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IMPLEMENTATION COMPLETION AND RESULTS REPORT

TF 16842 AND TF 16846

ON A

GRANT

IN THE AMOUNT OF US\$42.3 MILLION

TO THE

GOVERNMENT OF BENIN

FOR THE

BENIN GLOBAL PARTNERSHIP FOR EDUCATION PROGRAM

JANUARY 31, 2019

Education Global Practice  
Africa Region

## CURRENCY EQUIVALENTS

(Exchange Rate Effective: January 28, 2019)

Currency Unit = FCFA

FCFA 575 = US\$1

FISCAL YEAR

July 1 - June 30

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## ABBREVIATIONS AND ACRONYMS

AGETIP	<i>Agence d'exécution de travaux intérêt public</i>
AGETUR	<i>Agence d'exécution des travaux urbains</i>
CPS	Country Partnership Strategy
DCM	Delegated Contract Manager
DEO	District Education Office
DP	Development Partner
ECOWAS	Economic Community of West African States
EMIS	Education Management Information System
EFA-FTI	Education for All-Fast Track Initiative
ESP	Education Sector Plan
GA	Grant Agreement
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPE	Global Partnership for Education
GPIR	Gross Primary Intake Rate
ICR	Implementation Completion and Results Report
INFRE	Institute of Teacher Training and Education Research ( <i>Institut National pour la Formation et la Recherche en Education</i> )
INIFRCF	National Institute of Engineering Training and Capacity Building of Trainers ( <i>Institut National d'Ingénierie de Formation et de Renforcement des Capacités des Formateurs</i> )
INSAE	National Institute of Statistics and Economic Analysis ( <i>Institut National de la Statistique et de l'Analyse</i> )
ISR	Implementation Status Results Report
IRI	Intermediate Results Indicator
LEG	Local Education Group
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MEMP	Ministry of Pre- and Primary School ( <i>Ministère de L'Enseignement Maternel et Primaire</i> )
MESFTPRIJ	Ministry of Secondary Education, Technical and Vocational Education, and Youth Integration ( <i>Ministère de l'Enseignement Secondaire, de la Formation Technique et Professionnelle, de la Reconversion et de l'Insertion des Jeunes</i> )
OSEP	<i>l'Outil de Supervision et d'Encadrement Pédagogique</i>
PAD	Project Appraisal Document
PCR	Primary Completion Rate
PDDSE	Ten-Year Education Sector Development Plan ( <i>Plan décennal de développement du secteur de l'éducation</i> )
PDO	Project Development Objective
PTR	Pupil Teacher Ratio
SMC	School Management Committee
SSA	Sub-Saharan Africa
TF	Trust Fund
UATS	Programme Monitoring Unit ( <i>Unité d'Appui Technique et de Suivi</i> )
UNICEF	United Nations Children's Fund

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## DATA SHEET

### BASIC INFORMATION

#### Product Information

Project ID	Project Name
P129600	Benin Global Partnership for Education Program
Country	Financing Instrument
Benin	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

#### Organizations

Borrower	Implementing Agency
Government of Benin	Ministry of Preschool and Primary Education

#### Project Development Objective (PDO)

##### Original PDO

The project development objective (PDO) is to improve: (i) access and equity; and (ii) quality of classroom instruction at the basic education level, with particular emphasis on deprived districts in the Recipient's territory.



## FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
<b>World Bank Financing</b>			
TF-16846	24,000,000	24,000,000	24,000,000
TF-16842	18,300,000	18,300,000	18,030,538
<b>Total</b>	<b>42,300,000</b>	<b>42,300,000</b>	<b>42,030,538</b>
<b>Non-World Bank Financing</b>			
Borrower/Recipient	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Project Cost</b>	<b>42,300,000</b>	<b>42,300,000</b>	<b>42,030,538</b>

## KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
21-Mar-2014	30-Jun-2014	03-Jun-2016	30-Jun-2016	30-Apr-2018

## RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
17-Sep-2015	9.59	Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Reallocation between Disbursement Categories Change in Implementation Schedule
21-May-2017	36.57	Change in Results Framework Change in Loan Closing Date(s)

## KEY RATINGS

Outcome	Bank Performance	M&E Quality
Moderately Unsatisfactory	Moderately Satisfactory	Modest



## RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	02-Dec-2014	Moderately Satisfactory	Moderately Satisfactory	0
02	02-Jun-2015	Moderately Satisfactory	Satisfactory	9.59
03	11-Dec-2015	Moderately Satisfactory	Moderately Satisfactory	24.00
04	24-Jun-2016	Moderately Satisfactory	Moderately Satisfactory	24.00
05	28-Dec-2016	Moderately Satisfactory	Moderately Satisfactory	29.93
06	29-Jun-2017	Moderately Satisfactory	Moderately Satisfactory	36.57
07	29-Dec-2017	Moderately Satisfactory	Moderately Satisfactory	41.12

## SECTORS AND THEMES

### Sectors

Major Sector/Sector	(%)
<b>Education</b>	<b>100</b>
Primary Education	83
Secondary Education	17

### Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
<b>Human Development and Gender</b>	<b>100</b>
Education	100
Access to Education	50
Education Financing	50

## ADM STAFF

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## I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

### A. CONTEXT AT APPRAISAL

#### Context

##### Country Context

1. **Located in West Africa and bordered by Nigeria, Togo, Burkina Faso and Niger, Benin was a low-income country at the time that Global Partnership for Education Program (P129600) was appraised in 2013.** Benin had a population of 10 million in 2013 and a per capita income of US\$680 in 2010 and US\$771 in 2016. The country had experienced moderate economic growth since the onset of the global economic crisis in 2009 and since devastation caused by torrential rains and severe flooding in 2010—the most severe in nearly 50 years, which had affected eight percent of the population.

2. **Benin's economy relied heavily on the agricultural sector and re-export trade with Nigeria and neighboring countries.** Agriculture accounted for about 32 percent of GDP and provided nearly 70 percent of the country's employment. Cotton was the most important primary export commodity, but its production had dropped, contributing to an average growth rate of 3.1 percent per year between 2009 and 2012, well below the Sub-Saharan Africa (SSA) average of 4.6 percent.

3. **Although economic growth contributed to modest increases in per capita income and improvements in human development, this increase was insufficient to significantly impact poverty rates.** Benin ranked 166<sup>th</sup> out of 186 countries on the United Nations 2012 Human Development Index, and the national poverty rate was estimated at 35 percent in 2009, with significant urban-rural and regional disparities. In addition, the Government faced policy and operational challenges linked to demographic changes: a relatively high rate of population growth (3.2 percent per annum between 1992 and 2012) meant that the Government was struggling to keep up with an increasing demand for social services.

4. **Politically, a baseline of stability existed:** since the establishment of a democratic system in 1990, presidential elections were generally considered to be free and fair, and transfers of power had been peaceful. In March 2011, Dr. Boni Yayi was re-elected to a second and final five-year Presidential term, and his alliance had won a majority in the National Assembly, allowing for the continuation of the Government's existing reform program.

##### Sector Context

5. **The Government abolished pre-primary and primary school fees in 2006/07, funding a mechanism of school grants managed by school directors in collaboration with School Management Committees (SMCs). In part, as a result of this policy, prior to project preparation, there had been increases in access to education at all levels.** Table 1 provides key statistics related to access to education in Benin between 2005/06 and 2011/12. The table shows that the gross enrollment rate (GER) at various levels of basic education improved substantially over this period. However, although



the country had made progress toward achieving three<sup>1</sup> out of eight Millennium Development Goals (MDGs) in other sectors, in 2015 Benin was lagging behind in terms of its progress towards achievement of the education MDGs of 100 percent universal primary education completion and full gender parity in primary school. Table 1 shows a modest increase in the Primary Completion Rate (PCR) and the girl-to-boy ratio between 2005/06 and 2011/12. The rapid expansion in education access, combined with an increasing repetition rate and a persistently high dropout rate—two phenomena which were aggravated by a lack of teachers and overall conditions not conducive to teaching and learning—were thought to be causal factors behind the slow pace of improvements in the PCR. In 2015, the national primary pupil-teacher ratio (PTR) was 52.4 compared to the MDG target of 40; none of Benin’s 12 regions had a PTR below 40 with the highest PTR being in Alibori at 72.3.

