XIII). The preparation of these programs benefitted from: (a) a national debate on the State of Education (*Etats Généraux de l'Éducation*) in 1990; and (b) an extensive program of research, capacity building, seminars and a comprehensive organizational audit of the *MEN*, supported by a project of the United Nations Education, Science and Culture Organization, and the United Nations Development Program.



2.17 For the coming years, the Government's targeted interventions are outlined in a "Letter of Education Sector Development" (see Annex III). The Government's overall strategy is to fulfill its own responsibilities in the education system and, taking into account budget constraints, to maintain and rationalize communities' participation and encourage private sector development in order to achieve its objectives of increasing access to and the quality of education. Primary education will be the priority sub-sector, with the principal objective of expanding access and improving equity and quality. In support of this objective, the gross enrollment rate will rise from 51 percent in the academic year 1992-1993 to 59 percent in 1998-1999; quality and efficiency will be improved; costs will be contained by redeploying teachers currently in administration to the classrooms; the development of multi-grade classrooms in rural areas will be implemented where appropriate; and teacher:student ratios will be increased. In general secondary education, the Government's focus is on the quality of education, cost containment, and increase in access, with specific attention to girls' participation. In vocational training as well as in higher education, the Government plans to reform the existing structures, reduce costs and improve internal efficiency.

2.18 The Government's revised policy to progressively arrive at new arrangements with private sector education will add a 10 point increase to the public primary schools' enrollment rate of 60 percent by the year 2000, thus bringing the national enrollment rate to 70 percent by the year 2000. It has intensified its dialogue with the private sector and religious organizations, and is negotiating to return to them schools which were nationalized before 1988. Private schools already account for 6 percent of the gross enrollment rate at the primary level in 1993 as compared to 3.5 percent in 1991. A USAID-financed study to evaluate and develop the current capacity of the private sector is being conducted.

2.19 In 1989, the budget allocations for primary, secondary and higher education improved. As a result of this evolution, the budget for 1993 shows allocations of 66 percent, 16 percent and 18 percent respectively, representing a distribution more consistent with the Government's medium-term priorities for human resource development and an attempt to contain University expenditures. Government projections for 1994-1999 reduce the share of the University budget to 13 percent of the education sector budget. The Government also plans to improve the use of resources at the higher education level by increasing user charges and the revenue generated by productive units such as the Medical School and Hospital and the Polytechnical Center. Most significant are measures to contain salary expenditures. During the period 1990-1993, the Government has increased the teacher:student ratios from 1:31 at the primary level to 1:41, and from 1:18 to 1:33 at the secondary general level (Annex IV). The Government plans to increase the teacher:student ratio to a maximum of 1:50 by 1999. While redeployment of teachers from administrative positions to active teaching in classrooms is currently being implemented, the Government plans to implement other cost-saving measures by 1997: (a) multigrade teaching where applicable in rural areas; and (b) a double-shift system in urban areas. These measures will allow the Government to attain its enrollment targets by 1999 and contain total requirement

for teachers to 2,100 (about 1,630 at the primary level and 470 at the secondary level) and the requirement for additional classrooms to 1,630 for primary schools. The final shortfall of teachers will be met through the implementation of a new hiring system for contractual teachers to be developed by the project and adopted by March 31, 1997.

2.20 Since this project is designed to complement Government financing of non-salary expenditures, IDA obtained assurances from the Government that its recurrent budget allocations and execution will be consistent with agreements reached during negotiations on the criteria established in the projected spending plan (Annex IV) and the three-year investment program which will accompany the Government's Letter of Sector Policy, and will be reviewed annually with IDA.

#### **D. Lessons Learned**

2.21 The Bank Group has been involved in Benin's education sector since 1975. IDA financed two Education projects to support efforts at improving relevance and the quality of education. The construction of three regional teacher institutes and the production and distribution of textbooks were the main elements of the Second Education Project. Since 1989, IDA has financed textbook provision and the rehabilitation of primary and secondary schools, as well as the development of the university library<sup>5</sup>. Over the past two years, Bank activities in the sector have focused on assisting in the development of the policy framework for the adjustment and development of the sector and for the re-organization of the structures, functions and staffing of the *MEN*. In the absence of a Government's sector strategy, these interventions were developed either on a case-by-case basis or were designed to respond to an emergency situation. A policy dialogue was initiated in 1991 within the context of the SAL II operation. Having assisted the Government under the SAL II to establish the policy and institutional framework for the development of the sector (see Annex I), IDA is now responding to the Government's request for substantial assistance in implementing these revised policies and plans. The third Education project will be the first IDA intervention to include actions in all sub-sectors in education, although primary education will receive the greatest share of investment. Priority areas will be to: (a) increase access to primary education with an emphasis on girls' participation; (b) improve the quality and efficiency of education; and (c) improve the institutional capacity for sector planning and management.

2.22 The completion reports for the first two projects and the supervision of ongoing interventions indicate delays in contract awards, inadequate project monitoring and coordination, and institutional incapacity to meet textbook production targets. The conclusions of the Project Performance Audit Report (# 5179-BEN) for Benin's first Education Project, dated June 29, 1984, do not apply to the present project since the first Education Project was aimed at developing the education of rural youth outside of the formal system. The implementation of

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<sup>5</sup>Social Fund of the Health Services Development Project, Emergency Fund of SAL II.

the ongoing interventions (Social and Emergency Funds) has been constrained by: (a) the absence of a decision-making framework to guide the selection of schools to be rehabilitated and the procurement of textbooks; and (b) the weak institutional capacity within the *MEN* to implement a modest program to rehabilitate 32 schools. Finally, the Public Investment Program performance in the education sector in 1993 has been low with an execution rate estimated at 48 percent. The proposed project will address these problems by: (i) procuring textbooks through ICB and building the capacity for textbook evaluation within the three *MEN* units in charge of pedagogy; (ii) finalizing the draft implementation manual, submitted during negotiations, by credit effectiveness; (iii) strengthening the newly created Department within *MEN* that assumes the key responsibilities for budget monitoring, accounting and the overall financial management of the sector (*Direction des affaires financières, DAF*); and (iv) conducting joint annual reviews to evaluate the execution of budget allocations agreed upon (Annex IV) and the progress achieved in carrying out planned activities. The standard bidding documents for ICB procurement of goods have been prepared, and the Government has confirmed that it will contract the management for reconstruction and rehabilitation of primary schools and boarding facilities to non-governmental agencies.

### **III. THE PROJECT**

#### **A. Project Objectives, Scope and Description**

3.1 **Objectives.** The project will assist the Government in implementing its education development program for the period 1994-1999 which aims mainly to: (a) increase access to primary education with the specific targets of raising the primary enrollment ratio from 51 percent in 1993 to 59 percent by 1999, and girls' participation both at the primary and secondary levels; and (b) improve efficiency of primary and lower secondary schooling. The project will also support activities to improve the capacity for sector planning and management. The Government's policies and programs are described in a "Letter of Education Development Policy" attached as Annex III. Progress in achieving these objectives will be assessed against monitoring indicators, developed and agreed upon with the Government [para. 6.1 (a)], which include annual targets for non-salary budget expenditures, classroom rehabilitation and reconstruction, girls' enrollment, and repetition and drop-out rates, as shown in Annexes IV and V.

3.2 To achieve these objectives, the project will support Government's efforts to: (a) increase non-wage expenditures for primary and secondary schools, provide basic school supplies and continuous in-service training for teachers, strengthen general administration and school and teacher supervision; (b) establish a sustainable system for textbook provision; and (c) contain recurrent costs by reducing redundant administrative staff, redeploying teachers currently in the administration to the classrooms, developing multigrade teaching and double-shift system where applicable, and increasing teacher:student ratios.

**3.3 Scope.** The proposed project will provide broad-based support for more equitable access to and qualitative improvements in primary and secondary general education, both in terms of the types of interventions proposed and in geographic coverage. Qualitative improvements such as in-service teachers' training, improved supervision and management, textbook provision, examination reform designed to improve learning achievement, and policy measures designed to improve efficiency and contain costs in secondary and higher education will mainly benefit primary education. The proposed support to secondary education is modest, focusing on textbook provision and training in management for the heads of schools at the secondary level. France will provide support to secondary level teacher training.

**3.4 IDA's financing will complement USAID's Children's Learning and Equity Foundation (CLEF) Program,** which aims to assist Benin to: (a) enhance the key pedagogic systems and inputs for a quality primary education; (b) ensure equity of access to quality primary education; (c) develop a financially sustainable primary education system; and (d) establish an institutionally and publicly sustainable primary education system. To promote Government's efforts, the CLEF Program provides US\$50 million of non-earmarked budgetary support over six annual tranches. Conditions for disbursement include annual targets for budgetary expenditures in primary education as well as achievements that reflect progress toward implementing the Government's action plans and attaining its objectives. USAID also provides US\$11 million of technical assistance and training to support Government's efforts to develop, implement and evaluate the reform program. The areas of expertise provided by USAID are program coordination, education planning, management information systems, financial management, pedagogy, curriculum development, teacher training, materials development, etc. USAID plans to develop an additional project component to improve public participation in the reform program that will include support to parents' associations. The actions envisaged under the proposed IDA project are consistent with the provisions under the USAID-financed program. Project components to be financed by IDA are summarized as follows:

**Project summary (total cost US\$22.9 million) <sup>6</sup>**

1. **Increase the Access to Primary Education (focusing on girls' participation) (US\$6.2 million):**
  - expanding primary school rehabilitation and reconstruction by communities;
  - implementing programs to increase girls' participation at primary and secondary levels;
2. **Improve the Quality and Efficiency of Primary and Secondary Education (US\$11.0 million):**
  - in-service training for primary school inspectors, pedagogic counselors and school heads, and management training for school heads at the secondary level;
  - provision of textbooks and teachers' guides;

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<sup>6</sup> Includes base costs, contingencies, taxes and duties, as well as US\$.380 million PPF refinancing.

3. Improve the Sector Planning and Management capacity (US\$5.3 million):
- strengthen sector planning and coordination;
  - develop financial and human resources management capacity;

1. **Increase the Access to Primary Education (US\$6.2 million)**

3.5 This component supports the Government's objectives to increase the gross primary enrollment rate from 51 percent in 1993 to 59 percent by the 1998/1999 academic year, and the gross secondary enrollment rate from 11 percent to 14 percent during the same period, and spread education opportunities more equitably between boys and girls. Preparatory studies are being conducted through the ongoing IDA-financed Pre-Investment Project. There are two sub-components: (a) expand classroom rehabilitation and reconstruction; and (b) support special measures to increase girls' participation.

3.6 On the basis of an annual population growth rate of 3.1 percent in 1990, the Government remains committed to a medium term goal of increasing primary and secondary school enrollments in public schools (Annex IV). To achieve this, the Government will have to increase the number of primary school classrooms and teachers by about 4,920 each, and the number of teachers by about 1,100 at technical and general secondary level during the project period. Since budget constraints do not allow such an increase in expenditure, the Government will take measures to improve the cost-efficiency of the existing structures. These measures consist of: (a) completing the total redeployment of teachers currently serving as administrative staff, and implementing an intra-sector reallocation of human resources which will provide 421 teachers to secondary schools during the first three years of the project; (b) developing multigrade teaching where applicable (in rural areas), which will further reduce the classroom and teacher needs; and (c) progressively bringing the teacher:student ratio at the primary level to a maximum of 1:50 in 1999, which will reduce the projected increase of both classroom and teacher demand by 3,300 each, and from 1:33 to 1:35 and 1:17 to 1:20 at general and technical secondary levels respectively, which will reduce the requirement of new teachers by 190. The estimated additional requirement of 1,630 teachers and classrooms needed at the primary level and 470 teachers at the secondary level to attain enrollment targets will begin in the third year of the project. At that time, progress is anticipated in the implementation of double-shift and multigrade systems (see para. 2.19) and in the decentralization of primary education financing under: (i) an initiative to regularize community employment of teaching staff outside of the civil service (para. 3.29); and (ii) a program for decentralizing public administration sponsored by bilateral agencies. Government has also encouraged donors to finance school rehabilitation and construction. IDA and other donors have been actively involved in these activities<sup>7</sup>. The mid-term review of the project will assess the progress made against monitoring indicators outlined in Annex V.

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<sup>7</sup>The Emergency Program of SAL II (Programme d'urgence) and the Social Fund of the Health Services Development Project provided financing for school rehabilitation.

3.7 Given the documented importance of women's education, increasing girls' participation rates has been adopted as a priority objective for national development. In this regard, the Government plans to increase the girls' primary school enrollment rate from 36 percent in 1993 to 42 percent in 1999. Since September 1993, girls in rural areas no longer pay school fees at the primary level. An action plan has been adopted by the Government to increase girls' participation in primary education. The Government will also increase girls' participation at the lower-secondary level from 30 percent in 1993 to 40 percent in 1999.

**(a) School rehabilitation and reconstruction (US\$3.9 million)**

3.8 Scope and objectives. The objectives of the Government's primary school construction and rehabilitation program for the period 1994-1999 are to provide about 202,000 additional student places to increase the primary enrollment ratio to 59 percent in public schools by 1999. After implementing all the measures outlined in para. 3.6 for cost-reduction, the Government will need about 1630 new classrooms over the project period. On-going programs for rehabilitation and construction of a total of 250 schools (750 classrooms) include those financed by the European Development Fund, the OPEC Fund and the Islamic Development Bank. Construction of classrooms for which no funding has been secured from external aid will be financed by the communities and the Government, an arrangement that has been demonstrated to be viable by the history of Benin's education sector. The project will contribute to this program by: (a) supporting the rationalization of community participation in the rehabilitation and reconstruction of primary schools; and (b) developing capacity of the *MEN* to plan and coordinate school reconstruction and rehabilitation programs.

3.9 Preliminary studies financed by the ongoing Pre-Investment Project have been designed to create the institutional capacity to promote and manage community level interventions through: (a) the development of school building standards; (b) the production of standard documentation that will include proposals for school infrastructure operations and their implementation by communities, including maintenance; (c) a nation-wide inventory of primary school buildings; and (d) a new definition of roles and responsibilities of each party to the process of school infrastructure improvement.

3.10 Project support. The project will finance the rehabilitation and reconstruction of 200 primary schools (600 classrooms). To assist the *MEN* in monitoring the implementation of the new rehabilitation and maintenance process, the project will finance (a) 24 months of local technical assistance for architectural services; (b) fees associated with contracting the management of school rehabilitation to non-governmental agencies; and (c) seminars at the regional level for all parties to school rehabilitation and maintenance. Two study visits to two African countries where communities are involved in school building are being financed through the PPF. Communities will continue to be responsible for the regular maintenance of the schools.

**(b) Programs to increase girls' participation (US\$2.3 million)**

**3.11 Scope and objectives.** Although measures to improve education quality and efficiency and programs to increase the number of schools will have an indirect but positive effect on girls' enrollment, the improvement of girls' participation in primary and secondary schools also requires specific measures. Acknowledging that investment in girls' education translates in the long run to better infant and maternal health, increases women's labor productivity, and improves women's employment opportunities, the Government has placed specific emphasis on increasing access for girls. To this end, it will undertake pilot interventions in order to design sustainable programs.

**3.12 Project support.** To support the Government's strategy, the project will finance activities to increase girls' participation at both primary and secondary levels. At the primary level, 18 months of technical assistance will be provided to: (a) conduct a field survey to determine key factors that positively influence girls' schooling; and (b) following the field survey, design and monitor pilot programs to increase girls' participation that take into account the results of the survey. These programs will be implemented in six sub-regions (*sous-préfectures*), selected in regions that have the lowest rate of girls' participation. Adopting this two-pronged approach will permit: (i) an evaluation of survey findings; (ii) the development of appropriate and targeted interventions according to survey results; and (iii) an evaluation of the effects and impact of targeted interventions on increasing girls' participation. In support of the pilot programs, the project will also purchase 12 small motorbikes (*motocyclettes*), and finance the incremental salaries for and the training of 12 motivators (*animatrices*) during the project period. The responsibilities of the motivators include the building of community awareness; promoting increased girls' participation in primary and secondary education; and participating in the organization and monitoring of the pilot programs. At the secondary level, six boarding facilities, in the country, housing 80 female students each, will be built or rehabilitated. This will increase female participation by 1 to 2 percentage points at secondary school level. The responsibility for managing the boarding facilities will be delegated to a non-profit organization. The signature of a contract with the selected organization and the development of operational guidelines for the management of the facilities will be a condition of disbursement for civil works [para. 6.5 (a)]. At both primary and secondary levels, the actions listed above will provide the Government with information on more efficient and sustainable measures to implement its policy for increasing girls' participation.

**2. Improve the Quality and Efficiency of Primary and Secondary Education (US\$11.0 million)**

**3.13** This component will support the Government's objectives to improve the quality and efficiency of primary and secondary education. A key element of the Government's reform program on curriculum reform is the development of curriculum standards and competencies. The Government is receiving USAID technical assistance to develop a competency-based curriculum for primary school and criterion-referenced tests to measure the attainment of competencies. In addition, with the assistance provided by France, the Government has started

to develop competency-based curricula for science and mathematics at the secondary level. Complementing these activities, the project will support two sub-components: (a) the development of education specialists' capacity to design and develop education inputs through the training of inspectors and school heads in the design and development of modules for in-service training and teacher evaluation, and carrying out a study of the examination system; and (b) providing textbooks at the primary and secondary levels, and training *MEN* staff on textbook evaluation and procurement.

**(a) In-Service training and improvement of examination (US\$1.2 million)**

**3.14 Scope and objectives.** The Government's objectives are to: (a) adopt supervisory practices which will transform school principals and master teachers as instructional leaders, as opposed to the sole use of inspectors; and (b) improve secondary school personnel and financial resource management. Resources for teacher supervision and training will be assured by the Government budget. The project will support the upgrading of in-service training by retraining primary school teacher trainers and supervisors, and initiating management training for secondary school heads. It will also help monitor budget expenditures for teacher in-service training and supervision, and will evaluate the impact of the training on teaching quality and student performance.

**3.15** The Government has adopted a reform program on "Student Assessment and Evaluation". The program includes the restructuring and validation of examinations for certification, selection and accountability. It also includes the development of a sample-based assessment program for educational accountability and instructional improvement, as well as systems to monitor student progression throughout the education system. At the same time, the Government will improve its management of the examination fees.

**3.16 Primary school in-service training.** In-service training is currently provided once or twice a month by inspectors and pedagogic counsellors (*conseillers pédagogiques*) within specific "units" (*unités pédagogiques*, where school directors and teachers meet). Overall, the system works poorly. Approximately 80 percent of primary school teachers have received initial professional training but have had neither follow-up training nor supervision. A limited and theoretical in-service training is provided to teachers, mainly to upgrade credentials rather than improving the quality of teaching. Those attending the sessions have to pay fees.

**3.17 Project support.** The project will finance, over a five year period, in-country "training and development" sessions for 120 inspectors, 240 pedagogic counsellors and 2,800 school heads. Pedagogic counsellors and school heads will ultimately be responsible for on-going in-service training and bringing new methods, texts, and learning materials to teachers in schools. A two-week training session will be initially provided during the first year, and will be followed annually with one-week training sessions. These sessions will lead to the development of training modules for use by the education officers to provide professional support (supervision and training) to teachers that will be oriented to actual results in the field. The project will finance the production of the modules designed with USAID technical assistance. It will finance



study visits to other African countries for officials of the Primary Education Department (*Direction de l'enseignement primaire, DEP*), the Secondary Education Department (*Direction de l'enseignement secondaire, DES*), the National Institute for Educational Research and Training (*Institut national pour la formation et la recherche en éducation, INFRE*), and the regional education offices (*Directions départementales de l'éducation, DDE*). The latter will be in charge of implementing this component.

**3.18 Examination reform.** The project will finance one month each of local and foreign technical assistance to develop a study of the current examination system and identify reforms to support its restructuring, including the fee system.

**3.19 Training of Secondary school heads: Scope, Objectives and Project support.** Given the budgetary constraints at the secondary level projected over the next five years, the management of teachers schedules and the provision of textbook replenishment and other basic inputs will be critical. These functions will be the responsibility of secondary school heads. The project will initiate and finance the first management training sessions for 300 secondary school heads of one week each year, for two years. Two months of foreign technical assistance will also be provided to develop the management training module and to train trainers.

#### **(b) Textbook Provision (US\$9.8 million)**

**3.20 Scope and Objectives.** The Government plans to adopt competitive bidding procedures for textbook procurement and distribution. It plans to increase the book:student ratio from its current level of 1:5 to 1:2 at both the primary and lower secondary levels by the third year of the project. To ensure the sustainability of textbooks provision, the maintenance and renewal of the initial stock will be financed jointly by the Government's education budget and by the parents' associations (*APE*). In this regard, the Government will organize a sensitization campaign for the *APEs*.

**3.21 Project support.** The project will provide textbooks over a three-year period. To increase the book:student ratio to 1:2, the project will finance an initial stock and distribution of approximately 750,000 textbooks and teachers' guides in two core subjects (French and mathematics), as outlined in Annex VII. At the primary level, the additional requirements to compensate for textbook loss and damage, the increase in student enrollment, and the renewal of the initial stock during the project period will be financed by the Governments's education budget (see Annex IV). At the lower secondary level, additional requirements and stock renewal will be financed by the Government's education budget, and by the *APEs* through funds recovered from the payment of school fees. The procedures for maintaining and renewing textbook supplies at the lower secondary level will be determined by the schools, and agreed upon with the *APEs*. Draft operational guidelines for textbook replenishment will be a condition for effectiveness [para. 6.4 (e)] and its adoption a condition for disbursement [para. 6.5 (b)]. A nation-wide campaign will be carried out by the *MEN* to guide the implementation of these procedures. The project will strengthen the *MEN* capacity for textbooks evaluation and procurement. The staff of *DEP*, *DES* and *INFRE* will be trained to evaluate textbooks and

establish technical and pedagogic specifications required for international bidding procurement. Foreign technical assistance is being provided under the PPF for five weeks to develop the technical and pedagogic specifications of the bidding documents, and to help the Government in bid evaluation. A study visit of one month each in two African countries has already been financed under the PPF in order to familiarize the textbook component coordinator with the textbook procurement process.

### **3. Improve the Sector Planning and Management Capacity (US\$5.3 million)**

3.22 This component will strengthen the capacity of the newly restructured central and regional offices of the *MEN* to plan and manage resources effectively, and to improve coordination, accountability and quality control. A reorganization of the *MEN* has just been implemented, following the recommendations of a comprehensive organizational audit of the *MEN* (SAL II conditions for second and third tranches, respectively, Annex I). The legal texts for the reorganization of the *MEN* have been adopted in 1993 and 1994. Key staff of each department has been appointed. The Government's reform program plans to reduce the current number of administrative staff from 3,068 in 1993 to 2,155 by 1999 (Annex IV).