**Table 1: Key access indicators in Benin, 2005/06 to 2011/12, expressed as percent**

Level	2005/06	2011/12
Preschool GER	3.8	11.4
Primary GER	95.4	112.6
Lower secondary GER	48.7	66.3
Primary Completion Rate	65	71.6
Primary girl-to-boy ratio	80	87

Source: *Note d’analyse sectorielle du système d’éducation et de la formation (2017) and Diagnostic du système éducatif béninois (2013)*

6. **With respect to education quality, persistently low primary student learning outcomes since 2005 served as evidence of gaps in the quality of education services.** Table 2 presents the results of a 2011 learning assessment administered to a sample of about 200 public and private primary schools. Across public and private schools, the data show learning outcomes were poor in both reading and mathematics in grades 2 and 5, and that these results were consistently poorer in public schools. Driving these poor outcomes were a lack of resources in the classroom especially textbooks (only 12 percent of schools in Grade 5 had one Mathematics textbook per pupil), and a lack of teacher training (41 percent of teachers in Grade 5 did not have a diploma in teaching). The latter contributed to weak content knowledge and limited pedagogical skills of teachers and poor follow-up and reporting on student learning.

**Table 2: Percent of students with minimum competency in reading and mathematics from 2011 learning assessment**

% with minimum competency	Public	Private
Grade 2 Reading	28	43
Grade 2 Mathematics	18	47
Grade 5 Reading	12	42
Grade 5 Mathematics	11	38

Source: *Benin Global Partnership for Education Project Project Appraisal Document, 2014 and Rapport de Presentation des Resultats de L’Evaluation sur les Acquis des Eleves du CP et du CM1 dans les Ecoles Primaires Publiques et Privees du Benin, 2012*

<sup>1</sup> These were: (i) halting and reversing the spread of HIV/AIDS, (ii) reducing under-5 mortality by two thirds; and (iii) reducing by half the proportion of individuals without access to safe water.



**7. Geographic and social inequities were pervasive in the provision and quality of education services, and the gender gap progressively increased at higher levels of the education system.** For example, at the time of project appraisal, out of 77 districts nationally, around one-third of these had a GER below 95 percent and/or a PCR below 50 percent. These districts also had the highest rates of extreme poverty, high PTRs and accounted for more than one-quarter of the primary school-aged population (6 -11 years old). In 13 of these 25 districts, access to education and girls' participation was particularly low. Furthermore, although the gender gap in primary enrollment had narrowed, it nevertheless progressively widened as students advanced through the education system, such that boys' enrollment rate in post-basic education was over 73 percent, while for girls it was about 50 percent. In addition, retention rates were lower for girls, as evidenced by lower PCRs amongst them and by the fact that girls were 2.6 times less likely to reach Grade 13 than were boys. At the lower secondary level, there were 23 districts with a GER among girls below 30 percent; these districts represented 15.1 percent of students at the secondary level and had 20.6 percent of the total number of schools.

**8. Compounding these issues, the Government faced challenges in managing and overseeing the education system.** A 2011 education sector institutional and organizational audit highlighted some of these challenges, including *inter alia*: (i) an administratively heavy system and slow decision-making processes affected by political decisions, that hindered the efficient achievement of results in the sector and lowered staff motivation and morale; (ii) division of responsibility for the sector spread among four ministries which dispersed the implementation of strategic decisions, combined with an unclear division of roles and responsibilities within the administration—thereby reducing accountability; (iii) a lack of functional buildings and equipment important for ensuring a more efficient administration of the system; (iv) a number of outdated laws and unimplemented decrees; and (v) high teacher absenteeism coupled with low effectiveness of the use of school time. In addition, an Education Management Information System (EMIS) had not been fully established with only a computerized framework present, and teacher deployment was largely inefficient. Teacher training particularly for in-service teachers was poor: in 2011, 80 percent of permanent teachers at the secondary level had not participated in significant training and most of them were not trained in the subject that they were teaching.

**9. To address these issues, the Government's strategy for the education sector was outlined in a Ten-Year Education Plan (*Plan Décennal de Développement du Secteur de l'Éducation* – PDDSE) established in 2006, updated for the 2013-15 period, and endorsed by the Local Education Group (LEG) and members of the Global Partnership for Education (GPE) in February 2013.** This strategy outlined sector priorities, which included: (i) improving service delivery to increase access, equity, retention, and learning achievement in basic education, promotion of girls' education, and the recruitment and training of qualified teachers; (ii) strengthening the governance and efficiency of the education system through better management and redeployment of teaching staff, more efficient financing and management of schools, and better academic and administrative support; and (iii) re-orienting post primary education and training to better respond to the skills needs of a more diversified economy. Operationalization of the PDDSE was estimated to cost US\$1,286 million between 2013 to 2015, of which donors – including this project – intended to commit US\$1,247 million.

**10. The Benin Global Partnership for Education Program (P129600) was a follow-on to a previous operation financed by the GPE—the Education for All Fast Track Initiative (EFA-FTI) project (P110576) in the amount of US\$76.1 million —implemented from December 2008 to June 2012.** The EFA-FTI project had aimed to improve education access,



equity and retention, as well as teaching quality, literacy training, and management of the education system. The project was successful in meeting and / or exceeding most of its PDO-level indicator targets particularly for improvements in the PCR and the GER in preschool and primary education. Lessons learned from the EFA-FTI project informed the new project's design and highlighted several areas that would benefit from capacity strengthening within the Ministries in charge of the education sector, notably: planning and budgeting, procurement, monitoring and evaluation (M&E), and human resource management. Thus, the Benin GPE Program aimed to build upon some of the successful initiatives financed under the EFA-FTI project including, in particular: (i) strengthening district inspectorates, school management and information systems in order to increase accountability to achieve results; (ii) providing direct support to schools for the acquisition of learning materials; and (iii) supporting community-run school canteens, given their higher cost-efficiency relative to publicly-run canteens. The EFA-FTI project also instituted a pooled funding mechanism where, instead of broad categorization of funding, funding could be traced using identifiable entities that were distinguishable from one another. Donor coordination and support throughout the project cycle were also key to ensuring project success.

### Theory of Change (Results Chain)

11. **The Benin GPE project's (P129600) two overarching objectives were to improve: (i) access with equity; and (ii) quality of classroom instruction at the basic level in the deprived districts<sup>2</sup>.** To ensure that the project was equity-enhancing, it targeted most interventions in the 25 most deprived districts in Benin at the primary level, and the 23 most deprived districts at the lower secondary level – a total of 31 districts as 17 districts overlapped.<sup>3</sup> Given that the selection criteria for the most deprived districts were based on access indicators, interventions that targeted access were administered only in the most deprived districts. In addition, recognizing the poor learning outcomes, the project also aimed to improve quality outcomes with several quality interventions administered nationwide including pre-service training of lower secondary teachers and strengthening school inspection and improving pedagogical management through the use of student learning assessments. For the same reason, equity was combined with access within one project objective as the project's focus on administering access interventions only in the most deprived districts was equity enhancing. Furthermore, equity could only be measured in terms of access as there was no baseline data on learning outcomes to compare districts targeted by the project with districts in the rest of the country. The project was designed around three complementary components that focused on investments in infrastructure and goods, while also providing capacity-building support. Figure 1 provides an illustration of the results chain.

12. **The first component aimed to improve the quality of basic education through two sub-components focused on teacher training and school grants.** In-service training was intended for existing primary school teachers and pedagogical support staff to improve pedagogical skills and increase time of instruction, while pre-service training intended to provide pedagogical skills and content knowledge for contract teachers at the lower secondary level who did not have any pre-service training. In addition, the provision of school grants for the 2014/15 academic year was intended to allow schools to purchase necessary teaching materials. Both the in-service training and school grants supported under this new project were designed based on and aimed to build on the successful implementation of these activities under the EFA-FTI project.

<sup>2</sup> During appraisal, deprived districts that were to receive project interventions were selected using the following criteria: (i) for primary, if the GER was lower than 95 percent and / or completion rate less than 50 percent; (ii) for lower secondary, if GER for girls was lower than 30 percent. Based on these criteria, 25 deprived districts were selected at the primary level and 23 at the lower secondary level.

<sup>3</sup> More details on the categorization of deprived districts can be found later in the document.



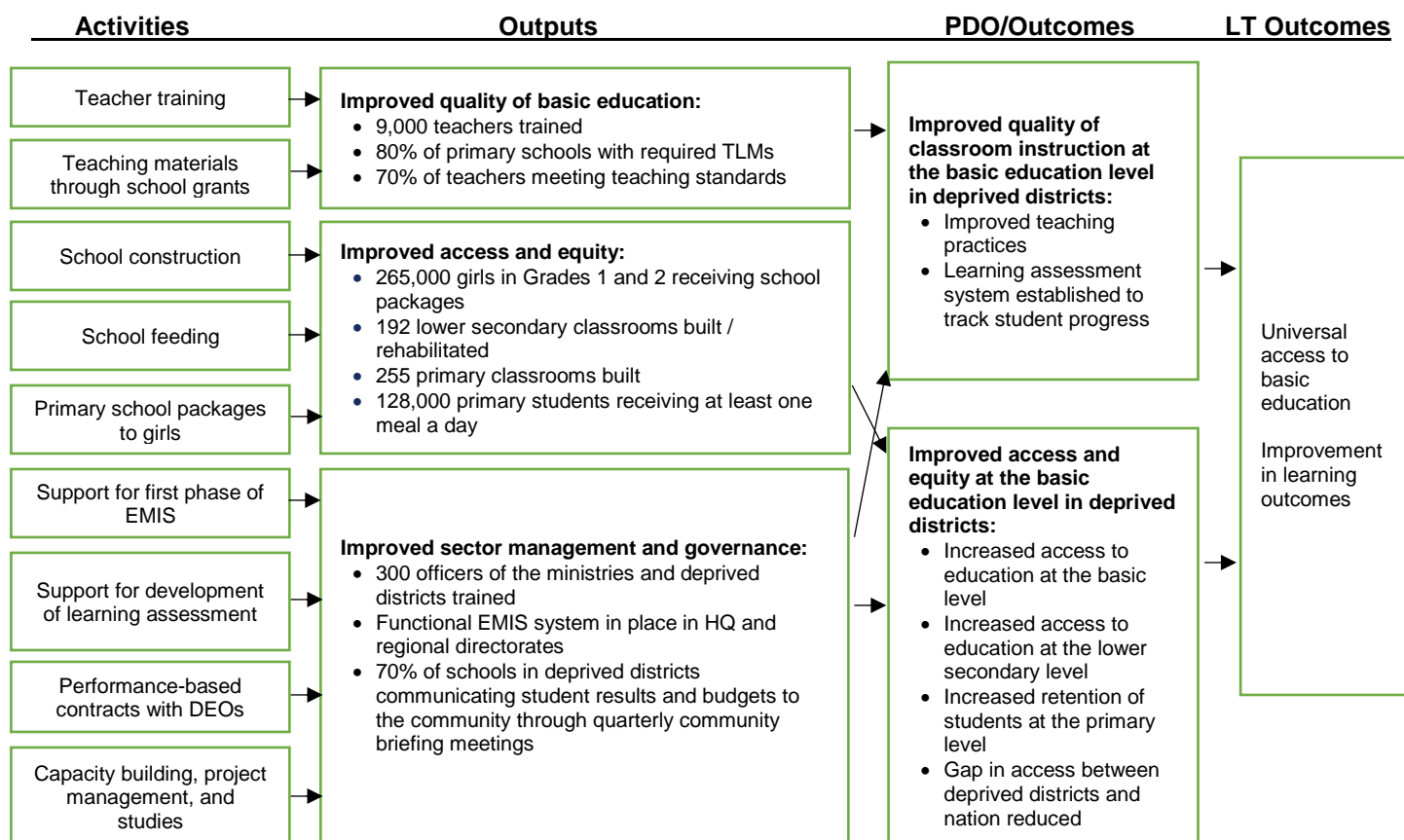
13. **The second component aimed to improve access and equity of basic education through classroom construction, school feeding, and primary school packages for girls.** By investing in the construction of classrooms at both the primary and lower secondary levels, the project aimed to increase access to education, while also reducing student-classroom ratios in existing schools. School feeding interventions had been effective in increasing access and were implemented in a cost-effective manner in the previous EFA-FTI project by using an existing informal system of mothers who prepared and served lunchtime meals. Under the new project, this activity would be supported with non-governmental organizations (NGOs) recruited to oversee the school canteens program. Finally, providing primary school packages to girls aimed to lower costs for families and encourage girls to stay in school, thereby addressing gender inequities in access to education. These interventions addressed equitable access to education and were thus directly linked to the first objective of the PDO.

14. **The third component aimed to improve sector management and governance.** Benin's progress towards universal primary education had resulted in increased demand for higher levels of education. In addition, the increasing decentralization of the education system had generated a stronger need for accountability and capacity building. As such, activities which would address these challenges were featured in the project design: establishing a functional EMIS; establishing performance-based contracts with District Education Offices (DEOs); supporting capacity building activities for actors in the system: developing a learning assessment, building strong project management; and undertaking related studies. These would be crucial inputs to address the aforementioned challenges.

15. **Alongside other interventions in the sector, achievement of the PDO was expected to contribute to the Government's long-term objectives of improving human capital—identified as one of the necessary conditions for laying the foundations for medium- and long-term economic growth in the Government's Action Plan for the Reduction of Poverty (2011-15).** It would also contribute to the achievement of the PDDSE aims to increase access, equity, retention, and improve learning achievement in basic education, promote girls' education, recruit and train qualified teachers; and strengthening governance of the education system. In addition, the objectives of the operation were aligned with the World Bank's 2013-2017 Country Partnership Strategy (CPS) for Benin, which aimed to support improved governance and to promote human development outcomes. Finally, the project also contributed to GPE objectives in Benin.



**Figure 1: Illustration of the Results Chain**



### Project Development Objectives (PDOs)

16. The Project Development Objective (PDO) as specified in the Project Appraisal Document (PAD) and Grant Agreement (GA) was to improve: (i) access and equity, and (ii) quality of classroom instruction at the basic education level, with particular emphasis on deprived districts in the Recipient's territory.

### Key Expected Outcomes and Outcome Indicators

17. It was expected that the project would lead to more equitable access to education and improved quality of classroom instruction in targeted districts. This was to be measured through seven PDO-level indicators, of which two were core indicators. These were supported by ten intermediate results indicators (IRIs): three for Components 1 and 3 each, and four for Component 2. Together, these were intended to track progress against achievement of the objectives. The seven PDO-level indicators were: (i) percentage of teachers rated satisfactory each year; (ii) gap in Gross Primary Intake Rate (GPIR) between the deprived districts and the national average; (iii) Primary Completion Rate (PCR) in targeted districts; (iv) Direct Project Beneficiaries (percent of whom were female); (v) Gross Enrollment Rate (GER) in lower secondary education in deprived districts; (vi) system for learning assessment set up at the primary level (binary



indicator; core indicator); and (vii) utility of the learning assessment system (sub-indicator of indicator vi; core indicator).<sup>4</sup> Indicators i, vi, and vii were linked to the objective of improved quality, while indicators ii, iii, v were linked to the objective of improved equitable access. Indicator iv was linked to both objectives of the project.

### Components<sup>5</sup>

18. **Most of the project components were administered in a total of 31 districts** (out of 77 total districts in Benin) based on the following criteria: (i) at the primary level, districts with a GER lower than 95 percent and/or a completion rate less than 50 percent were selected resulting in a total of 25 districts representing 22.7 percent of students and 25.3 percent of schools; and (ii) at the lower secondary level, districts with a GER for girls lower than 30 percent were selected, which represented approximately 15.1 percent of students and 20.6 percent of schools. According to these criteria, 17 districts overlapped at the primary and lower secondary levels. Two sub-components were administered to the entire country: pre-service training of lower secondary teachers (under Component 1) and strengthening school inspection and improving pedagogical management through the use of student learning assessments (under Component 3).

19. **Component 1: Improving the quality of basic education (estimated cost: US\$8.20 million, revised cost (restructuring September 2015): US\$9.70 million, revised cost (restructuring May 2017): US\$10.47, actual expenditure: US\$12.89 million).** This component aimed to improve teaching practices and the quality of the learning environment in Benin's most deprived districts through two sub-components: (i) in-service and pre-service teacher training at both the primary and lower secondary levels; and (ii) school grants in the amount of US\$1,000 administered to all primary schools in the deprived districts for the 2014/15 academic year. The project only funded school grants for the first year of the project due to cost considerations; while initially school grants were intended to be provided every two years, given overall project financing was limited and the project included a wide range of interventions, it was decided that these grants would only be provided in the first year.