3.23 The reorganization has eliminated a number of redundant pedagogic structures. At the central level of the *MEN*, the functions of the Departments of Primary and Secondary Education have been streamlined to focus on planning and evaluation, while leaving the design and development functions to the *INFRE*. As a condition for Board presentation, a Department of Financial Affairs (*Direction des affaires financières, DAF*) has been created and its Director appointed. With the reorganization fully implemented, the key management Departments of the *MEN* are: (a) the DAF, which is responsible for all financial management; (b) the *DAPS* (*Direction de l'analyse, la prévision et la synthèse*), which is in charge of evaluation, statistics, organization, and coordination and monitoring of foreign aid; and (c) the *DRH* (*Direction des ressources humaines*), which is responsible for all personnel management. At the regional level, the six *DDEs* are in charge of the implementation and adaptation of policy reform measures to local circumstances, the opening and closing of schools, personnel deployment, design and implementation of in-service training for and supervision of teachers, and the development of budget proposals.

3.24 At the central and regional levels, USAID is providing equipment and technical assistance for budget management, computer training, development of an information system and a system to periodically monitor educational achievement. IDA's Pre-Investment Project will finance: (a) the survey of primary school infrastructures; and (b) the completion of the inventory and evaluation of the *MEN* buildings and the preparation of the ICB documents for rehabilitation works. The Government and IDA have agreed on the terms of reference of these studies which will be carried out during the first year of the project. France is providing technical assistance to the *DAPS* and the *DAF* for budget planning.

**(a) Planning and programming (US\$0.9 million)**

**3.25 Scope and objectives.** This component will improve the capacity of the central and regional offices of the *MEN* for sector planning and coordination, in addition to activities financed by USAID and IDA's Pre-Investment Project. It will finance preliminary studies to define future interventions and reforms in vocational education and training (VET) and in higher education.

**3.26 Project support.** In support of strategic and operational planning, monitoring and evaluation, the project will assist the *DAPS* in carrying out: (a) a study of labor-market demand in order to develop VET interventions in the future; (b) an audit of the National University of Benin to evaluate its management and academic relevance, including seminars for its faculty members and students to discuss the results of the audit; and (c) a project mid-term review to assess the overall progress of how the project is meeting its stated objectives. The project will also finance training in management for *MEN's* staff.

**(b) Financial and human resource management (US\$4.3 million)**

**3.27 Scope and objectives.** This component will improve the capacity of the *MEN*, and in particular the *DAF*, in budget monitoring, accounting and financial management, and of the *DRH* in staff management. The *DRH* will develop new procedures for personnel management, teacher supervision, and a staff development policy linked to skill needs in the sector. Finally, working conditions will be improved by the rehabilitation of and provision of equipment for *MEN's* offices.

**3.28 Project support.** In order to assist the units under the *DAF* to carry-out sector budget monitoring, a total of 4,5 months of technical assistance and related staff training for the following activities are being financed under the PPF: (a) building capacity within the *MEN* for a more efficient budgetary process by developing, implementing, monitoring and evaluating revised and uniform procedures for the projections and the control of budgeting, accounting and expenditures at all levels; and (b) developing the project accounting and contract management capacity (para. 4.4). Completion of these activities will be a condition of effectiveness [para. 6.4 (f)].

**3.29** The project will support the *DRH* to effectively manage the personnel of the *MEN*. Specifically, technical assistance will be provided by the project to assist in: (a) the development and implementation of a three-year training program for administrators in the central and regional offices after reduction and redeployment of administrative staff have been implemented; (b) carrying out a study on, and subsequently developing, a double shift system and multigrade teaching at the primary level; and (c) conducting a study on and implementing a new recruitment system for primary school teachers who would not be civil servants. The project will also finance local staff training in personnel management, study tours, and the annual audits of the proposed project.

3.30 The project will also rehabilitate the dilapidated central and regional offices (US\$1.4 million) and provide them with basic equipment that will render them operational. IDA's Pre-Investment Project will finance the inventory and evaluation of *MEN's* buildings, and the preparation of the bidding documents for civil works. As a complement to the equipment already provided by USAID, the project will also finance office equipment and furniture, and vehicles for each of the seven central departments.

### **B. Project Cost and Financing Plan**

3.31 Total project costs are estimated at US\$22.9 million (including taxes and duties) with a foreign exchange component of US\$17.5 million (76 percent). Base costs are estimated at US\$19.3 million (84 percent) and contingencies at US\$3.6 million (16 percent). The project will be financed by an IDA credit of US\$18.1 million equivalent, representing 79 percent of the total project costs. The Government's contribution is estimated at US\$2.5 million equivalent (11 percent) of which US\$1.4 million equivalent represents taxes and duties. The communities' contribution is estimated at US\$2.3 million equivalent (10 percent). Physical contingencies were estimated at 10 percent for all project items. Price contingencies for local and foreign costs was estimated as follows:

#### **Projected Annual Price Escalation (in percent)**

<b>IDA FY</b>	<b><u>95/96</u></b>	<b><u>96/97</u></b>	<b><u>97/98</u></b>	<b><u>98/99</u></b>	<b><u>99/2000</u></b>
<b>Local:</b>	10.9	6.4	3.0	3.0	3.0
<b>Foreign:</b>	2.5	2.5	2.5	2.5	2.5

3.32 **Recurrent cost implications.** Recurrent costs generated by project investments (mainly teachers' salaries) will be financed within the budget and their increase will be limited with the implementation of efficiency measures during the project period. The first important recurrent cost implication of the project would be the need for an additional CFAF 12.5 billion (US\$21.2 million equivalent) over five years to finance the incremental recurrent salaries of 4,920 additional teachers at primary level. At secondary level, incremental recurrent salaries for 1,100 additional teachers would amount to CFAF 3.7 billion (US\$6.3 million equivalent). Measures to contain these increases include: (a) at the primary level, increasing progressively the current teacher:student ratio of 1:41 to a maximum of 1:50 by 1999 and developing, where applicable, multigrade teaching in rural areas as well as a double-shift system in urban areas by March 31, 1997, which will reduce the additional cost of teachers' salaries by CFAF 4.5 billion (US\$7.6 million equivalent); (b) at the secondary level, the redeployment of 386 teachers currently in Administration to the classrooms will reduce the additional cost of teachers' salaries by CFAF 1.3 billion (US\$2.2 million equivalent); and (c) at the level of the *MEN*, a further reduction of regular administrative staff (e.g. non-teachers) by 27 percent will provide for an additional reduction of CFAF 1.8 billion (US\$3.0 million equivalent). The total estimated savings of CFAF 7.6 billion (US\$12.8 million equivalent) assume strict enforcement of these

measures. Projected savings from these measures will be allocated mainly to primary education (see Annex IV). The final additional recurrent costs will amount to CFAF 8.6 billion (US\$14.7 million equivalent), representing an average annual increase of the *MEN* budget estimated at CFAF 1.7 billion (US\$2.9 million equivalent).

3.33 The second important recurrent cost implication of project investments is the cost of maintaining a growing network of primary schools in terms of infrastructure. To this end, the total cost for regularly maintaining the infrastructure of schools, estimated at CFAF 24 million over four years, will be financed by the communities and through funds recovered from school fees. The third recurrent cost implication of project investments is the cost of maintaining the initial stock of textbooks and sustaining a book:student ratio of 1:2 beyond the third year of the project. This has been included for primary level in the Government's budgets projected over the next five years (see Annex IV). At lower secondary level, textbook replenishment will be jointly financed by the Government (first replenishment) and the *APEs* (second replenishment).

#### **IV. PROJECT IMPLEMENTATION**

##### **A. Status of Project Preparation.**

4.1 Project preparation benefitted from: (a) an intensive dialogue with the Bank, leading to the conditions in the SAL II operation for establishing the policy and institutional framework for education development (See Annex I); and (b) several Bank/Government workshops to assist in policy development, strategic planning, investment programming, and financial planning. Pre-investment studies were financed by the IDA Pre-Investment Project. Part of the preparation has also been supported by a PPF advance of US\$380,000. Discussions with other donors, mainly with the Governments of the United States of America and France, were held during the whole process of preparation, and resulted in close coordination and agreement on both the strategy to be adopted and the priority programs to be implemented.

4.2 The terms of reference for all technical assistance funded under the project have been agreed upon during negotiations. The preparation of contracts for consultant services for the first year of the project will be a condition for effectiveness [para. 6.4 (b)]. A draft implementation manual has been reviewed during negotiations; its finalization will be a condition of effectiveness [para. 6.4 (d)].

##### **B. Project Coordination and Management**

4.3 The coordination and management of the project will be carried out by the operational units of the *MEN* as part of their functions. The *DAPS* will be responsible for the overall coordination and evaluation of this project as part of its normal function of coordinating the Government's overall education reform program and assessing the progress in meeting development targets. This Department will coordinate day-to-day activities of the project and

monitor project implementation and outcomes. The *DAPS* will also be responsible for the implementation of activities related to sector planning and education improvements (i.e. supervision of the examination reform study, and textbook procurement and distribution), including studies financed by the Pre-Investment Project. The *DAPS* will follow up with non-governmental agencies on the management of primary school and the rehabilitation and construction program of boarding facilities. The *DAPS* will collaborate with *DAF* in preparing annual work programs and budgets and will have the ultimate responsibility of compiling and providing reports and documentation to the Bank as required by the project. It will also organize joint annual and project mid-term reviews on the status of project implementation, and prepare for IDA supervision missions. The Director of *DAPS* will be the liaison of the *MEN* with the Bank.

4.4 The *DAF* will be responsible for all financial matters of the project and will coordinate with *DAPS* in the preparation of annual work programs and budgets for all the project components. A project accountant will be appointed to the *DAF* to maintain project accounts, prepare disbursement requests, and make arrangements for audits of project accounts and the SOEs. A contract manager will be appointed to the *DAF* to handle all procurement activities, with the exception of civil works for classrooms and boarding facilities. Finally, the *DAF* will assist the *DAPS* in preparing progress reports and the documentation required for the joint annual reviews of project implementation as specified in Annex VIII. It will be responsible for: (i) implementing the program for financial management; and (ii) reviewing procurement designs and specifications, obtaining planning approvals, carrying out site supervision, and issuing works and purchase orders for the rehabilitation of *MEN* buildings.

4.5 The *DRH* will be responsible for ensuring that the set of actions identified for personnel management and development are implemented. The *DEP*, *DES*, and *INFRE* will collaborate with *DRH* in designing and evaluating the in-service training component. The *DDEs* will implement and monitor personnel management at the regional level. Under the leadership of *DAPS*, which will ensure coordination with *DEP* and *DES*, *INFRE* will be responsible for preparing the pedagogical and technical specifications for textbooks to be purchased; they will also participate in the evaluation of bid proposals. Textbook procurement will be carried out by the procurement unit of the *DAF* (Annex VII).

### C. Monitoring and Evaluation

4.6 The monitoring and evaluation of program performance, including investments and policies, will be carried out by the implementing units of *MEN* over the life of the project, with the *DAPS* playing a coordinating role. Key monitoring indicators based on Government's programs (para. 3.1) are shown in Annex V. In its role as project coordinator, the *DAPS* will: (a) transmit to IDA progress reports on the implementation of the project not later than March 31 and September 30 of each year; (b) submit annual projected work programs and budgets not later than October 31 of each year; (c) organize and carry out with IDA, during the fourth quarter of each calendar year, a review of progress made in carrying out planned activities for

the current year; and (d) carry out with IDA, a mid-term review to evaluate the progress made in carrying out the project and the programs no later than 33 months after credit effectiveness. Based on the review, the *MEN* will prepare and implement an action plan, acceptable to IDA, for further implementation of the project activities. The details of the Bank's supervision plan, including the annual and mid-term reviews, are provided in Annex VIII. Within six months after the Credit closing date, the *DAPS* will transmit to IDA a completion report, prepared in accordance with terms of reference satisfactory to IDA. During negotiations, the Government has given assurances to IDA that these requirements will be met.

#### **D. Implementation Schedule**

4.7 The project will be implemented over a five-year period (1994-1999). This time period has been selected based on lessons learned from the Second Education Project and over the course of the preparation of this project. These lessons are drawn mainly from slow administrative, decision-making and action-taking processes. The five-year period is also selected based on the expected outcomes of project activities to build *MEN* capacity, notably staff training and professional development. Annex IX provides the framework for implementing project activities and the basis for planning the physical aspects of project implementation. The disbursement schedule for the Project is provided in Annex X.

#### **E. Procurement**

4.8 Table 1 on the next page summarizes the project elements and their estimated costs and proposed methods of procurement. Procurement management arrangements, including past performance and proposed improvement, are summarized in paras. 4.9-4.13; and IDA review procedures are summarized in para. 4.13. All procurement within the project for goods, works and consulting services will adopt the Bank's Sample Standard Bidding Documents.

**Table 1: Summary of Proposed Procurement Arrangements (US\$ million, including taxes and duties)**

Project Element	—Procurement Method—				Total Cost
	ICB	LCB	Other	N.I.F.	
<b>1. WORKS</b>					
(a) Rehabilitation and reconstruction of 200 schools		3.4 (2.8)			3.4 (2.8)
(b) Rehab. and construction of 6 Boarding Facilities		0.9 (0.7)			0.9 (0.7)
(c) Rehab. of MEN central/Regional Offices	1.4 (1.1)				1.4 (1.1)
<b>2. GOODS</b>					
(a) Vehicles	0.3 (0.3)			0.1	0.4 (0.3)
(b) Equipment	0.7 (0.7)			0.1	0.8 (0.7)
(c) Furniture		0.5 (0.5)		0.1	0.6 (0.5)
<b>3. TEXTBOOKS</b>					
(a) Textbook Procurement	6.0 (6.0)			2.7	8.7 (6.0)
(b) Textbook Distribution		0.8 (0.6)			0.8 (0.6)
<b>4. SERVICES (including training abroad)</b>					
(a) Policy Support			0.5 a/ (0.5)		0.5 (0.5)
(b) Project Preparation & Implementation Support			1.7 a/ (1.7)		1.7 (1.7)
(c) Institutional Development			0.5 a/ (0.5)		0.5 (0.5)
<b>5. MISCELLANEOUS</b>					
(a) Local Training and Seminars			1.0 b/ (1.0)		1.0 (1.0)
(b) Pilot Program for Girls			0.5 (0.5)		0.5 (0.5)
(c) Operations and Maintenance			1.3 (0.8)		1.3 (0.8)
<b>6. PPF REFINANCING</b>					
			0.4 (0.4)		0.4 (0.4)
<b>TOTAL:</b>					
	8.4	5.6	5.9	3.0	22.9
<b>IDA:</b>					
	(8.1)	(4.6)	(5.4)	(0.0)	(18.1)

**Note: Figures in parenthesis are the respective amounts to be financed by IDA, net of taxes and duties. Slight differences may occur as a result of the rounding of figures.**

N.I.F.: Not IDA-Financed

- (a) In accordance with World Bank Guidelines: Use of Consultants by World Bank Borrowers and by the World Bank as Executing Agency, August, 1981.
- (b) In accordance with Government procedures and in compliance with the Implementation Manual to be finalized by credit effectiveness.



#### 4.9 Procurement Procedures

**Works:** The civil works program, totalling US\$5.7 million equivalent, includes (a) the rehabilitation and reconstruction of 600 classrooms in 200 primary schools; (b) the rehabilitation and/or reconstruction of six boarding facilities for girls; and (c) the rehabilitation of the central and regional offices of the *MEN*.

**ICB:** Contracts for the rehabilitation of five central and six regional *MEN* offices (US\$1.4 million equivalent), split in six packages to allow medium size contractors' participation, will be awarded according to Section II of the IDA Procurement Guidelines. Domestic contractors will receive a 7.5 percent preference in bid evaluation. It is expected that each contract will be equivalent to US\$200,000 or more.

**LCB:** Contracts for the construction and rehabilitation of six boarding facilities (US\$0.9 million equivalent), split by the unit to allow small size contractors' participation and too small and dispersed to attract bidders from abroad, will be bid by LCB procedures acceptable to IDA. These procedures will at the minimum include local advertising, public bid opening, clarity in evaluation criteria, award to the lowest bidder, non-exclusion of foreign bidders, and no preference in bid evaluation for domestic contractors. It is expected that these contracts will be less than the equivalent of \$200,000 each. The management of the rehabilitation and reconstruction of 600 classrooms, totalling US\$3.4 million equivalent, will be contracted through non-governmental agencies to permit a faster pace of works and a reduction in costs. The contracts awarded by the agency will be based on LCB procedures acceptable to IDA.

#### **Goods:**

**ICB:** Vehicles, office and other imported equipment (US\$1.1 million equivalent) will be procured through ICB procedures according to Section II of the IDA Procurement Guidelines, with about 10 contracts exceeding US\$50,000 equivalent each. Locally manufactured goods will receive a preference in bid evaluation of 15 percent (or the amount of customs and duties and other import taxes, if lower).

**LCB:** Furniture, materials and supplies (US\$0.6 million equivalent) will be procured through about 15 smaller contracts in which foreign firms will not be interested. Such contracts, not exceeding US\$50,000 equivalent each, will be bid by LCB procedures, acceptable to IDA.

#### **Textbooks:**

**ICB:** The initial stock of textbooks and teachers' guides for primary schools (US\$4.5 million equivalent) and secondary schools (US\$1.5 million equivalent) will be procured through ICB, according to Section II of the IDA Procurement Guidelines. Domestic productions will received a 15 percent preference in bid evaluation (or the amount of customs and duties and other import taxes, if lower). It is expected that each contract will be equivalent to US\$50,000 or more.

**LCB:** Services for distributing the initial stock of textbooks directly to the schools (US\$0.8 million equivalent) will be procured through LCB procedures, acceptable to IDA (see Annex VII). It is expected that each of these three contracts (one per year) will be less than the equivalent of \$200,000 each.

**Consultant and Other Services:** Management, architectural, procurement, auditing and various sectoral and technical services (including training), totalling US\$2.7 million equivalent, will be procured in accordance with principles and procedures satisfactory to IDA on the basis of the "Guidelines for the Use of Consultants by World Bank Borrowers and by the World Bank as Executing Agency".

**Miscellaneous:** Consumables, incremental staff salaries, supervision, local training allowances etc. will be acquired and paid for following regular Government procedures to be defined in the Implementation Manual, the finalization of which is a condition for Credit effectiveness.

**4.10 Procurement Management:** Recognizing the limited capacity of the *MEN* for procurement management, the Bank has initiated awareness training to key officials of the *MEN* on Bank procurement procedures during project preparation. Staff of the *DAF* and the *DAPS* have participated in a Bank-sponsored procurement workshop (March, 1993). The services of *DAF*, responsible for all procurement with the exception of those related to primary schools and boarding facilities civil works, will be strengthened by the appointment and training of a procurement specialist (paras. 3.28 and 4.4). Furthermore, the specialist recruited by USAID and the short-term consultant financed by IDA (4 months) will collaborate with the *DAF* and *DAPS* with a view to building their capacity to develop equipment specifications and other bidding documents. Assistance from USAID is currently being provided to develop the skills of the staff of *DAF* in procuring pedagogic inputs for the primary level. In the proposed project, non-government agencies will be contracted to manage the reconstruction and rehabilitation of 200 schools (600 classrooms) and 6 boarding facilities for girls. The procurement specialist will be attached to the *DAF* and will be responsible for all procurement, with the exception of civil works for classrooms and boarding facilities. The *DAF* will report bid evaluations and contract award publication, and will review procurement progress in bi-annual reports to IDA.

**4.11 Local Procedures:** The Country Procurement Assessment Report (CPAR), completed in 1985, indicates that Benin's procurement laws and regulations, largely, do not conflict with the Bank's Guidelines. When Bank/IDA financing is involved, Benin has closely followed the Bank's Guidelines. Benin's procurement practices allow the Bank's procedures to take precedence.

**4.12 Procurement Schedule:** The schedule of major procurement activities is provided in the annexed Implementation and Disbursement Schedules (Annexes IX and X). The following conditions are to be fulfilled:

- (a) Development of guidelines for textbook replenishment at primary and lower secondary levels and finalization of ICB package for textbook procurement agreed upon with IDA will be conditions of effectiveness;
- (b) Prepared bidding documents, acceptable to IDA, for all major packages to be procured through International Competitive Bidding during the first year of the project will be a condition of effectiveness;
- (c) Selected and signed contracts with non-profit organizations and issued operational guidelines for the management of the boarding facilities for girls will be a condition of disbursement for civil works; and
- (d) Signed contracts with non-government agencies for the management and supervision of civil works related to boarding facilities for girls and classroom rehabilitation and reconstruction programs will be conditions of disbursement for civil works.

**4.13 Review by IDA:** IDA-financed contracts for works and goods above a threshold of US\$150,000 equivalent will be subject to IDA's prior review procedures. The review process will cover about 80 percent of the total value procured by ICB and LCB (100 percent ICB; about 50 percent LCB). Selective post-review of awarded contracts below the threshold levels will apply to about one in five contracts. The contracts awarded to non-governmental agencies will be reviewed by its auditors. Draft standard bidding documents for LCB will be reviewed by and agreed with IDA. All specialist services and training contracts will be subject to IDA's prior review procedures. All contracts for consultancy and training services estimated to cost equivalent of US\$100,000 or more will require prior review by IDA. All terms of reference and all single-source contracts regardless of the value will be subject to prior review by IDA.

## **F. Disbursements**

**4.14** The project is expected to be completed over a five year-period, with the IDA Credit disbursed over six years, according to the categories shown in Table 2. The estimated disbursement profile is shown in Annex X. Disbursement of the Credit will be fully documented except for expenditures valued at less than US\$20,000 equivalent which will be made against Statement of Expenditures (SOEs). Documentation for withdrawals under SOEs will be retained at the *DAF* for review by IDA supervision missions and for project auditors. To facilitate disbursement, the Government will open a Special Account (SA) in a commercial bank to cover IDA's share of eligible expenditures managed by the *DAPS*. The authorized allocation for the Special Account will be the CFAF equivalent of US\$0.5 million. IDA will make an initial deposit of that amount from the proposed Credit upon credit effectiveness and will replenish the SA upon receipt of satisfactory proof of incurred eligible expenditures. Replenishment requests will be accompanied by up-to-date bank statements and reconciliations of the SA. Applications

for direct payments and reimbursement or requests for special commitments will apply to contracts above US\$50,000 equivalent.