20. **Component 2: Improving access and equity (estimated cost: US\$25.30 million, revised cost (restructuring September 2015): US\$25.37 million, revised cost (restructuring May 2017): US\$25.37, actual expenditure: US\$23.14 million).** This component financed: (i) the construction and equipping of classrooms in primary and lower secondary schools in the deprived districts (including student desks, teacher desks, and latrines); and (ii) activities necessary to improve retention and equity, including school feeding programs and actions aimed at promoting girls' enrollment in the targeted districts through administering school kits.

21. **Component 3: Improving sector management and governance (estimated cost: US\$8.80 million, revised cost (restructuring September 2015): US\$7.23 million, revised cost (restructuring May 2017): US\$7.09, actual expenditure: US\$5.93 million).** The objective of this component was to strengthen Benin's capacity to implement and supervise its education sector program through three sub-components: (i) rolling out the first phase of the EMIS; (ii) strengthening school inspection and improvement of pedagogical management through the use of student learning assessments; and (iii) capacity building, project management and studies.

<sup>4</sup> For a full list of indicators, refer to Annex I.B.

<sup>5</sup> For more details on project components, refer to Annex I.A.





## B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)

### Revised PDOs and Outcome Targets

22. The PDO remained unchanged throughout the life of the project.

### Revised PDO Indicators

23. **In September 2015, a Level 2 restructuring was undertaken and some changes to PDO-level indicators were introduced.** Given the delay in project effectiveness which reduced implementation time to two years and three months, shifts in indicator values were noted. A full summary of changes to the Results Framework is captured in Annex 1.B. At the PDO-level, the changes noted were as follows:

- Gross Primary Intake Rate (GPIR) in the deprived districts (total and girls) was introduced as an indicator intended to measure access, given that this might be more accurately capture progress towards achievement of PDO objectives than the Gap in GPIR between the deprived districts and the average national level (total and girls).
- Gap in GPIR between the deprived districts and the average national level (total and girls) was moved from a PDO-level indicator to an IRI with revised endline targets. Comparing the intake rate in these districts to the national rate would not adequately capture progress towards achievement of the PDO since the project could not directly influence interventions and outcomes in the non-deprived districts. As such, the national average would not provide an appropriate benchmark to assess the project's impact. Thus, the implementation team made the decision to reclassify this as an IRI, and, at the PDO-level, to track the GPIR (total and girls, see above). This indicator would more reliably reflect progress in the deprived districts where the project was focusing on improving equitable access to education.
- Endline targets were revised for:
  - *PCRs in targeted districts (total and girls)* due to an increase in these rates observed during the period between preparation and effectiveness. At the time of the September 2015 restructuring, endline targets for this indicator had already been met. Hence, endline targets were revised upwards to ensure more ambitious goal-setting for the project. The targets were increased from 50 percent (total, with 45 percent for girls) to 56.5 percent (total, with 52.5 percent for girls).
  - *GERs in lower secondary education in targeted districts (total and girls)* due to a decrease in these rates observed during the period between project preparation and effectiveness, and an increase in the rate amongst girls which surpassed endline targets. Therefore, under this restructuring endline targets were revised. The target for total GER was revised downward from 52 percent to 48.5 percent to reflect trends in achievement and the target for girls' GER was revised upwards from 30 percent to 37.5 percent to reflect observed trends and to encourage further achievement on this indicator.

### Revised Components

24. As a result of cost savings due to shifts in the exchange rate and the Government's decision to waive taxes on construction activities, the implementation team decided to include an additional activity under Component 1, which was the purchase and distribution of 21,000 grammar books to teachers. This was added as it was an effective way to reinforce





teacher trainings. The inclusion of this activity increased the funding for Component 1 from US\$8.20 million to US\$9.70 million.

### Other Changes

25. **There were two restructurings under the project.** The first restructuring was approved on September 17, 2015 and the second restructuring was approved on May 21, 2017.

26. **Under the first restructuring in September 2015, the following changes were made:**

- Extension of project's closing date by 11 months to May 31, 2017: Given the delay in project effectiveness which reduced the project's timeline by nine months, this restructuring was requested by Government in order to ensure sufficient time to complete those activities considered critical for the achievement of the PDO. Consistent with GPE's requirement, the original operation was to be implemented over a period of three years. However, a lengthy project preparation and approval process, as well as delays in completion of pre-conditions to the project's signing by the Government delayed the date of project effectiveness, reducing the project implementation period to two years and three months. In addition, the Government anticipated that the upcoming rainy period would make school construction and EMIS implementation activities difficult to complete by the original closing date. This extension resulted in a change in the implementation schedule.
- Revision of activities supported under Component 1 of the project: Provision and distribution of grammar books to teachers was included under Component 1 (see above).
- Revision of the project's Results Framework to reflect recent and unanticipated trends in indicators. A full list of the changes to the Results Framework during restructurings is provided in Annex 1.B. In addition to changes at the PDO-level, changes at the intermediate-level were made including: (i) Introducing a new indicator on number of G1 and G2 grammar books distributed to teachers in the deprived districts; (ii) Moving the PDO-level indicator on Gap in GPIR between the deprived districts and the national average (total and girls) to the intermediate-level; (iii) Dropping the indicator on the percentage of primary schools having purchased the required learning materials due to the fact that the school grants program (which funded such purchases) was only supported under the project in 2013/14; and (iv) Increasing endline targets for the number of teachers trained, number of officers of the ministries and deprived districts trained, and primary students receiving at least one meal per day in the deprived districts.
- Reallocation of US\$1.868 million of grant proceeds from Category 2 to Category 1 of eligible expenditures: Category 1 expenditures under the project included all non-construction activities, while Category 2 included all construction-related activities. The exemption of taxes by the Government on school construction activities resulted in a reduction in the cost of classroom construction. In addition, shifts in the exchange rate (from US\$1 = FCFA500 at the time of signing of the GA to US\$1 = FCFA580 at restructuring) allowed planned activities under Category 2 to be completed at a lower cost. Therefore, under the restructuring, US\$1.868 was reallocated from Category 2 to Category 1 to provide further funding for school canteens and the purchase and distribution of grammar books to teachers under Component 1. This also changed the budget allocation across project components (see Annex 3.A for more details).
- Introduction of changes to the Grant Agreement (GA) in terms of disbursement percentages under each trust fund and inclusion of specific guidelines related to the disbursement of the trust funds: Project funds were provided through two trust funds. To ensure that there was sufficient funding available in Category 2 of TF16846 to satisfy



withdrawal applications that were underway or that were anticipated at the time of restructuring, these changes to the GA were necessary. The new guidelines also ensured that no withdrawals were made under TF16842 until all funds were exhausted under TF16846. Funds under TF16846 were intended to be exhausted by the project's original closing date of June 30, 2016.

**27. Under the second restructuring in May 2017, the following changes were made<sup>6</sup>:**

- The project was extended by an additional 11 months, with a new closing date of April 30, 2018. This was done to ensure that the project would be able to complete a number of key activities by the closing date including: establishment of the learning assessment system; construction of additional schools (which was financed from the cost savings resulting from exchange rate gains)<sup>7</sup>; school feeding activities; and establishment of the EMIS. This led to a revision of the implementation schedule. Together, both restructurings extended the project by 22 months from the original closing date of June 30, 2016 and the project implementation period-- from effectiveness to closing – was a total of four years and one month.
- Costs were reallocated across components and categories of expenditure.<sup>8</sup> This reallocation across components shifted resources away from Component 2 and Component 3 and toward Component 1 in light of the fact that: (i) at the time, 73 percent of undisbursed funds were allocated toward Component 3 and it was unrealistic that all activities within this component would be achieved given challenges with implementation (see later in the document for more detail); and (ii) there was a need to continue training teachers as a result of the poor PASEC assessment, results of which had recently been released.<sup>9</sup> In addition, within Component 2, more was allocated toward school construction as a result of the Government decision to make additional classrooms available to meet increasing need. As a result, this second restructuring increased the allocation to Category 2 (construction activities). A summary of the changes in allocations across components and categories is provided in Annex 3.A.

**Rationale for Changes and Their Implication on the Original Theory of Change**

**28. With the regards to long-term outcomes and PDO-level indicators, the original theory of change remained largely the same throughout the life of the project.** The PDO wording remained unchanged throughout the project life. Although the GPIR in the deprived districts (total and girls) was added as a PDO-level indicator and the gap in the GPIR between the deprived districts and the average national level (total and girls) was shifted to an IRI, these changes were

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<sup>6</sup> The only adjustments made to the Results Framework under the second restructuring was extension of the target date to coincide with the revised closing date of April 30, 2018.