<b>Table 2: Withdrawal of Proceeds of the IDA Credit</b>		
<b>Category</b>	<b>Amounts of the Credit Allocated (in US\$ million equivalent)</b>	<b>percent of Expenditures to be financed</b>
(1) Civil Works		
(a) Rehabilitation and reconstruction of 200 schools	2.8	80 %
(b) Rehabilitation and construction of 6 boarding facilities	0.7	80 %
(c) Rehabilitation of MEN offices	1.2	80 %
(2) Equipment and Vehicles	1.0	100 % of foreign expenditures and 80 % of local expenditures
(3) Furniture	0.5	100 % of foreign expenditures and 80 % of local expenditures
(4) Textbook		
(a) Procurement	5.0	100 % of foreign expenditures
(b) Distribution	0.6	80 % of local expenditures
(5) Specialist Services	2.2	100 %
(6) Training	1.2	100 %
(7) Operating Costs	0.8	60 %
(8) Pilot Programs for girls	0.5	100 %
(9) Refunding of PPF	0.4	100 %
(10) Unallocated	1.2	-
<b>TOTAL:</b>	<b>18.1</b>	

### **G. Accounting, Auditing and Reporting**

4.15 The DAF will be responsible for the project's financial management and will maintain consolidated project accounts. Project accounts, including the SA, will be audited annually by independent auditors acceptable to IDA; all disbursements under SOEs will be audited semi-annually. The audit reports will be submitted to IDA within three months of the end of each fiscal year. During negotiations, IDA obtained assurances from the Government that it will submit to IDA annual audit reports, of reasonable scope and detail, within three months of the end of the fiscal year and, in the case of the SOEs, that it will submit semi-annual reports within

three months after the end of each audit period. The appointment of an independent auditor under a multi-year contract acceptable to IDA is a condition of effectiveness.

## **V. PROJECT BENEFITS AND RISKS**

### **A. Benefits**

5.1 There are two main benefits. The first benefit will be provision of more and better education, which in the long term will contribute to poverty reduction. Access to school will increase, and the primary school gross enrollment rate will raise from 51 percent to 59 percent during the project period. Girls' enrollment will increase from 36 percent to 42 percent at the primary level as a result of targeted activities and the increased number of places in the schools, and from 30 percent to 40 percent at the lower-secondary level as a result of the creation of boarding facilities. The improvement of female education will in the long run translate to: (i) better infant and maternal health; (ii) increased women's labor productivity; (iii) improved women's employment opportunities; and (iv) a better predisposition to adopt measures for family planning among educated girls and women. The quality of education will be improved through the rationalization of school building and maintenance and the provision of an initial stock of textbooks at the primary and lower secondary levels. Improved training and supervision of teachers by school officers and school heads, pedagogical material availability and better student examination will increase internal efficiency and improve student learning outcomes. The second benefit will be the development of capacity within the *MEN* to plan and manage the sector more effectively. The development of competent technical and administrative staff in the newly established structures, better functions and staffing pattern of the *MEN*, and increased decentralization of responsibilities for educational planning, management and administration to the regional education offices will improve systems operations and responsiveness to local needs. The new primary school building procedures and textbook replenishment at the lower secondary level will rationalize the participation of communities and strengthen their role in the education system.

### **B. Risks and Measures to Address Them**

5.2 There are two main risks. The first risk is failure to attain project goals if the budget allocations for the sector, agreed with the Government and analyzed thoroughly to ensure their coherence with implications of project components, are not executed. This risk will be addressed by agreements reached with IDA regarding budget allocation; budget execution will be monitored and reviewed annually. Moreover, the release of funds for the ongoing USAID program of budgetary support and technical assistance for primary education is conditioned upon agreements for budget allocation and execution that are identical to those agreed upon with IDA. Project activities directed towards establishing a better framework for teacher employment, including the recruitment of contractual (non-civil servant) teachers for primary schools will be equally significant in this respect. A second risk is delayed project implementation due to the

fact that project implementation goes in parallel with the development of staff competence and changes in management behaviors. This risk is addressed by ongoing efforts to match defined posts with staff profiles, the provision of technical expertise into the sector, the use of technical assistance to transfer skills to staff, and the continuous monitoring and evaluation to remove bottlenecks to implementation. Equally significant in this regard is the delegation of responsibility for managing classroom rehabilitation and reconstruction to non-governmental agencies.

## **VI. AGREEMENTS REACHED AND RECOMMENDATIONS**

- 6.1 Prior to negotiations, the Government has submitted the following documents to IDA:**
- (a) A letter of sector development policy (Annex III), with monitoring criteria, and a revised indicative financial plan for recurrent costs for 1994-1999 reflecting the adjustment of CFAF parity (Annexes IV, V and paras. 2.17, 2.20);
  - (b) A letter confirming the delegation of responsibility for managing construction to non-governmental agencies (paras. 2.22, 4.9);
  - (c) A draft investment program for 1994-96 consistent with policy and program priorities of the sector (para. 2.20);
  - (d) A draft Implementation Manual (para. 4.2);
  - (e) Standard bidding documents for ICB procurement of goods (para. 2.22); and
  - (f) Standard bidding documents for consultant services (para. 2.22).
- 6.2 During Negotiations, IDA obtained assurances from the Government that it will do the following:**
- (a) Adopt procedures, satisfactory to IDA, for a new contractual system for the employment of non-civil servant teachers for primary schools by March 31, 1997 (paras. 2.19, 3.29);
  - (b) Submit bi-annual reports on project implementation and outcomes no later than March, 31 and September 30 of each year (para. 4.6);
  - (c) Conduct a joint annual review of project implementation, budget allocation for education, and investment program no later than October of each year; carry out a comprehensive project mid-term evaluation no later than 33 months after credit effectiveness (para. 4.6);

(d) Submit to IDA annual audit reports of the project and special account within three months of the end of the Government's fiscal year, and semi-annual audit reports of the SOE's within three months after the end of each audit period (para. 4.15).

**6.3 The Government has met the following conditions for Board presentation:**

- (a) Created the *DAF* (para. 3.23); and
- (b) Appointed the director of *DAF* (para. 3.23).

**6.4 As Conditions for Effectiveness (September 1994), the Government will have:**

- (a) Submitted bidding documents acceptable to IDA for all major packages to be procured through International Competitive Bidding during the first year of the project [para. 4.12 (b)];
- (b) Prepared contracts for the consultant's services required under the project for the first year of the project (para. 4.2);
- (c) Appointed an independent auditor under a multi-year contract acceptable to IDA (para. 4.15);
- (d) Submitted the final version of the implementation manual detailing project procedures (paras. 2.22, 4.2);
- (e) Drafted operational guidelines for book replenishment by *APEs* at secondary level [paras. 3.21, 4.12 (a)]; and
- (f) Completed the development of a more efficient budgetary process and of project accounting and contract capacity, and the relevant training of appropriate staff, within the *MEN* (para. 3.28).

**6.5 As conditions of disbursement:**

- (a) For civil works, the Government will have:
  - (i) Selected and signed a contract with a non-profit organization and developed operational guidelines for the management of the boarding facilities for girls [paras. 3.12, 4.12 (c)]; and
  - (ii) Signed contracts with non-government agencies for the management and supervision of civil works related to boarding facilities for girls and classroom rehabilitation and reconstruction programs [para. 4.12 (d)].

(b) For textbook procurement and distribution, the Government will have adopted operational guidelines for textbook replenishment at primary and lower-secondary levels (paras. 3.21, 4.12 (a)).

### **Recommendation**

6.6 Subject to the above terms and conditions, the proposed project would be suitable for an IDA credit of SDR 13.2 million (US\$18.1 million equivalent) to the Republic of Benin on standard IDA terms, with 40 years maturity.



**BENIN**  
**SECOND STRUCTURAL ADJUSTMENT PROGRAM**

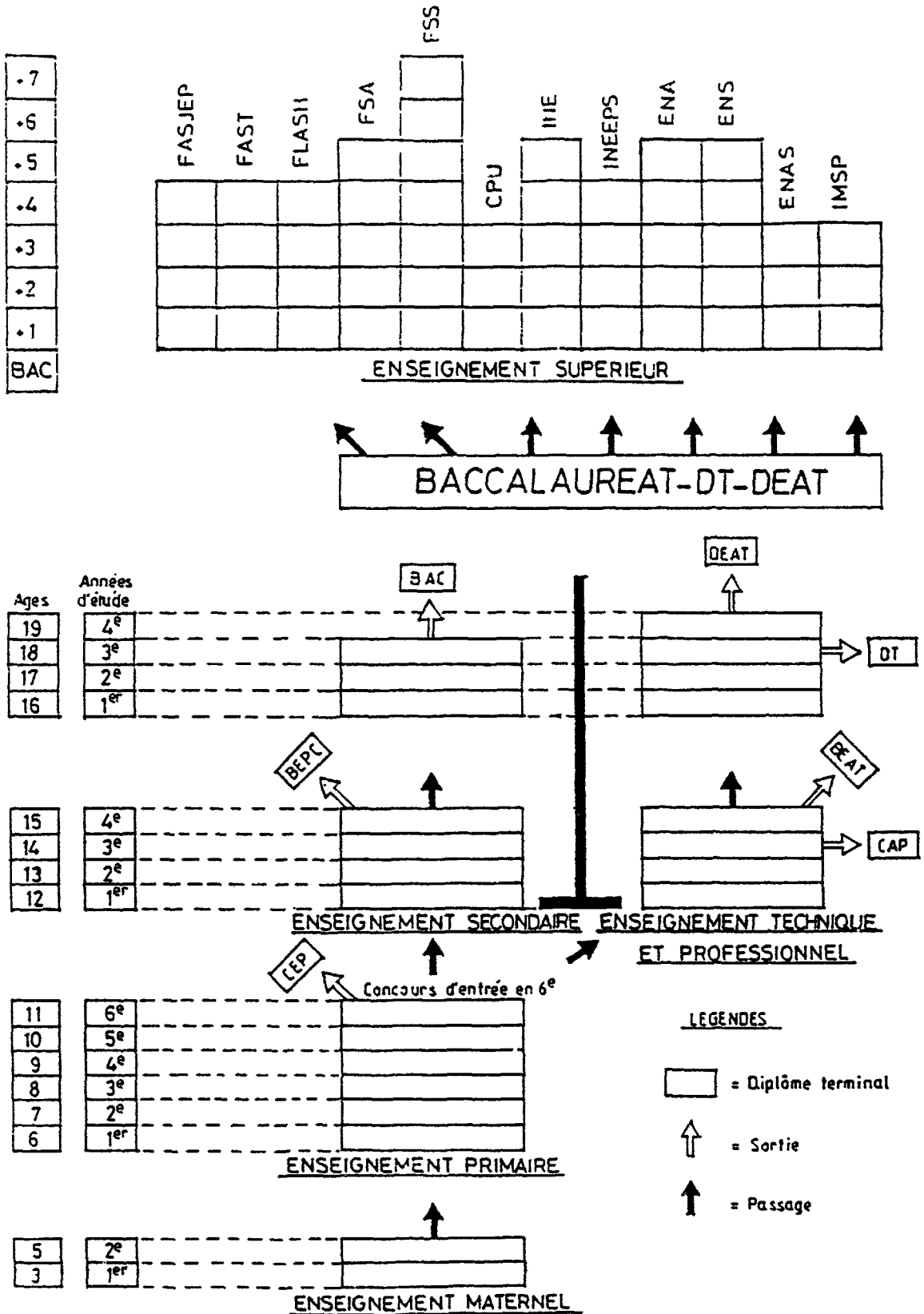
**ANNEX I**  
Page 1 of 1

**POLICY MATRIX ON EDUCATION**

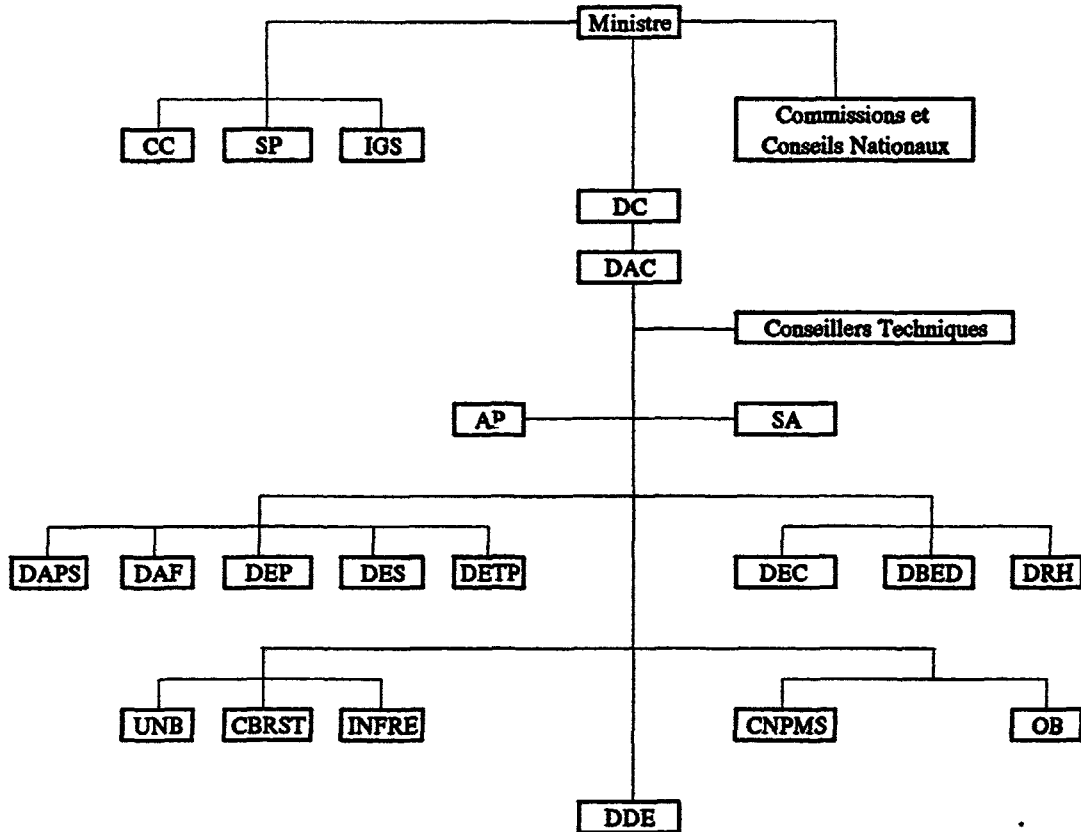
Policy Area	Issues/Objectives	Reform Actions Already Taken	Reforms Actions to Be Taken Under SAL II
I. Sector Strategy	Development of coherent sector strategy	<ul style="list-style-type: none"> <li>- Plan for development of education sector policy framework.</li> <li>- Elaboration of comprehensive sector strategy, detailed sub-sector strategies and calendar for introducing reforms in primary, secondary and higher education.</li> </ul>	<ul style="list-style-type: none"> <li>- Adoption of policy and strategy **</li> </ul>
II. Institutional	Organization and structure of Ministry of Education	<ul style="list-style-type: none"> <li>- Initiation of organizational audit of Ministry of Education.</li> <li>- Completion of organizational audit of Ministry of Education and agreement on action plan for implementation of recommendations.</li> <li>- Implementation of recommendation for establishment of Strategic Management Unit (EMS) and for decentralization of administration.</li> </ul>	<ul style="list-style-type: none"> <li>- Adoption of decree for reorganization of Ministry of Education and implementation of new organizational structure and staffing plan ***</li> </ul>
	Monitoring of teacher/professor activities and performance	<ul style="list-style-type: none"> <li>- Development of measures to regulate responsibilities, work schedules and performance of teachers and university professors.</li> </ul>	<ul style="list-style-type: none"> <li>- Adoption of measures to regulate responsibilities, work schedules and performance of teachers and university professors.</li> </ul>
III. Financing	Protect non-wage recurrent expenditures	<ul style="list-style-type: none"> <li>- Establishment of Social Fund to finance priority materials and supplies, including primary school textbooks.</li> <li>- Elaboration of a cost-effective textbook policy.</li> <li>- Restructure education budget to increase allocations for primary level and non-wage operations.</li> </ul>	
IV. Efficiency	Internal savings	<ul style="list-style-type: none"> <li>- Formulation of a plan for increasing average pupil-teacher ratios in elementary education.</li> </ul>	<ul style="list-style-type: none"> <li>- Adoption of a plan to increase pupil-teacher ratios in primary schools.</li> </ul>
	Costs of higher education and improved link with labor market/economy needs	<ul style="list-style-type: none"> <li>- Reduction of 1991 scholarships to 1990 level and stabilization at 1991 level starting in 1992.</li> <li>- Development of measures to regulate entrance into the university.</li> </ul>	<ul style="list-style-type: none"> <li>- Adoption of a new scholarship policy***</li> <li>- Adoption of measures to regulate entrance into the university**</li> </ul>

\*\* Second Tranche

\*\*\* Third Tranche



**REPUBLIC OF BENIN**  
**ORGANISATIONAL CHART**  
**OF MINISTRY OF NATIONAL EDUCATION**



**AP:** Attaché de Presse

**CBRST:** Centre Béninois de la Recherche Scientifique et Technique

**CC:** Chef de Cabinet

**CNPMS:** Centre National de Production de Manuels Scolaires

**DAC:** Directeur Adjoint de Cabinet

**DAF:** Direction des Affaires Financières

**DAPS:** Direction de l'Analyse, de la Prévention et de la Synthèse

**DBED:** Direction des Bourses et des Equivalences de Diplômes

**DC:** Directeur de Cabinet

**DDE:** Directions Départementales de l'Education

**DEC:** Direction des Examens et Concours

**DEP:** Direction de l'Enseignement Primaire

**DES:** Direction de l'Enseignement Secondaire

**DETP:** Direction des Enseignements Technique et Professionnel

**DRH:** Direction des Ressources Humaines

**IGS:** Inspection Générale des Services

**INFRE:** Institut National pour la Formation et la Recherche en Education

**OB:** Office du Baccalauréat

**SA:** Secrétariat Administratif

**SP:** Secrétariat Particulier

**UNB:** Université Nationale du Bénin

**EDUCATION DATA****PRIMARY EDUCATION**

REGIONS	1990-1991			1991-1992			1992-1993		
	F	total	%F	F	total	%F	F	total	%F
Atacora	11408	42669	26,74	13750	48320	28,46	15468	53644	28,83
Atlantique	51214	127440	40,18	53838	134131	40,1	82015	172278	40
Borgou	15655	46395	33,74	18873	54617	34,56	21354	60903	35,06
Mono	12574	49626	25,34	16239	66401	24,46	21406	82079	26,08
Oueme	33757	104500	32,3	37639	112015	33,6	42831	129483	33,08
Zou	25532	79238	32,22	n.a.	90522	n.a.	35025	102454	34,13
<b>BENIN</b>	<b>150140</b>	<b>449868</b>	<b>33,37</b>	<b>n.a.</b>	<b>506006</b>	<b>30,74</b>	<b>218099</b>	<b>600841</b>	<b>36,3</b>

**LOWER SECONDARY EDUCATION**

REGIONS	1990-1991			1991-1992			1992-1993		
	F	total	%F	F	Total	%F	F	Total	%F
Atacora	583	3118	18,7	632	3437	18,39	782	3842	20,35
Atlantique	n.a.	22395	n.a.	n.a.	23185	n.a.	10191	27484	37,08
Borgou	1351	5472	24,69	1502	5662	26,53	1740	6499	26,77
Mono	807	4388	20,21	1143	6002	19,04	1194	6423	18,59
Ouébé	n.a.	n.a.	n.a.	4316	13576	31,79	4663	14506	32,15
Zou	1917	8792	21,8	2072	9520	21,76	2502	10893	22,97
<b>BENIN</b>	<b>n.a.</b>	<b>n.a.</b>	<b>21,39</b>	<b>n.a.</b>	<b>61382</b>	<b>25,3</b>	<b>21072</b>	<b>69647</b>	<b>30,25</b>

**UPPER SECONDARY EDUCATION**

REGIONS	1990-1991			1991-1992			1992-1993		
	F	total	%F	F	Total	%F	F	Total	%F
Atacora	45	477	9,43	49	530	9,25	56	644	8,7
Atlantique	n.a.	5791	n.a.	n.a.	6073	n.a.	2000	7427	26,9
Borgou	105	1144	9,18	168	1282	13,1	232	1459	15,9
Mono	60	706	8,5	116	858	13,52	135	1060	12,74
Ouébé	n.a.	n.a.	n.a.	728	3215	22,64	787	3559	22,11
Zou	270	2085	12,95	238	2234	10,65	368	2714	13,56
<b>BENIN</b>	<b>n.a.</b>	<b>n.a.</b>	<b>10,92</b>	<b>n.a.</b>	<b>14 192</b>	<b>16</b>	<b>3578</b>	<b>16863</b>	<b>21,22</b>

**REPUBLIQUE DU BENIN**  
 -=-=-=-=-  
**MINISTERE DE L'EDUCATION**  
**NATIONALE**  
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**CABINET DU MINISTERE**  
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**DIRECTION DE L'ANALYSE, DE LA**  
**PREVISION ET DE LA SYNTHESE**  
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**LETTRE DE POLITIQUE GENERALE**  
**DU SECTEUR EDUCATION**  
**ET PLANS D' ACTIONS**

**I - ORIENTATION GENERALES**

Le Gouvernement de la République du Bénin a toujours privilégié le secteur de l'éducation dans sa stratégie de développement.

Après la tenue des Etats Généraux de l'Education en octobre 1990, le Gouvernement béninois a adopté en janvier 1991 un "Document Cadre de Politique Educative": qui consigne les nouvelles orientations de la réforme du système éducatif.

De manière générale, l'école béninoise a désormais pour objectifs:

- de former des adultes sans cesse performants, dotés d'esprit d'initiative, ayant le goût de la recherche, capables de s'auto-employer, de créer des emplois et de contribuer ainsi efficacement au développement du pays;
- de former des adultes techniquement compétents et humainement équilibrés;
- de servir de moyen de transformation globale de la société, permettant à tous les niveaux une éducation/formation pertinente et accessible, ainsi qu'une spécialisation continue de la nouvelle politique éducative pouvant se résumer ainsi qu'il suit:

1.1 Enseignement primaire: son renforcement et son développement constituent la priorité des priorités, car la Constitution du 11 décembre 1990 lui confère un caractère obligatoire. Il s'agit en l'occurrence d'offrir un enseignement primaire de qualité à tous les enfants en âge scolaire. Cela implique que des mesures et des actions aussi urgentes que rationnelles soient prises, en vue d'éliminer progressivement les obstacles qui entravent la réalisation de l'objectif d'une scolarisation universelle.

Cet effort de généralisation de l'enseignement primaire se fera selon une logique susceptible de favoriser la mise en oeuvre de stratégies visant à corriger les disparités de scolarisation entre les régions d'une part et les sexes d'autre part.

A l'horizon 2000, le taux de scolarisation pourrait atteindre 70 %, dont 60 % environ dans le secteur public et 10 % dans le secteur privé, ce qui constitue un objectif intérimaire.

1.2 Enseignement secondaire : l'option d'une formation générale à ce niveau est maintenue dans une perspective d'amélioration de sa qualité. Il sera ouvert davantage aux innovations techniques axées sur la pratique, de manière à développer chez l'élève des aptitudes techniques, voire manuelles.

Par ailleurs, des mécanismes appropriés seront mis en oeuvre, en vue de réguler les effectifs scolaires, d'orienter les élèves et de garantir une gestion efficace et optimale des établissements.

1.3 Enseignement technique et professionnel : deuxième priorité du système éducatif, l'enseignement technique et professionnel devra former à l'auto-emploi, en privilégiant les filières porteuses. Une attention particulière sera accordée à la promotion des Centres de Formation Professionnelle dont l'approche de formation, contrairement à la logique de l'enseignement technique classique, vise à développer des aptitudes à l'exercice d'un métier. L'enseignement technique doit aussi se rapprocher autant que possible, des réalités de l'emploi et des besoins de l'économie nationale, avec un accent particulier sur la réhabilitation et la revalorisation de l'apprentissage traditionnel, ainsi que la promotion des technologies traditionnelles. Globalement, il s'agit de conférer au système de formation technique et professionnelle la compétence, la compétitivité, la créativité, l'esprit d'initiative et autres aptitudes au travail productif, et qui allient judicieusement au cours du cursus, la formation à l'école et l'apprentissage du travail de production en entreprise.

1.4 Enseignement supérieur : il sera orienté vers l'amélioration de la qualité des études, dans l'optique d'une meilleure adaptation aux exigences du développement et des besoins de l'économie nationale. La recherche scientifique et technique sera renforcée. Le Gouvernement veillera à la régulation et à la maîtrise des effectifs des étudiants aux fins d'une rationalisation de la carte universitaire. Il s'agira notamment de mettre en oeuvre une politique de réduction des coûts unitaires de l'enseignement supérieur, garantissant une formation de qualité et intégrant les perspectives d'expansion de la formation universitaire.

## **II - STRATEGIES DE MISE EN OEUVRE**

Le contexte actuel de développement du système éducatif est caractérisé par les contraintes budgétaires du Programme d'Ajustement Structurel. Dans ce contexte, les stratégies retenues se présentent comme suit :

**2.1 D'un point de vue général, les actions envisagées dans le cadre de la remise en état du système visent à tous les niveaux :**

- le renforcement de la qualité de l'enseignement;
- la réhabilitation de l'appareil institutionnel;
- la maîtrise des coûts de l'éducation.

**2.2 Pour l'enseignement primaire, il s'agira entre autres :**

- d'identifier des mécanismes susceptibles d'éliminer les entraves à la scolarisation des enfants en âge scolaire, singulièrement des filles;
- d'assurer la qualification des Maîtres, par la mise en oeuvre d'un programme de formation continue, de recyclage et de formation initiale adaptée aux exigences des programmes d'enseignement et des innovations technologiques;
- de rechercher des modalités d'un financement optimal, par la diversification des sources de financement;
- de dynamiser le Corps de Contrôle par des inspections périodiques dans les établissements scolaires et la mise à disposition de moyens adéquats.

**2.3 Pour l'enseignement secondaire général, il s'agira :**

- de renforcer la sélection à l'entrée de chaque cycle;
- d'étudier les conditions objectives de construction et/ou de réhabilitation des lycées, ainsi que de leur fonctionnement.

**2.4 Pour l'enseignement technique et professionnel, la professionnalisation des filières constitue l'objectif cardinal, en ce qu'elle permettra d'assurer la promotion d'une formation à l'auto-emploi. Le Gouvernement veillera également :**

- i) à rationaliser et à consolider les filières d'enseignement;
- ii) à redéfinir les programmes et les profils de formation pour mieux les adapter aux exigences technologiques, aux besoins de l'économie et du développement;
- iii) à promouvoir la participation technique et financière du secteur privé;
- iv) à introduire dans les programmes de toutes les filières des cours pratiques d'initiation à la gestion des entreprises.

**2.5 Pour l'enseignement supérieur, il convient:**

- i) de réguler les flux internes et de maîtriser les nouvelles inscriptions par la sélection et l'orientation universitaire;
- ii) de mettre en place un nouveau système de bourses permettant d'encourager les étudiants les plus jeunes et les plus méritants;
- iii) de rationaliser les ressources budgétaires, en vue d'atteindre un meilleur équilibre dans leur affectation.

Toutes ces stratégies seront soutenues et mises en oeuvre par une vingtaine de plans d'actions couvrant différents domaines de la réformes du système éducatif au Bénin.

**III - PLAN D' ACTIONS**

En application des grandes orientations et des stratégies qui les sous-tendent, des plans d'actions pour la mise en oeuvre de la réformes du système éducatif qui intègrent les différents paramètres de l'offre et de la demande sociale d'éducation ont été élaborés et recouvrent trois volets qui sont la pédagogie, la planification et la réforme institutionnelle.

Les objectifs fondamentaux visés dans la mise en oeuvre de ces plans d'actions de la réforme de l'enseignement sont :

- i) l'amélioration de la qualité de l'enseignement à tous les niveaux;
- ii) l'augmentation des chances d'accès à l'école, en priorité dans les primaire;
- iii) l'accroissement des performances dans l'appareil administratif et institutionnel.

Pour ce faire, les mesures prises sont les suivantes :

3.1 Dans l'enseignement primaire, les projections d'effectifs indiquent que nos écoles compteront environ 221.000 enfants de plus entre 1994 et 1999, ce implique à terme la disponibilité d'un minimum de 2.000 salles de classes supplémentaires pour un ratio de 50 élève/maître en moyenne par classe. Dans cette perspective, le Gouvernement envisage de rechercher auprès de ses partenaires au développement, bilatéraux et multilatéraux, le financement nécessaire pour la construction de 1.500 nouvelles salles de classes, notamment à l'occasion de la réunion de la Table Ronde du Secteur Education prévue à Cotonou, courant premier semestre 1994. Parallèlement à cette action, le Ministère de l'Education Nationale envisage de faire réaliser:

- une étude de faisabilité pour la mise en place du système à double flux dans les écoles à effectifs pléthoriques des zones urbaines et du système multigrade dans les écoles à effectifs particulièrement réduits dans certaines zones rurales;
- une étude de faisabilité pour la mise en oeuvre de solutions alternatives pour le recrutement d'enseignants sous contrat, en dehors de la fonction publique.

Les résultats de ces études seront exploités en vue du développement de ces systèmes.

En attendant, le Ministère de l'Education Nationale poursuivra les efforts en cours, en vue d'achever le redéploiement des instituteurs d'ici la rentrée scolaire 1994-1995.

Quant à l'amélioration de la qualité de l'enseignement, les mesures suivantes sont retenues, à savoir :

- la mise en oeuvre d'un processus de réforme des programmes et des méthodes d'enseignement;
- la mise en place d'un cadre institutionnel et structurel approprié susceptible de favoriser la formation en cours d'emploi des Enseignants, des Conseillers Pédagogiques, des Directeurs d'écoles et des Inspecteurs;
- la conception et la mise en oeuvre d'une politique éditoriale réaliste qui assure



une disponibilité de manuels scolaires et de matériels didactiques à coût réduit. A cet effet, et à court terme, le ratio élève/livre pourrait être porté à un (1) livre de lecture et un (1) de calcul pour deux (2) élèves dans le primaire. Cela entraînera l'achat et la distribution au bénéfice dans Elèves, des Maîtres et des personnels de l'encadrement pédagogique d'environ 617.200 manuels dans le primaire.

- le contrôle des connaissances des élèves sur une base harmonieuse entre les programmes d'enseignement et les épreuves d'examen, afin de garantir que tout sortant de l'école à tous les niveaux d'enseignement possède effectivement le niveau requis;
- la définition des normes d'une école de qualité fondamentale dans le primaire et l'établissement d'un programme d'urgence d'élévation des écoles existantes à ce niveau de qualité.

Dans le sens de l'extension de la scolarisation dans le primaire, il sera procédé dans l'immédiat à :

- une étude socio-économique sur les facteurs limitant la demande sociale d'éducation en général;
- l'identification, à partir des résultats d'études existantes et futures, des actions pilotes, telle que l'exonération des filles des droits d'écolage dans les écoles primaires publiques en milieu rural, et leur mise en oeuvre en vue de promouvoir la scolarisation et la participation des filles;
- la réhabilitation ou la reconstruction de 600 salles de classes équipées en mobilier dans 200 écoles.

**3.2 Dans l'enseignement secondaire général, l'objectif essentiel à atteindre dans l'immédiat est d'améliorer la qualité de l'enseignement et le rendement scolaire, afin de permettre un accroissement raisonnable. A cet effet, un accent particulier sera mis sur :**

- le renforcement des équipes pédagogiques de l'Institut National pour la Formation et la Recherche en Education (INFRE) chargées de la rénovation des programmes d'enseignement;
- la formation en cours d'emploi des Enseignants, des Conseillers Pédagogiques, des Chefs d'Etablissements et des Inspecteurs;
- la mise en place d'un système de renouvellement des manuels scolaires par les communautés;
- la dotation des Lycées et Collèges en manuels scolaires et en matériel didactique; dans ce cadre, il est envisagé l'acquisition et la distribution d'environ 130.400 livres au secondaire, des enseignants et des personnels de l'encadrement pédagogique.
- la réhabilitation à terme des infrastructures scolaires;
- la construction et l'équipement en lits de six (6) foyers d'hébergement des filles d'établissements secondaires, en vue d'augmenter leur participation, dans un contexte de gestion privée;

**3.3 Dans l'enseignement technique et professionnel, il s'agit:**

- de réaliser une étude sur les filières porteuses dans l'enseignement technique et la formation professionnelle;
- de redéfinir les programmes d'enseignement, afin d'adapter les profils de sortie aux exigences du marché de l'emploi;
- d'assurer une meilleure formation initiale des enseignants, tout en mettant en place des mécanismes de formation continue et de recyclage;
- de rendre fonctionnels les ateliers dans les lycées techniques et les écoles de formation professionnelle.

De plus, des mesures seront prises pour rééquilibrer les flux entre l'enseignement secondaire général et l'enseignement technique et professionnel.

**3.4 Dans le cadre de la réforme de l'enseignement supérieur, il sera réalisé un audit pédagogique, financier et de gestion de l'Université Nationale du Bénin, afin d'élaborer un plan d'actions de mise en oeuvre des recommandations qui en seront issues.**

**3.5 Sur le plan de la planification, il sera développé :**

- un système d'information efficace qui facilite les prises de décisions rationnelles et un pilotage efficient des activités du secteur;
- un processus de mise en place et d'exploitation d'une carte scolaire;
- des actions pour le renforcement des capacités de planification et de gestion des ressources : réhabilitation et équipement des bureaux de l'Administration centrale et départementale, formation administrative).

**3.6 Sur le plan de la réforme institutionnelle et organisationnelle, il s'agira :**

- de mettre en application les textes relatifs à la restructuration du Ministère de l'Education Nationale et ceux des organismes sous-tutelle, dans le sens d'une déconcentration et d'une décentralisation des fonctions de gestion pédagogique, administrative et financière;
- de renforcer les capacités de suivi et d'évaluation du système éducatif dans son ensemble;
- de développer un cadre financier traduisant la politique et les stratégies en termes budgétaires;
- de mettre en place des procédures de budgétisation et de gestion financière qui prennent en compte la décentralisation des responsabilités et les contributions des parents d'élèves, ainsi que des procédures efficaces d'exécution et de contrôle budgétaires;
- d'établir périodiquement le compte économique de l'éducation;
- de définir de nouvelles modalités de participation financière du public aux charges éducatives;
- de mettre en place les différents mécanismes susceptibles de susciter la participation du public au processus de la réforme.

FINANCIAL PLAN (1994-1999)  
EDUCATION SECTOR ADJUSTMENT OPERATION  
(AFTER DEVALUATION)

MARCH 10, 1994

	PAST				CURRENT	PROJECTED						
	1989	1990	1991	1992		1993	1994	1995	1996	1997	1998	1999
<b>I. SALARY PROJECTIONS</b>												
<b>A. PRIMARY SCHOOL</b>												
<b>Public</b>												
No. of Students	463,153	418,272	473,217	514,558	547,957	585,025	621,051	655,494	687,753	718,387	749,881	
Student/Teacher Ratio	34	31	36	40	41	43	45	45	47	49	50	
Gross Enrollment Ratio	50%	43%	47%	50%	51%	53%	55%	56%	57%	58%	59%	
Teachers	13,821	13,693	13,168	12,956	13,219	13,681	13,702	14,507	14,601	14,787	15,103	
Salary (in millions CFAF)	8,417	8,764	8,019	10,090	10,295	11,720	11,738	12,428	12,508	12,650	12,938	
<b>Private</b>												
No. of Students		21001	16812	22252	31785	31453	46650	56383	68,147	82,365	99,549	
Teachers		688	468	560	767	736	1029	1248	1447	1693	2006	
<b>B. SECONDARY GENERAL</b>												
<b>Public</b>												
No. of Students	71,139	71,478	72,256	73,891	76,726	80,476	85,676	91,594	97,921	104,685	111,916	
Student/Teacher Ratio	18	18	29	30	33	32	33	35	35	35	35	
Gross Enrollment Ratio	12%	12%	11%	11%	11%	11%	11%	11%	12%	13%	14%	
Teachers	3,894	3,926	2,531	2,497	2,345	2,515	2,596	2,617	2,798	2,991	3,198	
Overtime for Cons. P_d. by teacher (CFAF)				0	7,680	8,448	8,448	8,448	8,448	8,448	8,448	
Overtime for Cons. P_d. (in millions CFAF)				60	50	21	22	22	24	25	27	
Salary (in millions CFAF)	3,516	3,730	2,285	2,503	2,349	2,733	2,821	2,844	3,040	3,250	3,475	
<b>Private</b>												
No. of Students					7,673	8,048	8,568	9,159	9,792	10,468	11,192	
Teachers					235	252	280	262	280	299	320	
<b>C. SECONDARY TECHNICAL</b>												
<b>Public</b>												
No. of Students	3,438	3,438	3,581	3,723	3,967	4,075	4,361	4,584	4,818	5,085	5,324	
Teacher/Student Ratio	13	13	15	16	17	17	17	17	18	19	20	
Gross Enrollment Ratio	1%	1%	1%	1%	1%	1%	1%	1%	1%	1%	1%	
Teachers	284	264	242	239	233	240	257	270	270	270	270	
Salary (in millions CFAF)	241	253	221	237	231	261	280	294	294	294	294	
<b>Private</b>												
No. of Students	1,375	1,375	1,432	1,489	1,587	1,630	1,744	1,834	1,827	2,028	2,130	
Teachers	106	106	97	96	93	96	103	106	106	108	108	

FINANCIAL PLAN (1994-1999)  
EDUCATION SECTOR ADJUSTMENT OPERATION  
(AFTER DEVALUATION)

MARCH 10, 1994

	PAST			1992	CURRENT	PROJECTED					
	1989	1990	1991		1993	1994	1995	1996	1997	1998	1999
<b>D. UNIVERSITY</b>											
No. of Students	8,001	8,001	10,873	10,873	10,500	9,630	8,438	8,322	8,208	8,095	7,983
Student/Teacher Ratio	13	14	20	20	20	19	17	17	17	17	16
Gross Enrollment Ratio	1%	1%	2%	2%	2%	1%	1%	1%	1%	1%	1%
Teachers	615	572	557	550	525	507	496	490	490	490	490
Salary (in millions CFAF)	1,207	1,178	1,093	1,169	1,116	1,165	1,160	1,146	1,146	1,146	1,146
<b>TOTAL NO. OF TEACHERS</b>	<b>18,594</b>	<b>18,455</b>	<b>16,498</b>	<b>16,242</b>	<b>16,322</b>	<b>16,943</b>	<b>17,051</b>	<b>17,894</b>	<b>18,159</b>	<b>18,518</b>	<b>19,060</b>
<b>TOTAL SALARY (in millions CFAF):</b>	<b>13,382</b>	<b>13,925</b>	<b>11,619</b>	<b>14,004</b>	<b>13,990</b>	<b>15,900</b>	<b>15,899</b>	<b>16,711</b>	<b>16,989</b>	<b>17,340</b>	<b>17,853</b>
<b>E. PERSONNEL IN ADMINISTRATION</b>											
Teachers	...	...	1,228	1,215	1,086	958	829	700	700	700	700
Administrators	...	...	2,191	2,157	1,982	1,806	1,631	1,455	1,455	1,455	1,455
Salaries of Teachers	...	...	771	827	740	717	621	524	524	524	524
Salaries of Administrators	...	...	1,376	1,469	1,349	1,353	1,221	1,090	1,090	1,090	1,090
<b>TOTAL PERSONNEL IN ADMINISTRATION:</b>	...	...	<b>3,419</b>	<b>3,372</b>	<b>3,068</b>	<b>2,764</b>	<b>2,459</b>	<b>2,155</b>	<b>2,155</b>	<b>2,155</b>	<b>2,155</b>
<b>TOTAL SALARY (in millions CFAF):</b>	<b>1,071</b>	<b>1,064</b>	<b>2,147</b>	<b>2,296</b>	<b>2,089</b>	<b>2,070</b>	<b>1,842</b>	<b>1,614</b>	<b>1,614</b>	<b>1,614</b>	<b>1,614</b>
<b>TOTAL PERSONNEL/SALARY EXPENDITURE</b>											
Total Staff and Teachers:	...	...	19,917	19,614	19,390	19,706	19,511	20,039	20,314	20,673	21,215
Total Salary (in millions CFAF):	14,453	14,989	13,766	16,300	16,079	17,970	17,842	18,326	18,603	18,955	19,467
Percent Growth:		3.71%	-8.16%	18.41%	-1.35%	11.76%	-0.72%	2.71%	1.51%	1.89%	2.70%

**FINANCIAL PLAN (1994-1999)**  
**EDUCATION SECTOR ADJUSTMENT OPERATION**  
**(AFTER DEVALUATION)**

MARCH 10, 1994

	PAST				CURRENT	PROJECTED						
	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	
<b>II. NON-SALARY EXPENDITURES:</b>												
<b>A. PRIMARY SCHOOL</b>												
Pedagogic Materials	...	...										
Norm/pupil (in CFAF)	...	...	39	352	553	3,487	3,487	3,487	3,487	3,487	3,487	3,487
Cost (in millions CFAF)	51	52	18	181	303	2,040	2,186	2,286	2,398	2,505	2,614	
Training and Prof. Dev.												
Norm/teacher (in CFAF)	...	...	256	...	...	4,620	4,620	4,620	4,620	4,620	4,620	4,620
Cost (in millions CFAF)	...	...	3	57	100	67	68	73	74	76	79	
Cost of Examinations												
Norm/pupil (in CFAF)	...	...	363	341	350	490	490	490	490	490	490	490
Cost (in millions CFAF)	...	...	172	168	168	287	304	321	337	352	367	
Administration & Other Costs												
Norm (in CFAF)	...	...										
Cost (in millions CFAF)	...	...										
TOTAL PRIMARY:	51	52	193	406	571	2,393	2,538	2,680	2,810	2,933	3,061	
<b>B. SECONDARY GENERAL</b>												
Pedagogic Materials												
Norm/pupil (in CFAF)	...	...	...	...	5,700	7,980	7,980	7,980	7,980	7,980	7,980	7,980
Cost (in millions CFAF)	132	289	6	4	17	842	684	731	781	835	893	
Training and Prof. Dev.												
Norm/teacher (in CFAF)	...	...	...	...	7,700	10,780	10,780	10,780	10,780	10,780	10,780	10,780
Cost (in millions CFAF)	...	...	...	...	0	28	28	29	31	33	36	
Cost of Examinations												
Norm/pupil (in CFAF)	...	...	4,654	4,551	4,500	6,300	6,300	6,300	6,300	6,300	6,300	6,300
Cost (in millions CFAF)	...	...	336	160	160	507	540	577	617	660	705	
Administration & Other Costs												
Norm (in CFAF)	...	...										
Cost (in millions CFAF)	...	...			20	28	28	28	28	28	28	28
TOTAL SECONDARY GENERAL:	132	289	342	164	197	1,205	1,281	1,355	1,458	1,556	1,662	

FINANCIAL PLAN (1994-1999)  
EDUCATION SECTOR ADJUSTMENT OPERATION  
(AFTER DEVALUATION)

MARCH 10, 1994

	PAST				CURRENT	PROJECTED					
	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
<b>C. SECONDARY TECHNICAL</b>											
Pedagogic Materials											
Norm/pupil (in CFAF)	...	...	4,468	3,680	21,134	29,588	29,588	29,588	29,588	29,588	29,588
Cost (in millions CFAF)	24	54	16	3	5	121	129	138	143	150	158
Training and Prof. Dev.											
Norm/teacher (in CFAF)	....	....	....	....	0	105,000	105,000	105,000	105,000	105,000	105,000
Cost (in millions)	....	....	....	....	0	25	27	28	28	28	28
Cost of Examinations											
Norm/pupil (in CFAF)	....	....	0	0	0	28,000	28,000	28,000	28,000	28,000	28,000
Cost (in millions CFAF)	....	....	0	20	20	114	122	128	135	142	149
Administration & Other Costs											
Norm (in CFAF)	....	....	....	....	....	....	....	....	....	....	....
Cost (in millions CFAF)	....	....	....	15	15	21	21	21	21	21	21
<b>TOTAL SECONDARY TECHNICAL:</b>	<b>24</b>	<b>54</b>	<b>16</b>	<b>37</b>	<b>40</b>	<b>281</b>	<b>299</b>	<b>313</b>	<b>327</b>	<b>341</b>	<b>358</b>
<b>D. UNIVERSITY</b>											
Pedagogic Materials 1/											
Norm/pupil (in CFAF)	....	....	....	....	0	14,000	14,000	14,000	14,000	14,000	14,000
Cost (in millions CFAF)	1	2	1	0	0	135	118	117	115	113	112
Training and Prof. Dev.											
Norm/teacher (in CFAF)	....	....	....	....	....	....	....	....	....	....	....
Cost (in millions)	....	....	....	....	....	....	....	....	....	....	....
Cost of Examinations 1/											
Norm/pupil (in CFAF)	....	....	0	0	0	11,200	11,200	11,200	11,200	11,200	11,200
Cost (in millions CFAF)	....	....	0	269	269	108	95	93	92	91	89
Administration & Other Costs 1/											
Norm (in CFAF)	....	....	....	....	....	....	....	....	....	....	....
Cost (in millions CFAF)	....	....	....	433	498	898	698	698	698	698	698
<b>TOTAL UNIVERSITY:</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>702</b>	<b>767</b>	<b>940</b>	<b>910</b>	<b>907</b>	<b>904</b>	<b>902</b>	<b>899</b>
<b>E. ADMINISTRATION</b>											
Administration Centrale				167	383	536	536	536	536	536	536
Administration Technique				83	177	248	248	248	248	248	248
Administration Regionale				28	35	49	49	49	49	49	49
<b>TOTAL OPERATING COSTS:</b>	<b>208</b>	<b>397</b>	<b>553</b>	<b>1,310</b>	<b>1,575</b>	<b>4,820</b>	<b>5,028</b>	<b>5,266</b>	<b>5,498</b>	<b>5,732</b>	<b>5,977</b>