<sup>7</sup> The construction of schools was divided into two parts: (i) construction in sites where soils were normal; and (ii) construction in sites which need a soil study. Although the exchange rate gains were already achieved by the time of restructuring in September 2015, when the restructuring was being prepared, the bidding process for the second part of the construction was not completed and therefore it was not possible to anticipate the costs of the additional construction. As a result, this increase in the number of planned schools is not reflected in the Results Framework.

<sup>8</sup> The World Bank noted that by comparing the costs by category after the first restructuring and the new allocation, the variation was minor (less than 15 percent) and fell within the competence of the Program Manager according to the procedures of the World Bank. As no changes had been made to the other aspects of the program, the Bank considered that the changes in program costs did not require a restructuring as defined by it and the request was limited to an extension. A separate summary document was sent outlining the reallocations across components and categories.

<sup>9</sup> The results from this report indicated that student scores at beginning of primary school are the second last in language and mathematics among ten countries evaluated; however, at the end of primary school, Benin ranks third in language scores and fourth in mathematics scores. Within Benin, performance in urban areas is substantially better than performance in rural areas.



still sufficient to measure the two objectives of improved quality of classroom instruction and improved access and equity at the basic level in the deprived districts. The rationale for these changes is provided in the section above.

29. **The original theory of change remained materially the same over the life of the project with only minor revisions to the project's Results Framework and the scale up and addition of some activities due to cost savings and the discontinuation of the school grants program supported under the project.** Annexes 1.B and 1.C summarize the changes introduced to the Results Framework and the Theory of Change, respectively.

## II. OUTCOME

### A. RELEVANCE OF PDOs

#### Assessment of Relevance of PDOs and Rating

30. **The project's objectives were highly relevant as they responded to key challenges facing the education sector at appraisal and were strongly aligned with the country's strategies.** In a context of increased demand for education, combined with low retention rates and poor teaching quality, the project provided much-needed support to address these challenges. In addition, the CPF FY13-17 highlighted the need to improve the quality of education particularly in deprived districts under the second pillar of improving service delivery and social inclusion. It also emphasized the need to ensure gender issues were mainstreamed within the framework. Furthermore, the PDDSE highlighted priorities related to improved service delivery to increase access, equity, retention and learning outcomes in basic education, promoting girls' education, training qualified teachers, and strengthening governance and efficiency through more efficient school-based management. The project's focus on increasing equitable access to education and improving its quality with a particular focus on increasing girls' participation in school, was strongly aligned with both the CPF and the PDDSE. The project funding contributed to closing the financing gap for the PDDSE and thus was supportive of the Government's overarching strategies and priorities.

31. **The PDO continues to remain highly relevant given its strong alignment with the PDDSE, CPF and the country's new Education Sector Plan (ESP) (2018-2030).** Specifically, the project's focus on promoting equitable access to education, improving teaching practices, and increasing equitable access of girls to schooling were aligned with the ESP (2018-2030). In addition, the current CPF FY19-23 articulates three development priorities for the World Bank in Benin. Under its second priority, "Equitable access to opportunities and inclusion of the poor in the growth process", the CPF aims to, inter alia, foster the following:

- *Development of human capital, by improving equitable access to quality education and other basic services.* The project's focus on equitable access to education, is aligned with CPF priorities. In particular, the construction of classrooms at the primary and lower secondary levels was intended to improve access to education while reducing student-classroom ratios in existing schools. The provision of school kits to girls combined with promotion campaigns encouraging their participation in schooling was intended to reduce the financial burden of sending girls to school and incentivize their enrollment and retention, thereby reducing gender inequities in basic education. By focusing its efforts on the most deprived districts, project objectives aimed to reduce the gap in the provision and quality of education services in these lesser-served regions, thereby promoting equity. School feeding was intended to incentivize primary school enrollment and foster



attendance and retention, also reducing disparities in access between deprived districts and other districts in the country.

- *Improvement of educational outcomes and increased educational attainment to further reduce poverty, increase labor productivity, and create better jobs.* The project objective of improving the quality of basic education instruction was fully aligned with this objective; pre- and in-service teacher trainings to be provided under the project aimed to strengthen teachers' pedagogical skills and content knowledge and, in turn, improve student learning and increase educational attainment.
- *Addressing of gender imbalances and regional disparities in well-being, to improve equality of opportunity and equity overall.* While addressing gender imbalances was not explicitly stated in the PDO, the project activities centered on promoting girls' participation and retention in school, with an aim of reducing the gender gap in education. Furthermore, where possible, indicators in the Results Framework were often disaggregated to include separate targets for girls. In addition, the focus on deprived districts (using the project's targeting criteria to identify regions at a disadvantage with respect to education services), was intended to reduce geographic disparities in terms of education outcomes.

32. Given that the PDO was highly relevant at appraisal and continues to remain relevant to the country's key sector strategies and priorities, the relevance of the PDO is rated **High**.

## **B. ACHIEVEMENT OF PDOs (EFFICACY)**

33. **The ICR team carefully reviewed the OPCS/ICR Guidelines and IEG's ICR Manual for Evaluators and determined that since there was no change to project scope or objectives, a split rating/evaluation was not warranted in this case.** Although the September 2015 restructuring of the project changed one of the PDO-level indicators, endline targets for some PDO-level indicators were revised (see Annex 1.B), one new PDO-level indicator was added – GPIR in deprived districts – to replace an existing indicator on Gap in GPIR between deprived districts and the national average, this did *not* materially change the scope or the overarching objectives of the project.

### **Assessment of Achievement of Each Objective/Outcome**

#### **Objective 1: Improving Access with Equity**

34. **The first objective of improving access with equity in the deprived districts was only partially achieved and as such, the level of achievement of this first objective is rated Modest.** While the project exceeded all access-related indicators' targets at the intermediate-level, targets of the PDO-level indicators were not met.

- The project financed the construction of 318 equipped classrooms at the primary level and 212 equipped classrooms at the lower secondary level in deprived districts. As part of the construction activities, 212 and 101 blocs of latrines were built at the primary and lower secondary levels respectively; 318 and 212 teacher desks were provided at these levels; and 7,950 and 5,300 student desks were procured. The total number of classrooms built by the end of the project, substantially exceeded the end-of-project targets of 255 and 192 classrooms built at the primary and lower secondary levels, respectively. This corresponded to an increase over the target by 25 percent at the primary level and 10 percent at the lower secondary level, respectively. These targets were, in part, exceeded due to: (i) exchange rate gains from US\$1 = FCFA 500 during appraisal to US\$1 = FCFA 580 during the



first restructuring; and (ii) the Government's decision to waive taxes on construction which allowed for savings in the amount of FCFA 941 million (or US\$1,622,413.80 with an exchange rate of US\$1 = FCFA 580).

ii. During the second restructuring in May 2017, it was decided that the project would finance the construction of additional classrooms. To ensure planned construction targets were achieved, school construction was managed by two delegated contract management agencies that had been effective in this role under the previous EFA-FTI project – *Agence d'exécution des travaux urbains* (AGETUR) and *Agence d'exécution de travaux intérêt public* (AGETIP). These agencies were responsible for recruiting local firms and supervising the work, conducting technical studies, adapting plans, etc. Although targets were exceeded, the work was not completed according to the original timeline given the MOE's initial delays in selecting those schools to receive additional classrooms as well as delays in contracting. There were also delays in providing payments for construction, which created additional lags in carrying out civil works activities under the project. A technical audit indicated that technical studies were of satisfactory quality, with good supervision structures in place; however, the quality of construction, while good, could have been improved.

iii. The objective of improved access was also supported through school feeding interventions. By the end of the project, 318,245 primary students received at least one meal per day in the deprived districts, exceeding the revised endline target (during the September 2015 restructuring) of 270,000 by 18 percent. The project was able to cover the cost of providing school meals to additional students as a result of cost savings described above. Based on successful implementation of this intervention under the EFA-FTI project, school feeding was administered by an existing, informal system of *mamans* (mothers) who prepared and served lunchtime meals, using NGOs as a supervising entity. FCFA 150 was allocated for each student with the *maman* cooking for two weeks and providing receipts for reimbursement. The *mamans* were also trained on school hygiene and the basics of running a school canteen.