FINANCIAL PLAN (1994-1999)  
 EDUCATION SECTOR ADJUSTMENT OPERATION  
 (AFTER DEVALUATION)

MARCH 10, 1994

	PAST			1992	CURRENT	PROJECTED						
	1989	1990	1991		1993	1994	1995	1996	1997	1998	1999	
<b>TRANSFERS</b>												
<b>A. SCHOLARSHIPS AND FINANCIAL AID:</b>												
<b>SECONDARY TECHNICAL</b>												
Scholarship	149	147	97	45	84	93	93	93	93	93	93	93
<b>TOTAL SECONDARY TECHNICAL:</b>	<b>149</b>	<b>147</b>	<b>97</b>	<b>45</b>	<b>84</b>	<b>93</b>	<b>93</b>	<b>93</b>	<b>93</b>	<b>93</b>	<b>93</b>	<b>93</b>
<b>HIGHER EDUCATION</b>												
Scholarships, Financial Aid, Subsidies	1,416	1,416	1,328	1,482	1,558	1,714	1,714	1,714	1,714	1,714	1,714	1,714
<b>TOTAL HIGHER EDUCATION:</b>	<b>1,416</b>	<b>1,416</b>	<b>1,328</b>	<b>1,482</b>	<b>1,558</b>	<b>1,714</b>	<b>1,714</b>	<b>1,714</b>	<b>1,714</b>	<b>1,714</b>	<b>1,714</b>	<b>1,714</b>
<b>OTHER TRANSFERS</b>												
Girls' Education - Primary 2/					0	156	187	179	179	179	179	179
Girls' Education - Secondary 2/					0	72	77	82	82	82	82	82
<b>B. PRIVATE SUBSIDIES:</b>												
Primary Education	...	...	...	...	0	110	163	197	238	287	347	...
Secondary Education	...	...	...	...	0	64	68	73	78	84	89	...
<b>TOTAL PRIVATE SUBSIDIES:</b>	...	...	...	...	<b>0</b>	<b>174</b>	<b>231</b>	<b>270</b>	<b>316</b>	<b>371</b>	<b>436</b>	...
<b>TOTAL TRANSFER:</b>	<b>1,565</b>	<b>1,563</b>	<b>1,425</b>	<b>1,527</b>	<b>1,643</b>	<b>1,981</b>	<b>2,038</b>	<b>2,077</b>	<b>2,123</b>	<b>2,178</b>	<b>2,243</b>	...
<b>TOTAL NON-SALARY EXPENDITURES:</b> (includes Operating Costs and Transfers)	<b>1,773</b>	<b>1,960</b>	<b>1,978</b>	<b>2,837</b>	<b>3,218</b>	<b>6,801</b>	<b>7,066</b>	<b>7,342</b>	<b>7,621</b>	<b>7,910</b>	<b>8,220</b>	...

47

FINANCIAL PLAN (1994-1999)  
EDUCATION SECTOR ADJUSTMENT OPERATION  
(AFTER DEVALUATION)

MARCH 10, 1994

	PAST			1992	CURRENT	PROJECTED			1997	1998	1999
	1989	1990	1991		1993	1994	1995	1996			
<b>SUMMARY</b>											
<b>TOTAL EDUCATION BUDGET:</b>	16,226	16,949	15,743	19,137	19,297	24,771	24,907	25,668	26,224	26,865	27,686
of which:											
<b>Salary Expenditure:</b>	14,453	14,989	13,766	16,300	16,079	17,970	17,842	18,326	18,603	18,955	19,467
<b>Non-Salary Expenditure:</b>	208	397	553	1,310	1,575	4,820	5,028	5,266	5,498	5,732	5,977
<b>Transfers:</b>	1,565	1,563	1,425	1,527	1,643	1,981	2,038	2,077	2,123	2,178	2,243
<b>EXPENDITURE CATEGORY:</b>											
<b>Salary</b>	14,453	14,989	13,766	16,300	16,079	17,970	17,842	18,326	18,603	18,955	19,467
As % of Ed. Budget	89%	88%	87%	85%	83%	73%	72%	71%	71%	71%	70%
<b>Non-Salary</b>	208	397	553	1,310	1,575	4,820	5,028	5,266	5,498	5,732	5,977
As % of Ed. Budget	1%	2%	4%	7%	8%	19%	20%	21%	21%	21%	22%
<b>Transfers</b>	1,565	1,563	1,425	1,527	1,643	1,981	2,038	2,077	2,123	2,178	2,243
As % of Ed. Budget	10%	9%	9%	8%	9%	8%	8%	8%	8%	8%	8%
<b>SUB-SECTOR ALLOCATION:</b>											
<b>Primary Education</b>	9,378	9,720	10,038	12,448	12,642	15,983	16,005	16,676	16,928	17,243	17,718
<b>Secondary General</b>	3,788	4,157	2,906	2,971	2,817	4,269	4,406	4,489	4,782	5,006	5,431
<b>Secondary Technical</b>	425	465	355	342	376	659	694	720	734	748	763
<b>Higher Education</b>	2,635	2,607	2,444	3,377	3,462	3,680	3,802	3,783	3,780	3,777	3,775
<b>TOTAL EDUCATION SPENDING:</b>	16,226	16,949	15,743	19,137	19,297	24,771	24,907	25,668	26,224	26,865	27,686
<b>TOTAL NATIONAL SPENDING:</b>				57,600	59,200	78,603	81,130	82,480	85,400	88,800	88,800
<b>EDUCATION AS % OF NATIONAL SPENDING:</b>				33%	33%	32%	31%	31%	31%	31%	32%

Primary Education	57.80%	57.35%	63.76%	65.04%	65.51%	64.52%	64.26%	64.97%	64.55%	64.18%	63.99%
Secondary General	23.34%	24.53%	18.46%	15.52%	14.60%	17.23%	17.69%	17.49%	18.24%	18.97%	19.62%
Secondary Technical	2.62%	2.74%	2.26%	1.79%	1.95%	2.66%	2.79%	2.81%	2.80%	2.79%	2.76%
Higher Education	16.24%	15.38%	15.52%	17.65%	17.94%	15.58%	15.27%	14.74%	14.42%	14.06%	13.63%



FINANCIAL PLAN (1994-1999)  
EDUCATION SECTOR ADJUSTMENT OPERATION  
(AFTER DEVALUATION)

MARCH 10, 1994

	PAST				CURRENT	PROJECTED					
	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
<b>V COST RECOVERY (in millions CFAF)</b>											
<b>PRIMARY</b>											
School Fees			505.6	537.8	579.1	623.0	668.9	717.8	717.8	717.8	717.8
Exam. Fees C.E.P.		11.9	11.9	14.0	14.7	15.7	17.5	18.5	18.5	18.5	18.5
<b>Total Primary:</b>		11.9	517.5	551.8	593.8	638.7	687.4	737.3	737.3	737.3	737.3
<b>SECONDARY</b>											
School Fees		256.3	259.1	264.9	275.1	288.5	307.2	326.4	326.4	326.4	326.4
Exam Fees B.E.P.C.		8.8	9.8	10.7	11.8	12.2	12.9	13.6	13.6	13.6	13.6
Exam Fees BAC		30.6	25.1	26.4	28.5	25.5	24.3	26.5	26.5	26.5	26.5
Exam Fees C.A.P.		2.1	2.7	3.3	3.6	4.0	4.4	4.7	4.7	4.7	4.7
Special Exam		7.8	4.9	5.3	4.8	3.8	3.0	3.0	3.0	3.0	3.0
<b>Total Secondary:</b>		305.7	301.6	310.6	323.8	334.0	361.8	376.2	376.2	376.2	376.2
<b>UNIVERSITY</b>											
School Fees		41.8	56.8	56.8	54.9	50.3	44.1	43.5	42.9	42.3	41.7
Productive Activities 2/											
<b>Total University:</b>		41.8	56.8	56.8	54.9	50.3	44.1	43.5	42.9	42.3	41.7
<b>TOTAL COST RECOVERY</b>		359.4	875.9	919.2	972.4	1,023.0	1,063.3	1,157.0	1,156.4	1,156.6	1,166.2
of which											
School fees:		298.1	821.5	859.5	909.1	961.8	1,021.2	1,089.7	1,089.1	1,088.5	1,087.9
Exam Fees:		61.3	54.4	59.7	63.4	61.1	62.1	67.3	67.3	67.3	67.3
Productive Activities:											
<b>GOVT. SHARE OF EDUCATION BUDGET:</b>	16,226	16,949	15,743	19,137	19,297	24,771	24,907	25,668	26,224	26,866	27,686
<b>COST RECOVERY:</b>											
Parents' Contributions:		359	876	919	972	1,023	1,083	1,157	1,156	1,156	1,155
Productive Activities 2/:											
<b>TOTAL GOVT. &amp; COMMUNITY RESOURCES FOR EDUCATION:</b>	16,226	16,949	15,743	19,137	19,297	24,771	24,907	25,668	26,224	26,865	27,686

MONITORING INDICATORSANNEX V  
Page 1 of 1

	95/96	96/97	97/98	98/99	99/2000
<u>Enseignement élémentaire</u>					
1. Scolarisation de 202.000 élèves environ pour un taux brut de scolarisation de 59%					
*classes financées par le projet		150	300	150	
*recrutement de maîtres contractuels		500	500	500	500
2. Réduction des disparités garçons/filles					
*proportion de filles/enseignement primaire	36%	37%	39%	40%	41%
3. Amélioration de la qualité et de l'efficacité interne					
*diminution du taux de redoublement: CI, CM1, CM2	25,26,44	23,24,43	21,22,42	19,20,37	17,18,32
*diminution du taux d'abandon dans le primaire	13	12	10	10	10
* Provision de nouveaux titres	157.500 ex. (6 titres)	219.500 ex. (10 titres)	228.00 ex. (12 titres)	-	
*Réassortiment, renouvellement du stock initial:					
- GOUVERNEMENT		43.700 ex. ( 2 titres)	61.600 ex. (4 titres)	260.400 ex. (8 titres)	
<u>Enseignement secondaire</u>					
*augmentation du ratio élève/professeur	1/32	1/33	1/35	1/36	1/36
*provision de nouveaux titres	28 titres 130.400 ex.				
*réassortiment, renouvellement du stock initial (1er cycle)					
- GOUVERNEMENT			35.900 ex. (16 titres)		
- PARENTS (APEs)				133.200 ex. (16 titres)	

Republique du Benin  
Projet de developpement de l'education  
Project Cost Summary

	(Local '000)			(US\$ '000)			Foreign Exchange	% Total Base Costs
	Local	Foreign	Total	Local	Foreign	Total		
<b>I. Investment Costs</b>								
<b>A. GENIE CIVIL</b>								
Ecoles Primaires	261,736.7	646,530.8	908,267.5	810.5	2,002.0	2,812.5	71	15
Foyers	41,713.8	190,029.7	231,743.5	129.2	588.4	717.6	82	4
Bureaux MEN	109,923.9	271,529.2	381,453.0	340.4	840.8	1,181.2	71	6
Subtotal GENIE CIVIL	413,374.4	1,108,090	1,521,464	1,280.0	3,431.2	4,711.3	73	24
<b>B. BIENS</b>								
EQUIPEMENT	41,167.0	187,538.7	228,705.8	127.5	580.7	708.2	82	4
Vehicules	17,113.4	77,960.9	95,074.3	53.0	241.4	294.4	82	2
Mobiliers	74,007.5	81,204.2	155,211.7	229.2	251.5	480.6	52	2
Subtotal BIENS	132,287.9	346,703.8	478,991.7	409.6	1,073.6	1,483.2	72	8
<b>C. MANUELS SCOLAIRES</b>								
Production des manuels scolaires (stock initial)	-	1,617,117	1,617,117	-	5,007.4	5,007.4	100	26
Livraison des manuels scolaires (stock initial)	62,113.6	158,241.8	220,355.4	192.3	490.0	682.3	72	4
Reassortiment des stock - Niveau Secondaire	-	721,199.7	721,199.7	-	2,233.2	2,233.2	100	12
Subtotal MANUELS SCOLAIRES	62,113.6	2,496,559	2,558,673	192.3	7,730.7	7,923.0	98	41
<b>D. SERVICES</b>								
Assistance Technique - Internationale	1,145.1	190,342.3	191,487.4	3.5	589.4	592.9	99	3
Assistance Technique - National	112,605.1	-	112,605.1	348.7	-	348.7	-	2
Fees Architectural	94,871.1	42,709.1	137,580.3	293.8	132.3	426.0	31	2
Subtotal SERVICES	208,621.3	233,051.4	441,672.7	646.0	721.7	1,367.7	53	7
<b>E. FORMATION</b>								
Formation a l'etranger	-	88,486.2	88,486.2	-	274.0	274.0	100	1
Formation locale	279,630.5	1,743.9	281,374.4	865.9	5.4	871.3	1	5
Subtotal FORMATION	279,630.5	90,230.1	369,860.6	865.9	279.4	1,145.3	24	6
<b>F. PROGRAMME PILOTE</b>	71,568.0	80,735.6	152,303.6	221.6	250.0	471.6	53	2
<b>G. ETUDES ET RECHERCHES</b>	16,031.2	201,516.1	217,547.3	49.6	624.0	673.6	93	3
<b>H. REFINANCEMENT DE L'AVANCE</b>	54,391.7	61,359.1	115,750.7	168.4	190.0	358.4	53	2
<b>Total Investment Costs</b>	1,238,019	4,618,245	5,856,263	3,833.6	14,300.5	18,134.1	79	94
<b>II. Recurrent Costs</b>								
<b>A. COUTS DE FONCTIONNEMENT</b>								
Maintenance Vehicules	30,115.8	75,891.5	106,007.3	93.3	235.0	328.3	72	2
Maintenance Equipements	45,087.8	21,798.6	66,886.5	139.6	67.5	207.1	33	1
Maintenance Batiments	40,989.1	-	40,989.1	126.9	-	126.9	-	1
Deplacement	96,514.6	-	96,514.6	298.9	-	298.9	-	2
Fournitures de Bureau	43,083.9	20,829.8	63,913.7	133.4	64.5	197.9	33	1
<b>Total Recurrent Costs</b>	255,791.2	118,519.9	374,311.1	792.1	367.0	1,159.1	32	6
<b>Total BASELINE COSTS</b>	1,493,810	4,736,765	6,230,574	4,625.6	14,667.5	19,293.1	76	100
Physical Contingencies	129,543.1	443,642.8	573,185.9	401.1	1,373.8	1,774.9	77	9
Price Contingencies	603,010.9	2,024,454	2,627,465	399.0	1,369.1	1,768.1	77	9
<b>Total PROJECT COSTS</b>	2,226,364	7,204,861	9,431,225	5,425.7	17,410.4	22,836.1	76	118

Tue Mar 22 16:21:46 1994

Republique du Benin  
Projet de developpement de l'education  
Project Cost Summary

	(Local '000)			(US\$ '000)			Foreign Exchange	\$ Total Base Costs
	Local	Foreign	Total	Local	Foreign	Total		
<b>A. Ameliorer l'accès aux écoles primaires</b>								
Accès à l'école	403,405.3	646,530.8	1,049,936	1,249.2	2,002.0	3,251.2	62	17
Programme pour les filles	221,141.9	420,175.6	641,317.5	684.8	1,301.1	1,985.9	66	10
<b>Subtotal Ameliorer l'accès aux écoles primaires</b>	<b>624,547.2</b>	<b>1,066,706</b>	<b>1,691,254</b>	<b>1,933.9</b>	<b>3,303.1</b>	<b>5,237.0</b>	<b>63</b>	<b>27</b>
<b>B. Ameliorer la qualité de l'éducation primaire et secondaire</b>								
Encadrement Pédagogique	275,994.8	54,415.8	330,410.6	854.6	168.5	1,023.1	16	5
Production et Distribution des manuels scolaires	103,336.8	2,543,063	2,646,399	320.0	7,874.7	8,194.6	96	42
<b>Subtotal Ameliorer la qualité de l'éducation primaire et secondaire</b>	<b>379,331.6</b>	<b>2,597,478</b>	<b>2,976,810</b>	<b>1,174.6</b>	<b>8,043.2</b>	<b>9,217.8</b>	<b>87</b>	<b>48</b>
<b>C. Ameliorer la capacité de gestion et planification</b>								
Renforcement la capacité de planification et coordination	98,031.8	158,467.9	256,499.7	303.6	490.7	794.3	62	4
Gestion de ressources humaines et financières	337,507.4	852,752.8	1,190,260	1,045.1	2,640.6	3,685.7	72	19
<b>Subtotal Ameliorer la capacité de gestion et planification</b>	<b>435,539.2</b>	<b>1,011,221</b>	<b>1,446,760</b>	<b>1,348.7</b>	<b>3,131.3</b>	<b>4,479.9</b>	<b>70</b>	<b>23</b>
<b>D. Refinancement de l'avance</b>	<b>54,391.7</b>	<b>61,359.1</b>	<b>115,750.7</b>	<b>168.4</b>	<b>190.0</b>	<b>358.4</b>	<b>53</b>	<b>2</b>
<b>Total BASELINE COSTS</b>	<b>1,493,810</b>	<b>4,736,765</b>	<b>6,230,574</b>	<b>4,625.6</b>	<b>14,667.5</b>	<b>19,293.1</b>	<b>76</b>	<b>100</b>
Physical Contingencies	129,543.1	443,642.8	573,185.9	401.1	1,373.8	1,774.9	77	9
Price Contingencies	603,010.9	2,024,454	2,627,465	399.0	1,369.1	1,768.1	77	9
<b>Total PROJECT COSTS</b>	<b>2,226,364</b>	<b>7,204,661</b>	<b>9,431,225</b>	<b>5,425.7</b>	<b>17,410.4</b>	<b>22,836.1</b>	<b>76</b>	<b>118</b>

Tue Mar 22 16:21:27 1994

Republique du Benin  
Projet de developpement de l'education  
Procurement Accounts by Financiers  
(US\$ '000)

	The Government		IDA		COMMUNITIES		Total		For. Exch.	Local (Excl. Duties & Taxes)	
	Amount	\$	Amount	\$	Amount	\$	Amount	\$			
<b>A. GENIE CIVIL</b>											
Ecoles Primaires	607.3	18.0	2,766.5	82.0	-	-	3,373.8	14.8	2,401.5	364.9	607.3
Foyers	155.0	18.0	705.9	82.0	-	-	860.9	3.8	705.9	-	155.0
Bureaux MEN	251.6	18.0	1,146.0	82.0	-	-	1,397.6	6.1	994.8	151.2	251.6
<b>Subtotal GENIE CIVIL</b>	<b>1,013.8</b>	<b>18.0</b>	<b>4,618.4</b>	<b>82.0</b>	<b>-</b>	<b>-</b>	<b>5,632.2</b>	<b>24.7</b>	<b>4,102.3</b>	<b>516.1</b>	<b>1,013.8</b>
<b>B. BIENS</b>											
Equipements	147.5	18.0	671.8	82.0	-	-	819.3	3.6	671.8	-	147.5
Vehicules	60.5	18.0	275.6	82.0	-	-	336.1	1.5	275.6	-	60.5
Mobiliers	101.4	18.0	462.1	82.0	-	-	563.5	2.5	294.8	167.3	101.4
<b>Subtotal BIENS</b>	<b>309.4</b>	<b>18.0</b>	<b>1,409.5</b>	<b>82.0</b>	<b>-</b>	<b>-</b>	<b>1,718.9</b>	<b>7.5</b>	<b>1,242.2</b>	<b>167.3</b>	<b>309.4</b>
<b>C. MANUELS SCOLAIRES</b>											
Procurement	568.2	6.5	5,981.4	68.7	2,163.1	24.8	8,712.7	38.2	8,712.7	-	-
Distribution	150.7	20.0	602.8	80.0	-	-	753.5	3.3	541.1	137.0	75.4
<b>Subtotal MANUELS SCOLAIRES</b>	<b>718.9</b>	<b>7.6</b>	<b>6,584.2</b>	<b>69.6</b>	<b>2,163.1</b>	<b>22.9</b>	<b>9,466.2</b>	<b>41.5</b>	<b>9,253.8</b>	<b>137.0</b>	<b>75.4</b>
<b>D. SERVICES</b>											
Policy Support	-	-	495.0	100.0	-	-	495.0	2.2	473.8	21.3	-
Project Preparation/Implementation Support	-	-	1,704.7	100.0	-	-	1,704.7	7.5	1,033.2	671.5	-
Institutional Development	-	-	182.1	100.0	-	-	182.1	0.8	63.9	118.2	-
<b>Subtotal SERVICES</b>	<b>-</b>	<b>-</b>	<b>2,381.8</b>	<b>100.0</b>	<b>-</b>	<b>-</b>	<b>2,381.8</b>	<b>10.4</b>	<b>1,570.9</b>	<b>810.9</b>	<b>-</b>
<b>E. FORMATION</b>											
Formation a l'etranger	-	-	320.7	100.0	-	-	320.7	1.4	320.7	-	-
Formation locale	-	-	1,037.4	100.0	-	-	1,037.4	4.5	6.4	1,031.0	-
<b>Subtotal FORMATION</b>	<b>-</b>	<b>-</b>	<b>1,358.1</b>	<b>100.0</b>	<b>-</b>	<b>-</b>	<b>1,358.1</b>	<b>5.9</b>	<b>327.1</b>	<b>1,031.0</b>	<b>-</b>
<b>F. COUTS DE FONCTIONNEMENT</b>											
Maintenance Vehicules	157.6	40.0	236.4	60.0	-	-	393.9	1.7	282.0	111.9	-
Maintenance Equipements	100.0	40.0	149.9	60.0	-	-	249.9	1.1	81.4	168.5	-
Maintenance Batiments	20.7	13.3	31.0	20.0	103.5	66.7	155.2	0.7	-	155.2	-
Deplacement	59.0	16.9	290.5	83.1	-	-	349.5	1.5	-	349.5	-
Fournitures de Bureau	95.0	40.0	142.5	60.0	-	-	237.5	1.0	77.4	160.1	-
<b>Subtotal COUTS DE FONCTIONNEMENT</b>	<b>432.2</b>	<b>31.2</b>	<b>850.3</b>	<b>61.3</b>	<b>103.5</b>	<b>7.5</b>	<b>1,386.1</b>	<b>6.1</b>	<b>440.9</b>	<b>945.2</b>	<b>-</b>
<b>G. PROGRAMME PILOTE</b>	-	-	520.8	100.0	-	-	520.8	2.3	276.1	244.7	-
<b>H. REFINANCIEMENT DE L'AVANCE</b>	-	-	372.0	100.0	-	-	372.0	1.6	197.2	174.8	-
<b>Total</b>	<b>2,474.3</b>	<b>10.8</b>	<b>18,095.2</b>	<b>79.2</b>	<b>2,266.6</b>	<b>9.9</b>	<b>22,836.1</b>	<b>100.0</b>	<b>17,410.4</b>	<b>4,027.2</b>	<b>1,398.5</b>

Tue Mar 22 16:20:48 1994

Republique du Benin  
Projet de developpement de l'education  
Expenditure Accounts by Components - Totals Including Contingencies  
(US\$ '000)

	Ameliorer l'acces aux ecoles primaires a pour les l'ecole filles		Ameliorer la qualite de l'education primaire et secondaire Production et Distribution des manuels Encadrement pedagogique scolaires		Ameliorer la capacite de gestion et planification Renforcement la capacite de planification et coordination financieres		Gestion de ressources humaines et financieres	Refinancement de l'avance	Total
	Acces Programme	Programme pour les filles	Encadrement pedagogique	Distribution des manuels scolaires	la capacite de planification et coordination	Gestion de ressources humaines et financieres			
<b>I. Investment Costs</b>									
<b>A. GENIE CIVIL</b>									
Ecoles Primaires	3,373.8	-	-	-	-	-	-	-	3,373.8
Foyers	-	860.9	-	-	-	-	-	-	860.9
Bureaux MEN	-	-	-	-	-	-	1,397.6	-	1,397.6
<b>Subtotal GENIE CIVIL</b>	<b>3,373.8</b>	<b>860.9</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>1,397.6</b>	<b>-</b>	<b>5,632.2</b>
<b>B. BIENS</b>									
EQUIPEMENT	-	-	-	-	-	-	819.3	-	819.3
Vehicules	-	16.4	-	-	-	-	319.6	-	336.1
Mobiliers	-	195.4	-	-	-	-	368.2	-	563.5
<b>Subtotal BIENS</b>	<b>-</b>	<b>211.8</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>1,507.1</b>	<b>-</b>	<b>1,718.9</b>
<b>C. MANUELS SCOLAIRES</b>									
Production des manuels scolaires (stock initial)	-	-	-	5,981.4	-	-	-	-	5,981.4
Livraison des manuels scolaires (stock initial)	-	-	-	753.5	-	-	-	-	753.5
Reassortiment des stock - Niveau Secondaire	-	-	-	2,731.2	-	-	-	-	2,731.2
<b>Subtotal MANUELS SCOLAIRES</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>9,466.2</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>9,466.2</b>
<b>D. SERVICES</b>									
Assistance Technique - Internationale	-	366.0	73.7	-	-	6.8	250.0	-	696.5
Assistance Technique - National	132.8	267.3	3.0	-	-	-	4.1	-	407.2
Fees Architectural	227.6	66.1	-	-	-	-	200.9	-	494.5
<b>Subtotal SERVICES</b>	<b>360.3</b>	<b>699.4</b>	<b>76.7</b>	<b>-</b>	<b>-</b>	<b>6.8</b>	<b>454.9</b>	<b>-</b>	<b>1,598.2</b>
<b>E. FORMATION</b>									
Formation a l'etranger	-	-	120.0	166.4	-	34.2	-	-	320.7
Formation locale	12.3	1.7	1,003.8	-	-	15.4	4.3	-	1,037.4
<b>Subtotal FORMATION</b>	<b>12.3</b>	<b>1.7</b>	<b>1,123.8</b>	<b>166.4</b>	<b>-</b>	<b>49.6</b>	<b>4.3</b>	<b>-</b>	<b>1,358.1</b>
<b>F. PROGRAMME PILOTE</b>									
	-	520.8	-	-	-	-	-	-	520.8
<b>G. STUDES ET RECHERCHES</b>									
	-	-	-	-	-	493.6	290.0	-	783.6
<b>H. REFINANCEMENT DE L'AVANCE</b>									
	-	-	-	-	-	-	-	372.0	372.0
<b>Total Investment Costs</b>	<b>3,746.4</b>	<b>2,294.5</b>	<b>1,200.5</b>	<b>9,632.6</b>	<b>550.1</b>	<b>3,653.9</b>	<b>372.0</b>	<b>372.0</b>	<b>21,450.0</b>
<b>II. Recurrent Costs</b>									
<b>A. COUTS DE FONCTIONNEMENT</b>									
Maintenance Vehicules	-	29.3	-	-	-	-	364.7	-	393.9
Maintenance Equipements	-	-	-	-	-	-	249.9	-	249.9
Maintenance Batiments	103.5	-	-	-	-	-	51.7	-	155.2
Deplacement	34.8	-	-	147.5	-	167.2	-	-	349.5
Fournitures de Bureau	-	5.5	16.6	-	-	215.4	-	-	237.5
<b>Total Recurrent Costs</b>	<b>138.3</b>	<b>34.8</b>	<b>16.6</b>	<b>147.5</b>	<b>-</b>	<b>382.6</b>	<b>666.3</b>	<b>-</b>	<b>1,386.1</b>
<b>Total PROJECT COSTS</b>	<b>3,884.7</b>	<b>2,329.3</b>	<b>1,217.1</b>	<b>9,780.2</b>	<b>932.7</b>	<b>4,320.2</b>	<b>372.0</b>	<b>372.0</b>	<b>22,836.1</b>
<b>Taxes</b>	<b>607.3</b>	<b>193.1</b>	<b>-</b>	<b>75.4</b>	<b>-</b>	<b>-</b>	<b>522.8</b>	<b>-</b>	<b>1,398.5</b>
<b>Foreign Exchange</b>	<b>2,401.5</b>	<b>1,535.0</b>	<b>198.6</b>	<b>9,420.2</b>	<b>568.0</b>	<b>3,089.8</b>	<b>197.2</b>	<b>197.2</b>	<b>17,410.4</b>

Tue Mar 22 16:22:52 1994

Republique du Benin  
Projet de developpement de l'education  
Expenditure Accounts by Years  
(US\$ '000)

	Totals Including Contingencies					Total
	95/96	96/97	97/98	98/99	99/00	
<b>I. Investment Costs</b>						
<b>A. GENIE CIVIL</b>						
Ecoles Primaires	-	822.7	1,686.6	864.4	-	3,373.8
Foyers	-	279.9	286.9	294.1	-	860.9
Bureaux MEN	160.2	555.8	564.0	117.6	-	1,397.6
Subtotal GENIE CIVIL	160.2	1,658.4	2,537.5	1,276.1	-	5,632.2
<b>B. BIENS</b>						
EQUIPEMENT	375.3	444.0	-	-	-	819.3
Vehicules	336.1	-	-	-	-	336.1
Mobilievs	146.2	285.5	65.1	66.7	-	563.5
Subtotal BIENS	857.6	729.5	65.1	66.7	-	1,718.9
<b>C. MANUELS SCOLAIRES</b>						
Production des manuels scolaires (stock initial)	-	2,653.2	1,611.2	1,717.0	-	5,981.4
Livraison des manuels scolaires (stock initial)	-	181.5	186.0	190.6	195.4	753.5
Reassortiment des stock - Niveau Secondaire	-	-	568.2	2,163.1	-	2,731.2
Subtotal MANUELS SCOLAIRES	-	2,834.7	2,365.3	4,070.8	195.4	9,466.2
<b>D. SERVICES</b>						
Assistance Technique - Internationale	298.4	187.9	68.4	70.1	71.8	696.5
Assistance Technique - National	213.9	99.2	30.6	31.4	32.2	407.2
Fees Architectural	251.8	175.0	46.4	17.0	4.4	494.5
Subtotal SERVICES	764.0	462.0	145.4	118.5	108.4	1,598.2
<b>E. FORMATION</b>						
Formation a l'etranger	139.3	107.7	24.0	24.6	25.2	320.7
Formation locale	279.9	209.2	204.8	200.1	143.4	1,037.4
Subtotal FORMATION	419.2	316.8	228.8	224.7	168.6	1,358.1
<b>F. PROGRAMME PILOTE</b>	-	125.4	128.6	131.8	135.1	520.8
<b>G. ETUDES ET RECHERCHES</b>	556.7	29.3	87.9	30.7	79.0	783.6
<b>H. REFINANCEMENT DE L'AVANCE</b>	372.0	-	-	-	-	372.0
<b>Total Investment Costs</b>	3,129.6	6,156.1	5,558.5	5,919.2	686.5	21,450.0
<b>II. Recurrent Costs</b>						
<b>A. COUFS DE FONCTIONNEMENT</b>						
Maintenance Vehicules	74.9	76.8	78.7	80.7	82.7	393.9
Maintenance Equipements	26.3	53.9	55.2	56.6	58.0	249.9
Maintenance Batiments	-	20.7	38.1	47.7	48.8	155.2
Deplacement	104.7	118.6	45.0	46.1	35.1	349.5
Fournitures de Bureau	45.2	46.3	47.5	48.7	49.9	237.5
<b>Total Recurrent Costs</b>	251.1	316.3	264.5	279.7	274.6	1,386.1
<b>Total PROJECT COSTS</b>	3,380.7	6,472.4	5,823.0	6,199.0	961.1	22,836.1

Tue Mar 22 16 23:48 1994

57

Republique du Benin  
Projet de developpement de l'education  
Expenditure Accounts by Financiers  
(US\$ '000)

	The Government		IDA		COMMUNITIES		Total		For. Exch.	Local (Excl. Taxes)	Duties & Taxes
	Amount	\$	Amount	\$	Amount	\$	Amount	\$			
<b>I. Investment Costs</b>											
<b>A. GENIE CIVIL</b>											
Ecoles Primaires	607.3	18.0	2,766.5	82.0	-	-	3,373.8	14.8	2,401.5	364.9	607.3
Foyers	155.0	18.0	705.9	82.0	-	-	860.9	3.8	705.9	-	155.0
Bureaux MEN	251.6	18.0	1,146.0	82.0	-	-	1,397.6	6.1	994.8	151.2	251.6
<b>Subtotal GENIE CIVIL</b>	<b>1,013.8</b>	<b>18.0</b>	<b>4,618.4</b>	<b>82.0</b>	<b>-</b>	<b>-</b>	<b>5,632.2</b>	<b>24.7</b>	<b>4,102.3</b>	<b>516.1</b>	<b>1,013.8</b>
<b>B. BIENS</b>											
EQUIPEMENT	147.5	18.0	671.8	82.0	-	-	819.3	3.6	671.8	-	147.5
Vehicules	60.5	18.0	275.6	82.0	-	-	336.1	1.5	275.6	-	60.5
Mobiliers	101.4	18.0	462.1	82.0	-	-	563.5	2.5	294.8	167.3	101.4
<b>Subtotal BIENS</b>	<b>309.4</b>	<b>18.0</b>	<b>1,409.5</b>	<b>82.0</b>	<b>-</b>	<b>-</b>	<b>1,718.9</b>	<b>7.5</b>	<b>1,242.2</b>	<b>167.3</b>	<b>309.4</b>
<b>C. MANUELS SCOLAIRES</b>											
Production des manuels scolaires (stock initial)	-	-	5,981.4	100.0	-	-	5,981.4	26.2	5,981.4	-	-
Livraison des manuels scolaires (stock initial)	150.7	20.0	602.8	80.0	-	-	753.5	3.3	541.1	137.0	75.4
Reassortiment des stock - Niveau Secondaire	568.2	20.8	-	-	2,163.1	79.2	2,731.2	12.0	2,731.2	-	-
<b>Subtotal MANUELS SCOLAIRES</b>	<b>718.9</b>	<b>7.6</b>	<b>6,584.2</b>	<b>69.6</b>	<b>2,163.1</b>	<b>22.9</b>	<b>9,466.2</b>	<b>41.5</b>	<b>9,253.8</b>	<b>137.0</b>	<b>75.4</b>
<b>D. SERVICES</b>											
Assistance Technique - Internationale	-	-	696.5	100.0	-	-	696.5	3.1	692.5	4.0	-
Assistance Technique - National	-	-	407.2	100.0	-	-	407.2	1.8	-	407.2	-
Fees Architectural	-	-	494.5	100.0	-	-	494.5	2.2	154.3	340.1	-
<b>Subtotal SERVICES</b>	<b>-</b>	<b>-</b>	<b>1,598.2</b>	<b>100.0</b>	<b>-</b>	<b>-</b>	<b>1,598.2</b>	<b>7.0</b>	<b>846.8</b>	<b>751.4</b>	<b>-</b>
<b>E. FORMATION</b>											
Formation a l'etranger	-	-	320.7	100.0	-	-	320.7	1.4	320.7	-	-
Formation locale	-	-	1,037.4	100.0	-	-	1,037.4	4.5	6.4	1,031.0	-
<b>Subtotal FORMATION</b>	<b>-</b>	<b>-</b>	<b>1,358.1</b>	<b>100.0</b>	<b>-</b>	<b>-</b>	<b>1,358.1</b>	<b>5.9</b>	<b>327.1</b>	<b>1,031.0</b>	<b>-</b>
<b>F. PROGRAMME PILOTE</b>											
-	-	-	520.8	100.0	-	-	520.8	2.3	276.1	244.7	-
<b>G. ETUDES ET RECHERCHES</b>											
-	-	-	783.6	100.0	-	-	783.6	3.4	724.1	59.5	-
<b>H. REFINANCEMENT DE L'AVANCE</b>											
-	-	-	372.0	100.0	-	-	372.0	1.6	197.2	174.8	-
<b>Total Investment Costs</b>	<b>2,042.1</b>	<b>9.5</b>	<b>17,244.8</b>	<b>80.4</b>	<b>2,163.1</b>	<b>10.1</b>	<b>21,450.0</b>	<b>93.9</b>	<b>16,969.5</b>	<b>3,081.9</b>	<b>1,398.5</b>
<b>II. Recurrent Costs</b>											
<b>A. COUTS DE FONCTIONNEMENT</b>											
Maintenance Vehicules	157.6	40.0	236.4	60.0	-	-	393.9	1.7	282.0	111.9	-
Maintenance Equipements	100.0	40.0	149.9	60.0	-	-	249.9	1.1	81.4	168.5	-
Maintenance Batiments	20.7	13.3	31.0	20.0	103.5	66.7	155.2	0.7	-	155.2	-
Deplacement	59.0	16.9	290.5	83.1	-	-	349.5	1.5	-	349.5	-
Fournitures de Bureau	95.0	40.0	142.5	60.0	-	-	237.5	1.0	77.4	160.1	-
<b>Total Recurrent Costs</b>	<b>432.3</b>	<b>31.2</b>	<b>850.3</b>	<b>61.3</b>	<b>103.5</b>	<b>7.5</b>	<b>1,386.1</b>	<b>6.1</b>	<b>440.9</b>	<b>945.2</b>	<b>-</b>
<b>Total Disbursement</b>	<b>2,474.3</b>	<b>10.8</b>	<b>18,095.2</b>	<b>79.2</b>	<b>2,266.6</b>	<b>9.9</b>	<b>22,836.1</b>	<b>100.0</b>	<b>17,410.4</b>	<b>4,027.2</b>	<b>1,398.5</b>

Tue Mar 22 16:20:08 1994



Republique du Benin  
Projet de developpement de l'education  
Components by Financiers  
(US\$ '000)

	The Government		IDA		COMMUNITIES		Total		For. Exch.	Local (Excl. Taxes)
	Amount	\$	Amount	\$	Amount	\$	Amount	\$		
<b>A. Ameliorer l'acces aux ecoles primaires</b>										
Acces a l'ecole	607.3	15.6	3,173.9	81.7	103.5	2.7	3,884.7	17.0	2,401.5	875.9
Programme pour les filles	207.0	8.9	2,122.3	91.1	-	-	2,329.3	10.2	1,535.0	601.3
<b>Subtotal Ameliorer l'acces aux ecoles primaires</b>	<b>814.3</b>	<b>13.1</b>	<b>5,296.2</b>	<b>85.2</b>	<b>103.5</b>	<b>1.7</b>	<b>6,214.1</b>	<b>27.2</b>	<b>3,936.5</b>	<b>1,477.2</b>
<b>B. Ameliorer la qualite de l'education primaire et secondaire</b>										
Encadrement Pedagogique	6.6	0.5	1,210.5	99.5	-	-	1,217.1	5.3	198.6	1,018.4
Production et Distribution des manuels scolaires	777.9	8.0	6,839.2	69.9	2,163.1	22.1	9,780.2	42.8	9,420.2	284.6
<b>Subtotal Ameliorer la qualite de l'education primaire et secondaire</b>	<b>784.5</b>	<b>7.1</b>	<b>8,049.7</b>	<b>73.2</b>	<b>2,163.1</b>	<b>19.7</b>	<b>10,997.3</b>	<b>48.2</b>	<b>9,618.9</b>	<b>1,303.0</b>
<b>C. Ameliorer la capacite de gestion et planification</b>										
Renforcement la capacite de planification et coordination	86.2	9.2	846.5	90.8	-	-	932.7	4.1	568.0	364.7
Gestion de ressources humaines et financieres	789.4	18.3	3,530.8	81.7	-	-	4,320.2	18.9	3,089.8	707.5
<b>Subtotal Ameliorer la capacite de gestion et planification</b>	<b>875.5</b>	<b>16.7</b>	<b>4,377.3</b>	<b>83.3</b>	<b>-</b>	<b>-</b>	<b>5,252.8</b>	<b>23.0</b>	<b>3,657.8</b>	<b>1,072.1</b>
<b>D. Refinancement de l'avance</b>										
	-	-	372.0	100.0	-	-	372.0	1.6	197.2	174.8
<b>Total Disbursement</b>	<b>2,474.3</b>	<b>10.8</b>	<b>18,095.2</b>	<b>79.2</b>	<b>2,266.6</b>	<b>9.9</b>	<b>22,836.1</b>	<b>100.0</b>	<b>17,410.4</b>	<b>4,027.2</b>

Tue Mar 22 16:19:44 1994

Republique du Benin  
 Projet de developpement de l'education  
 Local/Foreign/Taxes by Financiers  
 (US\$ '000)

	The Government		IDA		COMMUNITIES		Total	
	Amount	%	Amount	%	Amount	%	Amount	%
I. Foreign	660.8	3.8	14,586.5	83.8	2,163.1	12.4	17,410.4	76.2
II. Local (Excl. Taxes)	414.9	10.3	3,508.7	87.1	103.5	2.6	4,027.2	17.6
III. Taxes	1,398.5	100.0	-	-	-	-	1,398.5	6.1
<b>Total Project</b>	<b>2,474.3</b>	<b>10.8</b>	<b>18,095.2</b>	<b>79.2</b>	<b>2,266.6</b>	<b>9.9</b>	<b>22,836.1</b>	<b>100.0</b>

Tue Mar 22 16:20:36 1994

**MANUELS SCOLAIRES****1 - LE CONTEXTE**

Les manuels scolaires sont, dans les classes, un facteur déterminant dans l'appréciation d'un système éducatif. Leur disponibilité est un signe du bon fonctionnement du système, tandis qu'une pénurie quelconque à ce niveau pose des problèmes qui relèvent non seulement de leur distribution mais également de leur production et de leur coût.

Dans le cadre de l'amélioration et du développement de son système éducatif, la République du Bénin accorde une importance particulière au livre scolaire. Cependant, malgré les efforts déployés par le Gouvernement, les écoles primaires et secondaires disposent de très peu de livres. Les ouvrages acquis sur le Fonds Social en 1991, les dons de livres consentis par les pays amis et les ONG ont contribué à améliorer la situation. Les ratios livre/élèves demeurent, cependant, très faibles à cause notamment de l'accroissement rapide des effectifs et de l'inexistence d'un mécanisme pour maintenir et renouveler les stocks. La situation des livres scolaires est d'autant plus préoccupante que la faiblesse des taux de succès aux examens et des taux de promotion constitue, à l'heure actuelle, un véritable fléau à combattre. Par conséquent, il est souhaitable de procéder à l'amélioration des ratios livre/élèves, notamment dans les disciplines de base.

**2 - OBJECTIFS ET ACTIONS A MENER****2-1 Objectifs**

La présente composante des manuels scolaires se propose de couvrir les disciplines instrumentales que sont le français et les mathématiques. Elle vise les objectifs suivants:

- a) Mettre à la disposition des écoles du primaire et du premier cycle du secondaire un stock initial de quelque 747 000 exemplaires;
- b) Assurer la maintenance et le renouvellement de ce stock initial;
- c) Former le personnel de l'INFRE, de la DEP et de la DES en évaluation des livres scolaires et en confection de leurs cahiers de charges pédagogiques et techniques;
- d) Former les enseignants à une meilleure utilisation des manuels scolaires; et
- e) Fournir une assistance technique au MEN dans le domaine de la préparation des dossiers d'appel d'offres et du dépouillement des offres.

**2-2 Actions à mener**

Pour atteindre ces objectifs, les actions suivantes seront menées:

a) **Achat et distribution des livres:** Il est prévu de réviser les programmes d'enseignement dans le cadre de l'éventuel 3e projet éducation. Par conséquent, il n'est pas sage de se lancer maintenant dans des activités d'élaboration des manuels scolaires correspondants. Pour réduire le manque de manuels scolaires dans les écoles, des livres existants conformes aux fondements et à la méthodologie des futurs programmes seront achetés par appel d'offres international. Ils seront distribués dans la proportion d'un livre pour deux élèves, et d'un livre par enseignant. Les quantités à acquérir sont indiquées dans les tableaux 1a (p.6) et 1b (p.7) de la présente annexe. L'INFRE, la DEP et la DES s'inspireront des résultats des séminaires-ateliers sur l'évaluation des manuels scolaires pour préparer les spécifications pédagogiques et techniques des dossiers d'appel d'offres.