iv. While the related indicator targets were exceeded, some challenges were encountered during implementation including substantial delays in signing contracts during each year of the project resulting in delayed provision of meals schools. In addition, schools did not have guidelines for portioning (i.e., nutrition and calories to be provided with each meal), although the quality of meals were monitored by school committee comprising of one teacher, students and community representatives. Despite these challenges, the beneficiary survey at the end of the project found that 95 percent of parents sampled were satisfied or very satisfied with the school canteen intervention. In the 2014/15 academic year, fraudulent practices involving the Head of the Inspectorate and the District Tax Officer of Malanville (one of the 25 project districts) with the complicity of school directors in the district were uncovered with regard to the administration of the school canteens. The total amount of funds that were misused was FCFA 29 million (US\$51,800). The Government and the project implementation team took swift measures to address this by reporting it in a timely manner, dismissing the involved authorities from their posts, and reimbursing in full the amount misused. The Bank task team reported this issue to INT who reviewed the evidence and determined that the claim required "No Further Action" as all relevant steps had been taken to rectify this issue. The Bank task team also requested an audit of a representative sample of schools in the targeted districts to oversee the use of funds transferred for all activities. In 2016/17, another case of misuse of funds with regards to school canteens was documented. The amount of funds which were considered misused



amounted to FCFA 51.3 million (US\$87,080). The Government reimbursed the project in full, and the INT report indicated that this was also appropriately handled and that no further action was needed.

- v. To increase equitable access to schooling, the project also financed the provision of 323,455 school kits to girls in grades 1 and 2 in deprived districts, exceeding the target of 265,000 by 22 percent. In addition, 15,940 kits were distributed to flooded districts at the request of the Government. The kits included notebooks, didactic materials excluding textbooks, as well as a school backpack and a school uniform. Although it was envisaged that this activity would be discontinued following the 2016/17 academic year, cost savings enabled 71,500 more students to benefit in 2017/18, the final year of the project. The provision of kits was advertised on community radio stations with a staff person at the PIU in charge of facilitating awareness raising related to the kits. Recognizing some challenges related to the quality and procurement of kits in 2014/15, the Government and the project implementation team took proactive measures to ensure better monitoring of this activity. First, the General Inspectorate of Finance in collaboration with the MOE conducted an audit in a representative sample of schools in all 25 districts to ensure that the kits conformed to standards and complied with procurement procedures. In addition, a new approach was adopted for distributing school kits where in the Program Monitoring Unit (*Unité d'Appui Technique et de Suivi – UATS*) was responsible for their distribution with oversight by the Minister's Cabinet. Instead of kits being provided at the local level, an open bidding process was used whereby schools were divided into geographic zones. The quality of schoolbags was also upgraded. Despite these changes, school kits were delivered with some delay; but, according to the beneficiary survey, 89 percent of parents sampled (parents of children who had received school kits) reported being satisfied or very satisfied with the school kits.
- vi. Notwithstanding these achievements, at the PDO-level, the access indicators' targets were not met.
- *GER in lower secondary school in the deprived districts (total and girls):* While the revised endline targets (introduced under the September 2015 restructuring) for this indicator was 48.5 percent and 37.5 percent for total and girls, respectively, in 2017/18, the total GER in the deprived districts was 35.6 percent while for girls this figure was 29.4 percent. This can be explained by more rigorous enforcement of secondary school admission by the new administration in 2016, resulting in a decline in examination results in the terminal primary exam (*Certificat d'Etudes Primaires*). Hence, in both 2016/17 and 2017/18, the GER at the lower secondary level for targeted districts declined substantially.
  - *PCR in targeted districts (total and girls):* This indicator's target was also not achieved. The upward revised endline targets (after the September 2015 restructuring) for the PCR in targeted districts was 56.5 percent total and 52.5 percent for girls. At the endline, 2017/18 data indicated that this target was not met with the total primary education completion rate at 42.1 percent and for girls at 38.7 percent. It is important to highlight that these declines were also reflected at the national level, where, despite improvements from 2012/13 to 2015/16, these rates began declining in 2016/17: at the national level, the total PCR decreased from 76.8 percent in 2012/13 to 67.5 percent in 2017/18.
  - *GPIR in deprived districts (total and girls):* The targets for this indicator of 117 percent total and 114 percent for girls was also not met: in 2017/18 the total GPIR was 104.3 percent and for girls it was 104.4 percent. These declines mirror the declines in the GPIR at the national level which decreased from 142.7 percent in 2012/13 to 137.7 percent in 2017/18. Nevertheless, the gap in the GPIR





between the deprived districts and the average national total has also increased over the baseline indicating that, despite project interventions, equity in access remains a challenge.

35. **The second objective of improving the quality of classroom instruction at the basic education level in the deprived districts was substantially achieved as evidenced by achievement of all PDO-level indicators' targets. As such, the level of achievement of the second objective is rated Substantial.** In addition, all IRI's targets linked to this objective were achieved.

i. The project financed in-service teacher training for 10,699 primary level teachers in the deprived districts, pre-service teacher training for 9,735 teachers at the lower secondary level, and in-service teacher training for 1,744 newly recruited lower secondary teachers.

- *At the primary level:* The project exceeded the endline target of 10,500 teachers trained by 2 percent. In-service training sessions were held seven times throughout the project life. The first in-service teacher training was delayed due to what was identified as the low quality of training materials which did not target the needs of the teachers. However, once high-quality training materials (from the Francophone Initiative for Distance Learning for Teachers) were identified and acquired, trainings were better aligned with teachers' needs. Trainings were further strengthened when the new administration took over and a different agency under the Ministry was assigned responsibility for overseeing this intervention. Teachers were evaluated in 2017 in subject matter expertise, particularly in linguistic skills (grammar, conjugation, spelling and vocabulary) in the 25 deprived districts. The evaluation found that only 33 percent of teachers who participated had a score of at least 50 percent, and nearly 30 percent of teachers had a score below 30 percent. The administration used these results to adjust the project—reallocating more funding toward this sub-component and reconfiguring trainings to better target teachers' needs. Teachers were categorized according to their performance, strengths, weaknesses, and language abilities and trainings covered a range of different areas including: content knowledge, evaluating student learning, managing classroom time to maximize instruction, teaching multi-grade and large and heterogeneous classes, and Mathematics and French language instruction/tools.
- *At the lower secondary level:* Pre-service trainings were held during vacation periods for contract teachers that were already teaching in schools. The duration of the training varied between one and four years depending on the background and qualifications of the teacher(s). Trainings were administered under the supervision of the public universities of Benin. Modules were developed by those who were considered experts in the subject areas and delivered to contract teachers. Newly recruited instructors for pre-service teacher training were trained in the use of the curriculum and teachers' guides, lesson planning, leading group discussions, and classroom management. In the poorest performing schools, two-week intensive mentoring and feedback support was also provided through pedagogic advisors. During the ICR mission, education stakeholders indicated that they found this training to be of a high quality. By the end of the project, 63.3 percent of the teachers who were trained at the lower secondary level under the project had graduated and were qualified to teach secondary school. In addition to training teachers, at the lower secondary level, the project also financed the training of 387 educational advisers, 73 inspectors, and 1,320 management teams of lower secondary schools (Directors, Censors and Superintendents).



ii. The project also financed the purchase of teaching and learning materials in primary schools through school grants in 2014/15 and provided and distributed G1 and G2 grammar books, delivering 26,000 grammar books – surpassing the target of 21,000 by 24 percent.