Pour éviter les nombreuses difficultés rencontrées lors de la distribution des livres acquis sur le Fonds Social, trois mesures sont envisagées:

- (i) Le fournisseur sera chargé de procéder au colisage de tous les ouvrages par DDE, CS et école. A cet effet, la DEP et la DES établiront, avec le concours des Directions des écoles, la liste des écoles et les quantités qui leur seront distribués;
- (ii) Deux ou trois distributeurs privés locaux seront chargés de la réception des livres, de leur magasinage provisoire éventuel à Cotonou, de leur transport et de leur livraison à toutes les écoles. Ces distributeurs seront sélectionnés par appel d'offres local. Ils seront payés par le projet au vu de tous les bordereaux de livraison des ouvrages aux écoles;
- (iii) La réception des livres dans les écoles sera faite par une commission composée du Directeur d'école, des autorités politiques et administratives locales, des représentants des APE et/ou des organisations communautaires. Un bordereau de livraison en trois exemplaires sera dûment signé par le distributeur, le Directeur d'école et le représentant des APE et/ou de l'organisation communautaire. Les exemplaires du bordereau seront distribués comme suit:

- Distributeur: 1 exemplaire;
- Directeur d'école: 1 exemplaire;
- MEN: 1 exemplaire.

Le calendrier des opérations d'acquisition et de distribution des manuels scolaires figure en page 11 de la présente annexe.

**b) Maintenance et Renouvellement du stock initial**

Pour assurer un approvisionnement régulier et durable des écoles en manuels scolaires, le Gouvernement du Bénin va mettre, avec le concours de la Banque Mondiale, des stocks initiaux de livres à la disposition de toutes les écoles du primaire et du 1er cycle du secondaire, à la rentrée 1995/1996 <sup>1/</sup>. La maintenance et le renouvellement du stock initial destiné au primaire seront financés sur le budget du MEN. Quant au stock mis à la disposition du secondaire, sa maintenance sera financée par le Gouvernement, et son renouvellement par les APE et/ou les organisations communautaires. Le schéma de financement, les coûts estimatifs et les fréquences de maintenance et de renouvellement sont indiqués dans les tableaux 1a, 1b, 2a, 2b et 3 (pp. 6 à 10) de la présente annexe.

Pour assurer une bonne conservation des livres dans les écoles et garantir le renouvellement du stock mis à la disposition du secondaire, le MEN va préparer et mener une vaste campagne de sensibilisation et de conscientisation des enseignants, des APE, des organisations communautaires et des libraires privés locaux sur la nouvelle politique d'approvisionnement des écoles en livres.

**c) Formation des ressources humaines**

Le volet formation vise à permettre à l'INFRE, la DEP et la DES d'améliorer leur compétence en matière d'évaluation des livres scolaires et d'établissement des spécifications pédagogiques des dossiers d'appel d'offres pour la fourniture des livres scolaires par le secteur privé national et/ou international. Huit bourses de stage à l'étranger, d'une durée de trois mois chacun, seront accordées à des cadres de ces institutions. Ce volet se propose également d'aider les enseignants à mieux utiliser les livres scolaires dans le processus d'enseignement. La formation des enseignants du primaire fera l'objet d'une unité pédagogique dispensée dans le cadre de la formation continue. Elle s'adressera d'abord aux Directeurs d'école, à l'occasion des séminaires de perfectionnement que le projet va organiser à leur intention. Les Directeurs d'école formeront, à leur tour, les maîtres qui sont placés sous leur contrôle.

**d) Voyage d'étude**

Pour permettre au responsable de la composante des Manuels Scolaires du MEN de se familiariser avec les procédures de passation de marché, un voyage d'étude a été organisé à son intention au Sénégal et au Burkina Faso. Ce voyage d'étude, d'une durée

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<sup>1/</sup> Les dates prévues dans ce document pourront changer en fonction de la date d'entrée en vigueur du Crédit.

**ANNEXE VII**

Page 4 of 13

totale d'un mois, s'est déroulé en Juillet 1993. Il a été financé sur la Facilité de Préparation du Projet (FPP).

**e) Assistance technique**

Un consultant en passation de marchés sera mis à la disposition de MEN, pendant 5 semaines, pour l'aider à préparer le dossier d'appel d'offres et à évaluer les offres pour l'acquisition des livres qui seront distribués à la rentrée des classes 1995/1996. Le consultant devra également aider le MEN à établir les critères de sélection des distributeurs locaux cités au para. 2.2 a. (ii) ci-dessus. La consultation sera financée sur la FPP.

**SCHEMA DE FINANCEMENT DES LIVRES (1994/95 - 1998/99) 2/**

ANNEES	FINANCEMENT		
	IDA	GOVERNEMENT 3/	PARENTS 4/
1995/1996	CI/CP; 6e/3e		
1996/1997	CE1/CE2	CI/CP (Réas.) 5/ 6e/3e (Réas.)	
1997/1998	CM1/CM2	CE1/CE2 (Réas.)	
1998/1999		CI/CP (Ren. 6/ CM1/CM2 (Réas.)	6e/3e (Ren.)

2/ Voir note 1.

3/ Financement prévu dans le budget du MEN.

4/ Les parents d'élèves utilisent les sommes versées par les usagers des manuels scolaires et, éventuellement, une partie de leurs contributions annuelles pour financer le renouvellement du stock initial.

5/ Réassortiment: Exemplaires destinés à couvrir les accroissements d'effectifs, les détériorations et les pertes de livres qui peuvent intervenir pendant la durée de vie des ouvrages. Le nombre d'exemplaires à acquérir, pour le réassortiment d'un titre donné, est supposé être 30% du tirage mis à la disposition des élèves de la classe à laquelle le titre est destiné. Ces exemplaires se répartissent comme suit: a) 10% après la 1<sup>e</sup> année; et b) 20% après la 2<sup>e</sup> année. Ils sont achetés dans les librairies privées locales et mis à la disposition des écoles au début de la 2<sup>e</sup> année scolaire de l'introduction du titre dans le système.

6/ Renouvellement du stock initial, la durée de vie des livres du maître étant estimée à 5 ans, et celle des livres de l'élève, à 3 ans.

## FINANCEMENT PAR L'IDA

Les livres destinés à l'enseignement primaire seront achetés et distribués en trois vagues.

Tableau 1a: ENSEIGNEMENT PRIMAIRE		
Titres	Effectifs <sup>7/</sup>	Quantité requises
<b>Première Vague (1995/96)</b>		
1. Lecture CI	166 726	83 363
2. Lecture CP	124 462	62 232
3. Guide Lecture	3 117	3 117
4. Guide Lecture CP	2 800	2 800
5. Guide Calcul CI <sup>8/</sup>	3 117	3 117
6. Guide Calcul CP	2 800	2 800
<b>Nombre d'exemplaires de la 1ère vague</b>		<b>157 429</b>
<b>Deuxième Vague (1996/97)</b>		
7. Français CE1	116 666	58 333
8. Calcul CE1	116 666	58 333
9. Français CE2	88 443	44 222
10. Calcul CE2	88 443	44 222
11. Guide Français CE1	2 728	2 728
12. Guide/Grammaire CE	2 728	2 728
13. Guide Calcul CE1	2 728	2 278
14. Guide Lecture CE2	2 068	2 068
15. Guide Calcul CE2	2 068	2 068
16. Guide/Grammaire CE	2 068	2 068
<b>Nombre d'exemplaire de la 2ème vague:</b>		<b>219 498</b>
<b>Troisième Vague (1997/98)</b>		
17. Français CM1	78 465	39 233
18. Grammaire CM1	78 465	39 233
19. Calcul CM1	78 465	39 233
20. Français CM2	66 609	33 305
21. Grammaire CM2	66 609	33 305
22. Calcul CM2	66 609	33 305
23. Guide Français CM1	1 840	1 840
24. Guide/Rédaction	1 840	1 840
25. Guide Calcul CM1	1 840	1 840
26. Guide Lecture CM2	1 693	1 693
27. Guide Calcul CM2	1 693	1 693
28. Guide/Rédaction CM2	1 693	1 693
<b>Nombre d'exemplaires de la 3ème vague</b>		<b>228 213</b>
<b>Sous total:</b>		<b>605 140</b>
<b>Exemplaires pour l'encadrement (2%):</b>		<b>12 103</b>
<b>Nombre total d'exemplaires pour l'enseignement primaire:</b>		<b>617 243</b>
<b>Prix unitaire moyen:</b>		<b>1 500 CFA</b>
<b>Coût total</b>		<b>925 864 500 CFA</b>

<sup>7/</sup> Source: ST. SCO. 1989 MEMB-DEP, pages 57-58.

<sup>8/</sup> Il est possible, pour tous les livres de calcul du primaire, d'adopter les titres de la CONFEMEN et les produire, en lots séparés, par appel d'offres international.



Les livres destinés à l'enseignement secondaire seront achetés même temps que la première vague des ouvrages du primaire, en 1995/96. Ils formeront avec cette vague un seul lot.

<b>Tableau 1b: ENSEIGNEMENT SECONDAIRE</b>		
<b>Titres</b>	<b>Effectifs 2/</b>	<b>Quantités requises</b>
1. Français 6e	17 882	8 941
2. Grammaire 6e	17 882	8 941
3. Recueil de textes 6e	17 882	8 941
4. Math. 6e	17 882	8 941
5. Français 5e	14 733	7 367
6. Grammaire 5e	14 733	7 367
7. Recueil de textes 5e	14 733	7 367
8. Math. 5e	14 733	7 367
9. Français 4e	15 799	7 900
10. Grammaire 4e	15 799	7 900
11. Recueil de textes 4e	15 799	7 900
12. Math. 4e	15 799	7 900
13. Français 3e	11 319	5 660
14. Grammaire 3e	11 319	5 660
15. Recueil de textes 3e	11 319	5 660
16. Math. 3e	11 319	5 660
17. Guide Français 6e	830	830
18. Guide/Rédaction 6e	830	830
19. Guide Math. 6e	830	830
20. Guide Français 5e	690	690
21. Guide/Rédaction 5e	690	690
22. Guide Math. 5e	690	690
23. Guide Français 4e	740	740
24. Guide/Rédaction 4e	740	740
25. Guide Math. 4e	740	740
26. Guide Français 3e	530	530
27. Guide/Rédaction 3e	530	530
28. Guide Math. 3e	530	530
<b>Sous total:</b>		<b>127 842</b>
<b>Exemplaires pour l'encadrement (2%):</b>		<b>2 557</b>
<b>Nombre total d'exemplaires pour l'enseignement secondaire:</b>		<b>130 399</b>
<b>Prix unitaire moyen:</b>		<b>2 500 CFA</b>
<b>Coût total:</b>		<b>325 997 500 CFA</b>

**FINANCEMENT PAR LE GOUVERNEMENT**

<b>Tableau 2a: ENSEIGNEMENT PRIMAIRE</b>		
<b>Titres</b>	<b>Stock initial</b>	<b>Quantités requises</b>
<b>1996/97</b>		
<b><u>Réassort CI/CP (30 % du stock initial)</u></b>		
1. Lecture CI	83 363	25 009
2. Lecture CP	62 232	18 670
<b>Total 1996/97</b>		<b>43 679</b>
<b>1997/98</b>		
<b><u>Réassort CE1/CE2</u></b>		
1. Français CE1	58 333	17 500
2. Calcul CE1	58 333	17 500
3. Français CE2	44 222	13 267
4. Calcul CE2	44 222	13 267
<b>Total 1997/98</b>		<b>61 534</b>
<b>1998/99</b>		
<b>Titres</b>	<b>Effectifs</b>	<b>Quantités requises</b>
<b>1. <u>Renouvellement CI/CP</u></b>		
1.1 Lecture CI	195 082	97 541
1.2 Lecture CP	195 082	97 541
<b>Total renouvellement CI/CP:</b>		<b>195 082</b>
<b>2. <u>Réassort CM1/CM2</u></b>		
2.1 Français CM1	39 233	11 770
2.2 Grammaire CM1	39 233	11 770
2.3 Calcul CM1	39 233	11 770
2.4 Français CM2	33 305	9 992
2.5 Grammaire CM2	33 305	9 992
2.6 Calcul CM2	33 305	9 992
<b>Total réassort CM1/CM2:</b>		<b>65 286</b>
<b>Total 1998/99:</b>		<b>260 368</b>
<b>Total enseignement primaire financé par le Gouvernement:</b>		<b>365 581</b>
<b>Prix unitaire moyen:</b>		<b>2 241 CFA</b>
<b>Coût total:</b>		<b>819 267 021 CFA</b>

<b>Tableau 2b: ENSEIGNEMENT SECONDAIRE</b>		
<b>Titres</b>	<b>Stock initial</b>	<b>Quantités requises</b>
<b>1996/97</b>		
<b><u>Réassortissement du stock initial</u></b>		
1. Français 6e	8 941	2 683
2. Grammaire 6e	8 941	2 683
3. Recueil de textes 6e	8 941	2 683
4. Math. 6e	8 941	2 683
5. Français 5e	7 367	2 211
6. Grammaire 5e	7 367	2 211
7. Recueil de textes 5e	7 367	2 211
8. Math. 5e	7 367	2 211
9. Français 4e	7 900	2 370
10. Grammaire 4e	7 900	2 370
11. Recueil de textes 4e	7 900	2 370
12. Math. 4e	7 900	2 370
13. Français 3e	5 660	1 698
14. Grammaire 3e	5 660	1 698
15. Recueil de textes 3e	5 660	1 698
16. Math. 3e	5 660	1 698
<b><u>Total enseignement secondaire financé par le Gouvernement:</u></b>		<b>35 848</b>
<b>Prix unitaire estimatif:</b>		<b>3 700 CFA</b>
<b><u>Coût total:</u></b>		<b>132 637 600 CFA</b>

**FINANCEMENT PAR LES APE**

<b>Tableau 3: ENSEIGNEMENT SECONDAIRE</b>		
<b>Titres</b>	<b>Effectifs</b>	<b>Quantités requises</b>
<b>1998/99</b>		
<b><u>Renouvellement du stock initial</u></b>		
1. Français 6e	22 954	11 477
2. Grammaire 6e	22 954	11 477
3. Recueil de textes 6e	22 954	11 477
4. Math. 6e	22 954	11 477
5. Français 5e	17 265	8 633
6. Grammaire 5e	17 265	8 633
7. Recueil de textes 5e	17 265	8 633
8. Math. 5e	17 265	8 633
9. Français 4e	15 762	7 881
10. Grammaire 4e	15 762	7 881
11. Recueil de textes 4e	15 762	7 881
12. Math. 4e	15 762	7 881
13. Français 3e	10 593	5 297
14. Grammaire 3e	10 593	5 297
15. Recueil de textes 3e	10 593	5 297
16. Math. 3e	10 593	5 297
<b><u>Total enseignement secondaire financé par les APE:</u></b>		<b><u>133 152</u></b>
<b>Prix unitaire estimatif:</b>		<b>3 700 CFA</b>
<b><u>Coût total:</u></b>		<b><u>492 662 400 CFA</u></b>

**CALENDRIER DES OPERATIONS**  
**D'ACQUISITION ET DE DISTRIBUTION DES MANUELS SCOLAIRES 10/**

<b>Livres CI/CP</b>	
<b>Livres du secondaire</b>	
<b>Année scolaire 1995/96</b>	
1. Etablissement des spécifications pédagogiques des ouvrages:	<b>Avant fin Août 1994</b>
2. Etablissement de la liste des écoles et des quantités qui leur seront attribuées:	<b>Avant fin Août 1994</b>
3. Préparation du dossier d'appel d'offres:	<b>Septembre 1994</b>
4. Première intervention du consultant:	<b>Septembre 1994</b>
5. Soumission à l'IDA (a) du programme de sensibilisation des enseignants et des parents, et (b) du projet de texte relatif au réassortiment et au renouvellement des manuels:	<b>Avant fin Septembre 1994</b>
6. Approbation du dossier d'appel d'offres par l'IDA:	<b>Octobre 1994</b>
7. Lancement de l'appel d'offres:	<b>1er Novembre 1994</b>
8. Soumission des offres:	<b>Novembre/Décembre 1994</b>
9. Evaluation et approbation des résultats de l'évaluation:	<b>Janvier/Février 1995</b>
10. Deuxième intervention du consultant:	<b>Janvier 1995</b>
11. Signature du contrat:	<b>1er Mars 1995</b>

- |     |  |                            |
|-----|--|----------------------------|
| 12. | <b>Sélection des distributeurs</b>                       | <b>Avant fin Juin 1995</b> |
| 13. | <b>Exécution du marché et livraison à Cotonou:</b>       | <b>Mars/Juillet 1995</b>   |
| 14. | <b>Distribution aux écoles:</b>                          | <b>Août/Septembre 1995</b> |
| 15. | <b>Formation des maîtres à l'utilisation des livres:</b> | <b>Sept./Octobre 1995.</b> |

**Livres CE1/CE2****Année scolaire 1996/97**

- |     |  |                               |
|-----|--|-------------------------------|
| 1.  | <b>Etablissement des spécifications pédagogiques des ouvrages:</b>                       | <b>Janvier/Juin 1995</b>      |
| 2.  | <b>Mise au point de la liste des écoles et des quantités qui leur seront attribuées:</b> | <b>Avant fin Juin 1995</b>    |
| 3.  | <b>Préparation du dossier d'appel d'offres:</b>  | <b>Août/Septembre 1995</b>    |
| 4.  | <b>Approbation du dossier d'appel d'offres par l'IDA:</b>                                | <b>Octobre 1995</b>           |
| 5.  | <b>Lancement de l'appel d'offres:</b>  | <b>1er Novembre 1995</b>      |
| 6.  | <b>Soumission des offres:</b>  | <b>Novembre/Décembre 1995</b> |
| 7.  | <b>Evaluation et approbation des résultats de l'évaluation:</b>                          | <b>Janvier/Février 1996</b>   |
| 8.  | <b>Signature du contrat:</b>   | <b>1er Mars 1996</b>          |
| 9.  | <b>Exécution du marché et livraison à Cotonou:</b>                                       | <b>Mars/Juillet 1996</b>      |
| 10. | <b>Reconduction éventuelle du contrat des distributeurs:</b>                             | <b>Avant fin Juin 1996</b>    |
| 11. | <b>Distribution aux écoles:</b>  | <b>Août/Septembre 1996</b>    |

12. **Formation des maîtres  
à l'utilisation des livres:** **Sept./Octobre 1996.**

**Livres CM1/CM2**  
**Année scolaire 1997/98**

1. **Etablissement des spécifications  
pédagogiques des ouvrages:** **Janvier/Juin 1996**
2. **Mise au point de la liste  
des écoles et des quantités  
qui leur seront attribuées:** **Avant fin Juin 1996**
3. **Préparation du dossier  
d'appel d'offres:** **Août/Septembre 1996**
4. **Approbation du dossier  
d'appel d'offres par l'IDA:** **Octobre 1996**
5. **Lancement de l'appel d'offres:** **1er Novembre 1996**
6. **Soumission des offres:** **Novembre/Décembre 1996**
7. **Evaluation et approbation  
des résultats de l'évaluation:** **Janvier/Février 1997**
8. **Signature du contrat:** **1er Mars 1997**
9. **Exécution du marché  
et livraison à Cotonou:** **Mars/Juillet 1997**
10. **Distribution aux écoles:** **Août/Septembre 1997**
11. **Formation des maîtres  
à l'utilisation des livres:** **Sept./Octobre 1997.**

REPUBLIC OF BENIN  
EDUCATION DEVELOPMENT PROJECT

PROJECT MONITORING AND SUPERVISION PLAN

1. IDA supervision input. Regular supervision needs are described in Table 1 of this Annex. In addition, specific tasks such as review of progress reports, terms of reference, annual plans, audits, and procurement and disbursement actions, are estimated to require 8 staff weeks of various specialist inputs a year which are not included in Table 1.

2. Borrower's contribution to Supervision. The monitoring and evaluation of project progress and outcomes will be integrated with the monitoring system established in the *MEN* for the reform program, with the overall responsibility assigned to the *DAPS*.

(a) Progress reports will be submitted twice a year, in March and September. They will include a summary of implementation under each project component, financial statements on project expenditures, updated project implementation and procurement schedules, as well as the status of contract advertising, bidding, awards and completion dates and compliance with aggregate limits on specified methods of procurement. The *DAPS*, in collaboration with the *DAF*, will collect inputs from each responsible *MEN* directorate and prepare the reports.

(b) Joint annual reviews. Once a year, around October, the *DAPS* will organize a joint IDA/Government review of project implementation based on: (i) the progress report in the above paragraph which, for the purposes of the annual review, will also include (ii) an annual work program and budget for the next academic year; (iii) a draft budget for the overall education sector for the next year; and (iv) the status of policy and project monitoring indicators as listed in Annex V.

(c) Mid-Term review. The *DAPS*, together with the *DAF*, will carry out not later than 3 months after credit effectiveness, a mid-term review of the progress made in carrying out the project. The review will cover all aspects of the project, with a special focus on: (i) the progress in implementing policy measures and their impact on staffing, cost and efficiency of the system, increase in girls' participation, lowering repetition at primary schools, and completing the in-service training program; (ii) the effectiveness of the different modalities of implementing the reconstruction/rehabilitation program for primary schools and boarding facilities for girls, the textbook replenishment program and the ability of the *APEs* to finance their expected share; (iii) the progress in the studies on exam reform; (iv) the progress achieved in training education staff; (v) the progress in implementing systems for double-shift and multi-grade classrooms and the recruitment of contractual teachers (non-civil servants); and (vi) the scope for interventions in support of the private sector. The mid-term review will also be conducted with other donors affiliated with the project (e.g. USAID), and will review progress in the implementation of their programs.

(d) The *DAPS* will be responsible for coordinating arrangements for IDA supervision missions and participating in the mission with them.

(e) Project Completion Report. Within six months of the Credit closing date, a completion report, prepared in accordance with terms of reference satisfactory to IDA, will be transmitted to IDA.



Table 1. IDA SUPERVISION PLAN

PERIOD	ACTIVITY	SKILL REQUIREMENTS	STAFF INPUT (staff-weeks)
PROJECT YEAR 1	<b>Project Launch Workshop</b>	Civil Works/Implementation Education Project Management Textbooks Resident Mission	2 2 2 2 2
	<b>Supervision Mission</b> Review progress of all components including policy framework, physical performance, project management and progress in the preparation of bid documents, staff training, textbook procurement.	Education Project Management Implementation Resident Mission	2 2 2 2
PROJECT YEAR 2	<b>1st Joint Annual Review:</b> Review progress in past year and plans for the next year, including the management of boarding facilities, textbook distribution, procurement of goods and services, training programs, TOR's for consultants and studies to be carried-out, budgetary allocations and expenditure, project accounting and auditing, and policy framework.	Civil Works/Implementation Education Project Management Textbooks Specialist Resident Mission	2 2 2 2 2
	<b>Supervision Mission</b>	Civil Works/Implementation Education Project Management Resident Mission	2 2 2 2
PROJECT YEAR 3	<b>2nd Joint Annual Review:</b>	Civil Works/Implementation Education Project Management Resident Mission	2 2 2 2
	March 1997 <b>Supervision mission and Mid-Term Review</b> Comprehensive review of project inputs, operations and outcomes and restructure project if necessary	Civil Works/Implementation Education Project Management Textbooks Specialist Resident Mission	2 2 2 2 2
PROJECT YEAR 4	<b>3rd Joint Annual Review</b>	Civil Works/Implementation Education Project Management Resident Mission	2 2 2 2
	<b>Supervision Mission</b>	Civil Works/Implementation Education Project Management Resident Mission	2 2 2 2
PROJECT YEAR 5	<b>4th Joint Annual Review</b>	Civil Works/Implementation Education Project Management Resident Mission	2 2 2 2
	<b>Supervision Mission (Completion Preparation)</b>	To be determined	10

**BENIN**  
**EDUCATION DEVELOPMENT PROJECT**  
**Implementation Schedule**  
**Calendar of Activities**

(...=Preparation, design, bidding/selection, etc.; x=planned period of implementation)

Project Element	Pre- Project	Project Year				
		1	2	3	4	5
<b>1. INCREASE ACCESS AND EQUITY AT PRIMARY/SECONDARY LEVELS</b>						
<b>(A) PRIMARY SCHOOL REHABILITATION AND RECONSTRUCTION</b>						
- Development of school building standards	.....					
- Production of standard documentation on propositions for school infrastructure	.....					
- Carry out nationwide inventory of primary school buildings	.....					
- Definition of new roles/responsibilities of personnel to be involved in improving school infrastructures	.....					
- Rehabilitation and reconstruction of 200 schools		oooooooooooooooooooo				
- Study Tours	.....					
- Recruitment of Contract/Procurement Manager	... X					
- Contract management of works to NGO(s)	..... X					
- Sensitization seminars at regional level	oooooooo					
<b>(B) PROGRAM TO INCREASE GIRLS' PARTICIPATION</b>						
- Conduct study/field survey to determine key factors that positively influence girls schooling	...xxx					
- Implement Pilot Programs in six sub-regions	.... X X X	X X	X X	X X	X X	
- Recruitment of 12 Motivators	... X					
- Training of 12 Motivators	... X	X	X	X	X	
- Rehabilitation and/or reconstruction of 6 boarding facilities	.....	X	X	X		
<b>2. IMPROVE QUALITY AND EFFICIENCY OF PRIMARY AND SECONDARY EDUCATION</b>						
<b>(A) IN-SERVICE TRAINING</b>						
- Development of management training modules	.. XX					
- Training of Trainers	XX					
- Training of 120 Inspectors - Primary Level	... X	X	X	X	X	
- Training of 240 Pedagogic Counsellors - Primary Level	... X	X	X	X	X	
- Training of 2800 Directors - Primary Level	..	X	X	X		
- Training of 300 Directors - Secondary Level	..	X	X			
- Carry out a study of examination reform at primary and secondary levels	... X X	X				
- Study Tours	X	X	X	X	X	
<b>(B) TEXTBOOK PROCUREMENT AND DISTRIBUTION</b>						
- Prepare Bid documents for textbook procurement	.. X					
- Procurement of Textbooks for Primary Level	... XXX	XXX	XXX	XXX		
- Procurement of Textbooks for Secondary Level	... XXX	XXX	XXX	XXX		
- Textbook Distribution to Primary and Secondary Schools	.. X	.. X	.. X	.. X	.. X	
- Fellowships	XX	XX				
- Sensitization Seminar on Textbook maintenance and replenishment.	.. XX	XXXX	XXXX	XXXX	XXXX	

**BENIN**  
**EDUCATION DEVELOPMENT PROJECT**  
**Implementation Schedule**  
**Calendar of Activities**

(...=Preparation, design, bidding/selection, etc.; x=planned period of implementation)

Project Element	Pre- Project	Project Year				
		1	2	3	4	5
<b>3. STRENGTHEN SECTOR PLANNING AND MANAGEMENT</b>						
<b>(A) IMPROVE PLANNING AND PROGRAMMING CAPACITY</b>						
- Carry out a Labor Market Demand Study		. x x x				
- Carry out Project Mid-Term Review				x		
- Prepare Project Completion Report						. . x x
- Carry out an audit of University		... x x				
- Development of University students' records management		... x x				
- Training in Management		. x x x				
- Seminars for Univ. Faculty Members and student to discuss audit results			... x x			
<b>(B) FINANCIAL AND HUMAN RESOURCES MANAGEMENT</b>						
- Development of more efficient budgetary process.		...x				
- Development and implementation of procedures for budget execution/control.		...x				
- Development of Project accounting and management system.		...x				
- Study on double shift/multigrade systems.		... . . . x x x				
- Develop system for double shift/multigrade systems.			.. x x			
- Develop new system for recruitment of primary school teachers (non-civil servants)		... x x x				
- Complete reduction/redeployment of personnel in Administration		... x x x x x x x				
- Rehabilitation of central MEN Offices		... x x x	x x x	x x x	x x x	
- Rehabilitation of six DDEs		... x x x	x x x	x x x	x x x	
- Carry out annual audits of Project		x	x	x	x	x
- Training in financial and human resources management		. . x x x x x x				
- Supervision of civil works		x x	x x	x x	x x	

**BENIN**  
**EDUCATION DEVELOPMENT PROJECT**  
**Implementation Schedule**  
**Estimated Annual Contractual and Other Payments**  
**(including taxes and duties, in US\$ million)**  
**(Q = Quantity)**

Project Element	Pre-Project	Project Year					Total Payments	Remarks
		1	2	3	4	5		
<b>CREDIT TIMING (tentative dates)</b>								
Board: March, 1994	x							
Signing: May, 1994	x							
Effectiveness: September 30, 1994	x							Close: 6th Year
<b>WORKS</b>								
Architects' Contracting	x							
<i>Rehab./Reconstruction of 200 Primary Schools</i>								
- Design (Q)		(50)	(100)	(50)				
- Contracting (Q)		(50)	(100)	(50)				
- Construction (Q)			(50)	(100)	(50)		(200)	
			0.9	1.6	0.9		3.4	LCB
<i>Boarding Facilities</i>								
- Design (Q)		(2)	(2)	(2)				
- Bidding + Contracting (Q)		(2)	(2)	(2)			(6)	LCB
- Construction (Q)			(2)	(2)	(2)			
			0.3	0.3	0.3		0.9	
<i>Rehabilitation of Central Offices (MEN Cotonou, Dir. de Bourse, Immeuble Soglo, DEC, DRH)</i>								
- Design (Q)	xx							
- Bidding + Contracting (Q)		(5)					(5)	
- Construction		[.....]	[.....]	[.....]	[.....]			
		0.1	0.3	0.3	0.1		0.8	ICB
<i>Rehabilitation of 6 DDEs</i>								
- Design (Q)	xx							
- Bidding + Contracting (Q)		(6)					(6)	
- Construction		[.....]	[.....]	[.....]	[.....]			
		0.1	0.2	0.2	0.1		0.6	ICB
<b>GOODS</b>								
Proc. Special Contracting	x							
Bidding Doc. Preparation	x	x	x	x	x			
Bidding + Contracting	x	x	x	x	x			
Vehicles		0.4					0.4	ICB
Other Imported Goods (office + communications equipment)		0.4	0.4				0.8	ICB
Local Furniture		0.1	0.3	0.1	0.1		0.6	LCB
<b>TEXTBOOKS</b>								
Textbook Procurement (Q)		(290,977)	(259,736)	(365,929)				
		2.6	2.2	3.9			8.7	ICB
Textbook Distribution		0.2	0.2	0.2		0.2	0.8	LCB

**BENIN**  
**EDUCATION DEVELOPMENT PROJECT**  
**Implementation Schedule**  
**Estimated Annual Contractual and Other Payments**  
**(Including taxes and duties, in US\$ million)**  
**(Q = Quantity)**

Project Element	Pre- Project	Project Year					Total Payments	Remarks
		1	2	3	4	5		
<b>SERVICES</b>								
TORs	x							
Short Lists	x	x	x	x	x	x		
Selection + Contracting	x	x	x	x	x	x		
Foreign Specialists		1.1	0.4	0.2	0.1	0.2	2.0	IDA Consultant Guidelines
Local Specialists		0.2	0.1	0.03	0.03	0.03	0.4	
Training Abroad		0.1	0.1	0.03	0.03	0.03	0.3	
<b>MISCELLANEOUS</b>								
Local Training/Seminars		0.3	0.2	0.2	0.2	0.1	1.0	
Oper. + Maintenance		0.2	0.3	0.3	0.3	0.2	1.3	
Pilot Program for Girls		0.1	0.1	0.1	0.1	0.1	0.5	
PPF Refinancing		0.4					0.4	
<b>TOTALS</b>		<b>3.5</b>	<b>6.4</b>	<b>5.8</b>	<b>6.4</b>	<b>0.8</b>	<b>22.9</b>	
<b>(IDA-Financed)</b>		<b>3.3</b>	<b>5.2</b>	<b>4.9</b>	<b>4.0</b>	<b>0.7</b>	<b>18.1</b>	

**REPUBLIC OF BENIN  
EDUCATION DEVELOPMENT PROJECT**

**Estimated Schedule of IDA Disbursements  
(net of taxes and duties, in US\$ million equivalent)**

<b>PROJECT YEAR</b>	<b>Semester</b>	<b>Disbursement in Semester</b>	<b>Cumulative</b>	<b>Disbursement % of Total</b>	<b>Profile 1/</b>
<b>1</b>	<b>(effectiveness)</b>	<b>0.2</b>	<b>0.2</b>	<b>1%</b>	<b>0%</b>
	<b>1</b>	<b>0.7</b>	<b>0.9</b>	<b>5%</b>	<b>10%</b>
	<b>2</b>	<b>1.3</b>	<b>2.2</b>	<b>12%</b>	<b>18%</b>
<b>2</b>	<b>3</b>	<b>1.2</b>	<b>3.4</b>	<b>19%</b>	<b>26%</b>
	<b>4</b>	<b>2.8</b>	<b>6.2</b>	<b>34%</b>	<b>34%</b>
<b>3</b>	<b>5</b>	<b>2.7</b>	<b>8.9</b>	<b>49%</b>	<b>46%</b>
	<b>6</b>	<b>2.4</b>	<b>11.3</b>	<b>62%</b>	<b>55%</b>
<b>4</b>	<b>7</b>	<b>2.3</b>	<b>13.6</b>	<b>75%</b>	<b>66%</b>
	<b>8</b>	<b>1.8</b>	<b>15.4</b>	<b>85%</b>	<b>78%</b>
<b>5</b>	<b>9</b>	<b>1.8</b>	<b>17.2</b>	<b>95%</b>	<b>82%</b>
	<b>10</b>	<b>0.5</b>	<b>17.7</b>	<b>98%</b>	<b>90%</b>
<b>6</b>	<b>11</b>	<b>0.3</b>	<b>18.0</b>	<b>99%</b>	<b>94%</b>
	<b>12</b>	<b>0.1</b>	<b>18.1</b>	<b>100%</b>	<b>96%</b>
<b>7</b>	<b>13</b>				<b>98%</b>
	<b>14</b>				<b>100%</b>

1/ Country Disbursement Profile

**BENIN : PROJET DE DEVELOPPEMENT DE L'EDUCATION****MANUEL D'EXECUTION DU PROJET****TABLE DES MATIERES****SECTION 1 : LE PROJET**

- 1-1 : Lettre de politique sectorielle
- 1-2 : Cadre du Projet
- 1-3 : Objectifs et étendue du Projet
- 1-4 : Description du Projet
- 1-5 : Coûts estimatifs
- 1-6 : Plan de financement
- 1-7 : Coordination des donateurs ou bailleurs de fonds
- 1-8 : Principales conditionnalités

**SECTION 2 : DISPOSITIONS D'EXÉCUTION**

- 2-1 : Coordination et gestion
- 2-2 : Direction d'exécution par composantes
- 2-3 : Délégation de la maîtrise d'ouvrage pour les travaux de génie civil
- 2-4 : Dispositions spécifiques par composantes

**SECTION 3 : PLAN D'EXÉCUTION**

- 3-1 : Calendrier d'exécution du projet
- 3-2 : Calendrier d'acquisition des biens et services
- 3-3 : Indicateurs-clé de suivi d'exécution physique

**SECTION 4 : ACQUISITIONS**

- 4-1 : Modalités de passation de marchés
- 4-2 : Examen de l'IDA
- 4-3 : Autres procédures

**SECTION 5 : DÉBOURSEMENTS**

- 5-1 : Catégories de déboursement et réallocation
- 5-2 : Compte spécial
- 5-3 : Retrait du compte de crédit
- 5-4 : Fonds de contre-partie

**SECTION 6 : TENUE DES COMPTES**

- 6-1 : Système comptable et budgétaire
- 6-2 : Termes de référence des auditeurs
- 6-3 : Calendrier d'intervention des auditeurs

**SECTION 7 : SUIVI ET EVALUATION**

- 7-1 : Planning de supervision de l'IDA
- 7-2 : Supervision interne
- 7-3 : Contribution du MEN à la supervision

**ANNEXES**

- ANNEXE 1 : Modèle de convention de la délégation de maîtrise d'ouvrage pour des travaux de génie civil**
- ANNEXE 2 : Modèle de dossier d'appel d'offres équipement**
- ANNEXE 3 : Modèle de lettre d'invitation pour les services de Consultants.**
- ANNEXE 4 : Modèle de dossier d'appel d'offres pour les travaux de génie civil**
- ANNEXE 5 : Lettre de déboursement**



REPUBLIC OF BENIN

EDUCATION DEVELOPMENT PROJECT

Status of Bank Group Operations  
(as of March 11, 1994)

Loan or Credit No.	Fiscal Year	Borrower	Purpose	Amount in US\$ million (less cancellations)		Undis- bursed	Closing Date
				Bank	IDA		
Credits							
29 Credits(s) closed					272.98		
C15300-BEN	1985	REPUBLIC OF BENIN	TECHNICAL ASSISTANCE	5.00		1.29	03/31/94(R)
C17210-BEN	1986	REPUBLIC OF BENIN	WATER II	10.00		1.12	12/31/93
C17480-BEN	1987	REPUBLIC OF BENIN	PUBLIC ENTERPRISES	15.00		11.13	06/30/95
C18070-BEN	1987	REPUBLIC OF BENIN	TRANSP.INFRAS.	19.50		.84	03/31/95
C19600-BEN	1989	REPUBLIC OF BENIN	TELECOMMUNICATIONS	16.00		2.38	12/31/94(R)
C20310-BEN	1989	REPUBLIC OF BENIN	HEALTH SERVICES DEV	18.60		8.96	09/30/97
C22830-BEN(S)	1991	REPUBLIC OF BENIN	SAL II	55.00		15.71	06/30/94(R)
C22840-BEN	1991	REPUBLIC OF BENIN	POWER REHAB	15.00		14.33	12/31/97
C22850-BEN	1991	REPUBLIC OF BENIN	AGRIC. SERVICES	12.30		10.47	06/30/95
C22860-BEN	1991	REPUBLIC OF BENIN	PRE-INVESTMENT	5.40		4.59	06/30/95
C23380-BEN	1992	REPUBLIC OF BENIN	URBAN REHAB & MGT	22.84		22.00	12/31/97
C23440-BEN	1992	REPUBLIC OF BENIN	MGT OF NAT RESOURCES	14.10		10.96	12/31/97
C25290-BEN	1993	REPUBLIC OF BENIN	RURAL CREDIT II	3.80		3.89	06/30/99
C25520-BEN	1994	REPUBLIC OF BENIN	ECON. MGMT.	5.20		5.14	12/31/98
TOTAL number Credits = 14					217.74	112.80	
TOTAL***					490.72		
of which repaid					20.37		
TOTAL held by Bank & IDA					470.35		
Amount sold							
of which repaid							
TOTAL undisbursed						112.91	

Loan or Credit No.	Fiscal Year	Borrower	Purpose	Amount in US\$ million (less cancellations)		Undis- bursed	Closing Date
				Bank	IDA		
C20230-BEN	1989	REPUBLIC OF BENIN	SAL I		45.00	.00	12/31/1990(R)
Total REPUBLIC OF BENIN					45.00	.00	

## Notes:

\* Not yet effective

\*\* Not yet signed

\*\*\* Total Approved, Repayments, and Outstanding balance represent both active and inactive Loans and Credits.

(R) indicates formally revised Closing Date.

(S) indicates SAL/SECAL Loans and Credits.

The Net Approved and Bank Repayments are historical value, all others are market value.

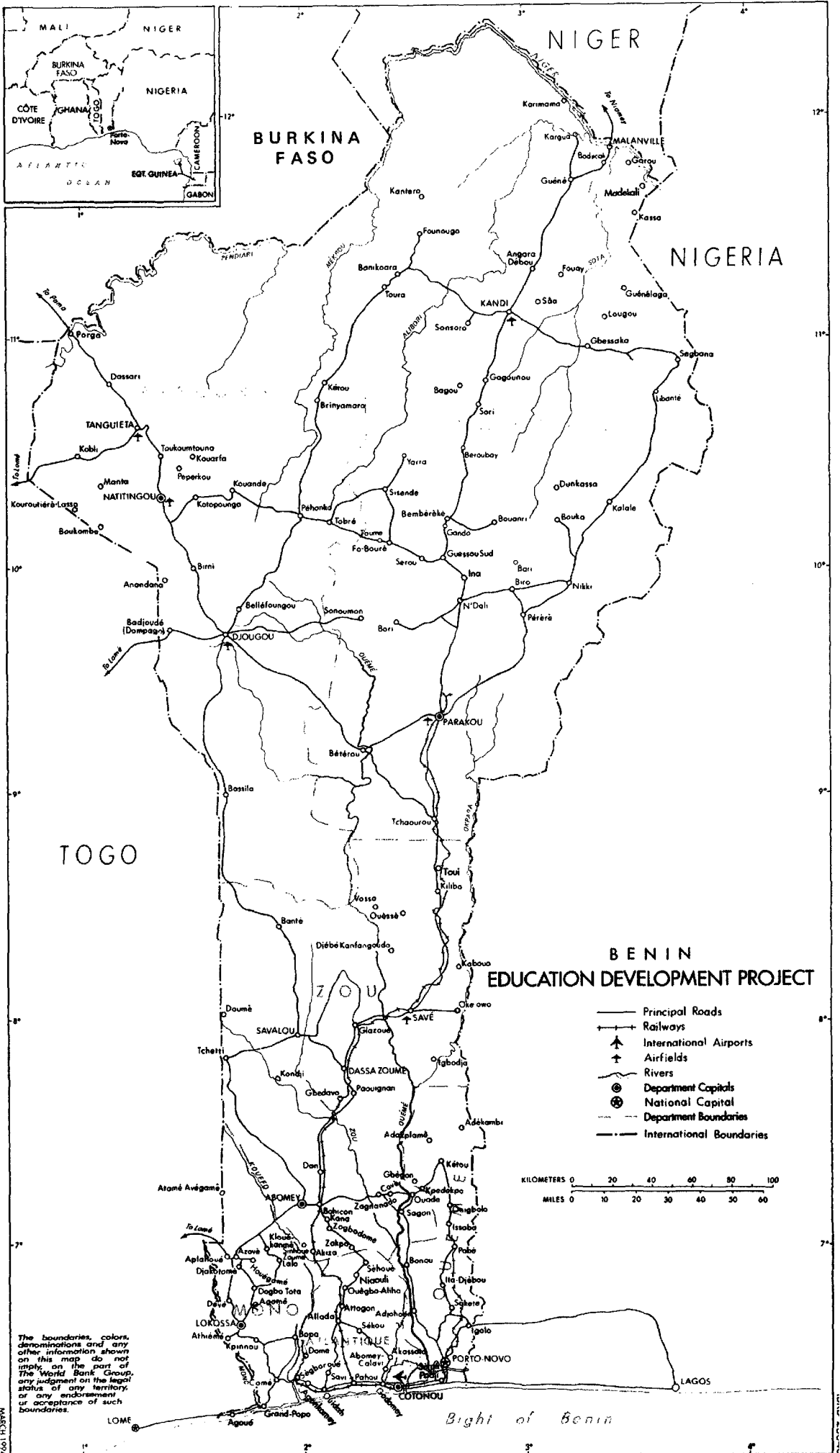
The Signing, Effective, and Closing dates are based upon the Loan Department official data and are not taken from the Task Budget file.

**REPUBLIC OF BENIN****EDUCATION DEVELOPMENT PROJECT****DOCUMENTS AVAILABLE IN PROJECT FILE**

- *Document Cadre de Politique Educative de la République du Bénin, 1991*
- *Déclaration de Politique Educative et de Stratégie Sectorielle, 1992*
- *Plan Financier 1992-1996*

**16 ACTION PLANS FOR REFORM OF THE EDUCATION SECTOR**

- *Carte Scolaire*
- *Système d'Information*
- *Augmentation des Chances d'Accès*
- *Ecole de Qualité Fondamentale*
- *Organisation*
- *Processus Budgétaires*
- *Ressources Humaines*
- *Formation Administrative*
- *Equipement*
- *Programmes d'Enseignement (Enseignements primaire et secondaire)*
- *Formation Continue et Réseau d'Animation Pédagogique (enseignements primaire et secondaire) Documentation Pédagogique et Réseau Documentaire*
- *Mobilisation des Ressources Financières et Participation du Public dans le Processus de la Réforme*
- *Manuels Scolaires et Matériels Didactiques (Enseignements primaire et secondaire)*
- *Système d'Evaluation et Orientation des Elèves (Enseignements primaire et secondaire)*
- *Intégration au Milieu et Cantines Scolaires (Enseignements primaire et secondaire)*



The boundaries, colors, denominations and any other information shown on this map do not imply on the part of The World Bank Group any judgment on the legal status of any territory, or any endorsement or acceptance of such boundaries.

MARCH 1971

*Bight of Benin*