- *School grants:* The indicator measuring the percentage of primary schools in the deprived districts having purchased the required learning materials at least one month after the beginning of the 2014/15 academic year was dropped from the Results Framework as it was only relevant to the first year of the project. The school grants during the year they were provided were used by the schools to cover the cost of those learning materials needed by each specific school. The purchase of teaching and learning materials with the school grants, however, was delayed as schools were required to use community procurement procedures which were not well understood by the schools. By the end of the 2014/15 academic year, all primary schools in the 25 deprived districts (2,008 schools in total) had used the grants to purchase appropriate materials.
- *Grammar books:* In order to strengthen the trainings under the project, the distribution of two grammar books to all primary teachers in targeted districts was added as an activity under the first restructuring in September 2015. The provision of these books aimed to further reinforce what the teachers had learned during the training. The project team was proactive in ensuring that this activity was reflected in the Results Framework, and the end-of-project targets was surpassed by 24 percent. The grammar books were distributed in early 2017 and were accompanied with a study schedule to guide teachers on how to use the grammar books.

iii. As a result of these trainings and school materials, there were improvements in teaching practices at the primary level. The endline target for the PDO-level indicator on percentage of teachers rated satisfactory each year by INFRE and an external agency survey of classroom observations in the deprived districts was 55 percent, and this was surpassed by 4.4 percentage points reaching 59.4 percent under the project. This indicator was measured three times during the course of the project.<sup>10</sup> In addition, the target of the IRI on the percentage of public teachers meeting the standards based on inspection and classroom visits each year at the primary level using the l’Outil de Supervision et d’Encadrement Pédagogique (OSEP) tool was also exceeded, reaching 75.8 percent, surpassing the endline target of 70 percent by 5.8 percentage points. This tool assessed teachers’ content knowledge and classroom management. Three rounds of classroom observations were conducted using the OSEP tool throughout the course of the project.<sup>11</sup>

**36. The project also financed activities to improve sector management and governance, which contributed to strengthened data systems, research and human capacity.**

i. To strengthen data systems, the project financed activities to strengthen the EMIS as well as Benin’s participation in the CONFEMEN Programme for the Analysis of Education Systems (PASEC), a regional assessment. The project also financed research on the causes of student drop out in primary schools.

- *Strengthening EMIS:* The project established a data center within the Ministry of Basic Education and installed software for personnel management and the management of statistical data. However, there were delays in procurement as a result of an initial conflict of interest with regard to recruiting the service

<sup>10</sup> Reporting at endline averages all three results.

<sup>11</sup> Ibid.





provider to develop the software, resulting in the bidding process being relaunched. This was reported to INT. Consequently, the system was not established until nearly the end of the project, and the Ministry had to make a strategic decision to determine what was feasible given the remaining time period. The Government decided to test the software in one sub-sector (basic education) instead of rolling out a full EMIS as envisioned and reallocated financing from this component to finance teacher training. Relevant personnel within the Ministry were trained, and despite the delays, the first phase of the establishment of the EMIS was completed. Due to time constraints, the EMIS was not installed in the regions and districts, and as a result, the target of the corresponding IRI – EMIS is in place at the central Ministry of Preschool and Primary Education (*Ministère de l'Éducation Maternelle et Primaire* – MEMP) and its regional directorates and generating data in August for preschools and primary education – was not fully achieved. The project also provided support to the statistical divisions to improve data collection and processing in order to reduce the delay in the production of annual statistical yearbooks; however, the change in administration in 2016 dismantled the EMIS at the regional level.

- *Learning assessment:* The project also funded Benin's participation in a learning assessment at the primary level, which was measured by a PDO-level indicator. The target of this indicator was achieved when Benin participated in the PASEC 2014, a regional assessment that was designed to assess student abilities in mathematics and reading in French which was rolled out to the entire country. A PASEC committee was set up in the Ministry, that worked under the supervision of PASEC experts. The PASEC 2014 was designed to be internationally comparable and was administered to ten Francophone West African countries.<sup>12</sup> Both national and international reports for this examination were completed, and the national report also incorporated Service Delivery Indicators. The results from this report indicated that student scores at beginning of primary school are the second last in language and mathematics among ten countries evaluated; however, at the end of primary school, Benin ranks third in language scores and fourth in mathematics scores. This suggests that the Beninese education system is better able to fill the gaps in knowledge than other countries evaluated. Within Benin, performance in urban areas is substantially better than performance in rural areas. These reports, along with the teacher evaluations in the deprived districts, were used to directly inform the project and led to the reallocation of increased funding toward teacher training. The Government plans to continue using this assessment to measure learning outcomes and has already paid to participate in PASEC 2019.

ii. To strengthen capacity, additional trainings and performance-based contracts were administered under the project.

- *Trainings at the central level:* 460 officers of the ministries and deprived districts were trained, exceeding the endline target (revised upward in September 2015) of 350 by 31 percent. Trainings were provided in the following areas, among others: Excel, leadership and team management, archives and electronic records management, personnel management, project planning, budgeting and annual work planning, monitoring and evaluation, and procurement training. A one-year training in statistical disciplines for 15 officers of the Ministry of Education was also completed.
- *Trainings at the decentralized level:* Capacity development activities included training sessions for school headmasters and heads of Parent Teacher Associations in the targeted school districts to build their skills

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<sup>12</sup> The ten countries were: Cameroon, Burundi, Republic of Congo, Cote d'Ivoire, Senegal, Chad, Togo, Benin, Burkina Faso and Niger.



in school-based participatory management and in sharing student results. The training also supported the adoption and use of social accountability mechanisms such as posting school learning results and school budgets so that the community would be aware of learning outcomes and budget decisions at the school-level. The target of this indicator measuring the percentage of schools in deprived districts communicating student results and budgets to the community through community quarterly briefing meetings was not achieved, however, as the survey instrument that was intended to measure this indicator could not be used as it was deemed unreliable.<sup>13</sup>

- *Performance-based contracts:* The project instituted a system of school support and monitoring through performance-based contracts, which included pedagogical support to teachers through remediation training sessions organized by inspectors / pedagogical advisors and inspections and class visits. School inspectors developed an action plan for the year which was approved by their supervisor; they received funding – most of which went toward remedial training for teachers and transportation for inspectors and education advisers – to carry out activities within the action plans.

**37. At the PDO-level, one indicator was linked to both project objectives – the number of direct project beneficiaries. By project closing, this indicator’s target was surpassed by 25 percent.** Compared to an endline target of 533,000 direct project beneficiaries, the project had 667,993 direct beneficiaries, 51 percent of whom were female.

### Justification of Overall Efficacy Rating

**38. The project met or exceeded the targets of four out of seven PDO-level indicators.**<sup>14</sup> The PDO-level indicators’ targets that were not achieved were those that relied on EMIS data and were indicators linked to the objective of improved equitable access; targets of all indicators that were linked to the objective of improved quality were met or exceeded. As mentioned above, the level of achievement for objective 1: Improving Equitable Access is rated Modest and the level of achievement for objective 2: Improving quality of classroom instruction at the basic level in deprived districts is rated Substantial. In the first few years of the project, progress was made on each of the PDO-level indicators that were linked to improving access, but in the last two years, the positive trends which had been observed up until that point did not continue and were reversed. This downward trend was observed both in the deprived districts and at the national level. The project’s inability to meet the target of one of the PDO-level indicators – GER in targeted districts at the lower secondary level – can be explained by contextual factors through more rigorous enforcement of secondary school admission by the new administration in 2016, resulting in a decline in examination results in the terminal primary exam (*Certificat d’Etudes Primaires*). While the other rates measured by PDO-level indicators – PCR and GPIR in targeted districts – declined both at the national level and in deprived districts, this downward trend cannot be fully explained. The ICR team worked closely with the Government to understand the factors driving this observed trend. Although no conclusive determination was made, one potential explanation is that the raw data itself was problematic for the last two years of

<sup>13</sup> It was deemed not reliable as it asked Heads whether or not they had completed these actions, without triangulating with community members.

<sup>14</sup> Note that several indicators in the Results Framework were disaggregated by gender and had different targets for ‘total’ and ‘female’; these are not considered separate indicators. None of the access level indicators that were disaggregated were met. In addition, at the PDO level, the ‘system for learning assessment at the primary level’ is considered a separate indicator from the ‘utility of the learning assessment system’.



the project as substantial drops were observed in enrollment figures. Although the ICR team worked closely with the task team and the Government to determine the factors driving these declines – none could be conclusively identified.

39. **At the intermediate level, eight out of 11 IRIs' targets were exceeded, while three indicators' targets remained unmet.**<sup>15</sup> The majority of IRIs' targets were exceeded, often substantially so. Of particular note, compared to endline targets: (i) 31 percent more officers of the ministries and deprived districts were trained; (ii) 25 percent more classrooms were built at the primary level; (iii) 24 percent more grammar books were distributed; (iv) 22 percent more girls received school packages; and (v) 18 percent more students received at least one meal per day. One of the indicators' targets that remained unmet relied on EMIS data for reporting and was moved from a PDO-level indicator to an IRI.<sup>16</sup> In addition, the EMIS set-up at the regional directorate level remained unmet due to delays to avoid a conflict of interest in bidding; the final unmet indicator measuring the communication of student results to the community was not measured due to the unreliability of the survey.

40. At endline, the targets of 57 percent of PDO-level indicators were achieved (and all those that remained unmet relied on EMIS), while at the intermediate level, 73 percent of indicators' targets were exceeded. While the efficacy rating for the first objective is rated *Modest*, and for the second objective is rated *Substantial*, on balance, the ICR team rated overall efficacy as **Modest** for the following reasons: (i) in terms of equitable access, at the PDO-level, none of the targets were achieved and the deprived districts performed worse than the national level; (ii) although the project was extended for 22 months in total, targets of PDO-level indicators linked to access remained unmet; and (iii) the targets of three indicators at the IRI level were unmet. Notwithstanding these shortcomings, substantial achievements were observed under the project, particularly with regards to its overall outputs as well as the outcomes achieved related to the project's second objective.

### C. EFFICIENCY<sup>17</sup>

#### Assessment of Efficiency and Rating

41. **By the end of the project, 99 percent of the project budget was expended.**<sup>18</sup> Disbursement trends reflected implementation realities increasing rapidly in the latter half of 2015 due to project restructuring, and then rapidly declining in the first half of 2016 due to changes in administration. Substantial cost savings were made due to exchange rate fluctuations, enabling 16 percent more funding – in FCFA – to be made available to the project. When looking at the budget by component, the project exceeded the reallocation in the second restructuring for Component 1 with a budget execution rate of 123 percent, while these rates for Components 2 and 3 were 93.5 percent and 83.7 percent, respectively. The cost overruns for Component 1 can be explained by the Government's decision to invest more in teacher training after poor PASEC 2014 and teacher evaluation results, while underspending in Component 2 is justified by substantial cost savings owing to the Government's decision to waive taxes on construction. As for Component 3, due to delays in the set-up of EMIS, this activity could not be completed as planned and hence funding was reallocated away from this component.

<sup>15</sup> As at the PDO level, indicators that had two targets for 'total' and 'girls' were counted as one indicator. The only indicator that this affects at the intermediate level is the 'gap in Gross Primary Intake Rate between the deprived districts and average national level'.

<sup>16</sup> This was the 'gap in Gross Primary Intake Rate between the deprived districts and average national level (total and girls)'.

<sup>17</sup> Ideally the efficiency analysis would capture net present values, but project data was not available to conduct this analysis.

<sup>18</sup> Note that this figure may diverge from what is reported in Client Connection or other sources given differences in the exchange rate when converting from FCFA to USD.



42. **However, there were substantial delays in the implementation of various project components and misuse of funds with regard to school feeding resulting in implementation inefficiencies.** Financial management, procurement, technical and administrative delays resulted in project implementation not occurring within the intended timeframe. Among others, substantial delays were recorded with regard to the timeframe between project approval and effectiveness, disbursement of school kits, school grants, and school construction. As a result of these delays, the project was extended twice. The misuse of project funds with regard to school feeding also resulted in delays in its implementation.

43. **Unit costs for construction elements of the project were usually lower than cost comparators, demonstrating high cost effectiveness – though some of these efficiency gains can be explained by exogenous factors such as exchange rate gains and the Government’s decision to waive taxes.** Unit costs for new classrooms at the primary and lower secondary levels were less than 85 percent of the budgeted cost, while for latrines they were between 87 percent and 92 percent of budgeted costs. At the primary level, unit costs were lower than cost comparators, while at the lower secondary level, unit costs were higher. Unit costs for school kits were US\$8, while the per child unit cost for school feeding was below the average of low-income countries but approximately the same as previous school feeding estimates in Benin.

44. **Substantial short-term benefits were recorded in terms of improved quality of education, while the literature has demonstrated long-term benefits in terms of future earnings, health outcomes, and intergenerational effects.** The project recorded improvements in teaching practices through surpassing targets in terms of the percentage of teachers rated satisfactory and the percentage of teachers meeting standards, while also substantially building capacity of teachers at both the primary and lower secondary levels. In addition, when the same ‘deprived district’ criteria were reapplied to Benin, nine of the 25 original project districts moved out of deprived status at the primary level, while 16 of the original 23 project districts moved out of deprived status at the lower secondary level. The project may also have long-term impacts in terms of future earnings, health outcomes (reduced fertility and child mortality), and intergenerational benefits. However, while project activities translated into substantial achievements for the majority of indicators’ targets at the intermediate level, this was not reflected at the PDO-level for indicators linked to access. Eight of the 11 intermediate result indicators exceeded targets – often substantially by over 20 percent – but at the PDO level, access-related indicators’ targets remained unmet.

45. **Sustainability of many of the results achieved under the project will depend on continued investment, some of which will be provided by the pooled financing and the new GPE-financed project.** The institutionalization of targeting interventions in ‘deprived districts’ is already being continued as evidenced by the recategorization of districts using clear criteria. Many other investments are expected to continue to benefit future cohorts of students such as teacher training and provision of teaching and learning materials. However, other interventions will require continued investment, especially for school feeding, school kits, and school grants. Some of this is supported by the pooled funding mechanism and the new US\$19.4 million GPE-financed project, which will continue to provide pre- and in-service training to basic education teachers and provide school packages to girls in the regions of Alibori and Borgou (regions where 11 out of 20 districts have PCRs below 50 percent) as well as the extension of EMIS to the secondary sub-sector and the regional level and capacity building of Government personnel to operate this revamped EMIS. In addition, the Government has already paid to participate in PASEC 2019, and the new GPE-financed project will also finance a national assessment in 2022.



46. In sum, the project was highly efficient in exceeding the majority of results at the intermediate level at a lower than expected cost. Part of this can be explained by exchange rate gains and the Government's decision to waive taxes on construction, which in effect provided additional resources to fund project activities. The project was also relatively more efficient than its budget for construction activities, and short- and long-term benefits were recorded in terms of improved quality. Project disbursement was relatively smooth, and the institutionalization of the 'deprived districts' categorization, as well as the continued financing of some of the project interventions through the pooled fund mechanism and the new GPE-financed project will ensure continued sustainability. However, despite these achievements, the project recorded substantial delays resulting in two extensions, and misuse of funds with regard to school feeding interventions; this meant the project was unable to be rolled out within the intended timeframe. In addition, the project was unable to translate access achievements at the intermediate level to outcomes – despite a 22-month extension in timeframe – and none of the PDO-level targets linked to access were achieved. In light of the above – as summarized above and detailed in Annex 4 – the efficiency of the project is rated **Modest**.

#### D. JUSTIFICATION OF OVERALL OUTCOME RATING

47. **The project was highly relevant at appraisal and continues to remain so today.** In a context of expanded access, poor retention and poor quality, the project provided necessary inputs to address these challenges. In addition, the project was well-aligned with country priorities and the CPF FY13-17. At project closure, the PDO continued to remain highly relevant to key priorities embedded within Benin's Education Sector Plan 2018-2030 and the CPF FY19-23, particularly with regards to developing human capital through improving access and educational outcomes in an equitable manner.

48. **The project is rated Modest in terms of its efficacy, having met 4 out of 7 PDO-level indicators' targets, and 8 out of 11 IRIs' targets.** While progress was made at both the intermediate and outcome levels in terms of quality, and all the IRIs' targets linked to access were exceeded, this could not be translated into meeting endline targets for access at the PDO-level despite a 22-month timeline extension. At the intermediate level, eight indicators exceeded their targets – often substantially – with, among others, 31 percent more officers trained, 25 percent more classrooms built at the primary level, 10 percent more classrooms built at the lower secondary level, 18 percent more students receiving at least one meal per day, 24 percent more grammar books distributed, and 22 percent more girls receiving school kits. The project substantially met its objective of improving the quality of classroom instruction, with 59.4 percent of teachers rated satisfactory (compared to a target of 55 percent). However, in terms of access at the PDO-level, targets for the GER at the lower secondary level, PCR, and GPIR remained unmet and performed worse than the national level.

49. **Despite some of the efficiency gains summarized above and detailed in Annex 4, efficiency of implementation is rated Modest.** The project recorded unit costs for construction that were lower than planned, as well as cost savings that resulted in many of the targets at the intermediate level being exceeded. In addition, many of the project interventions – including the EMIS set-up, teacher training, and school feeding – are expected to be continued by the pooled funding mechanism and the new GPE-financed project. Furthermore, the Government intends to continue participating in regional and national assessments having already committed to PASEC 2019, and the 'deprived district' classification has now become entrenched ensuring interventions are targeted. However, the project recorded substantial delays and misuse of funds with regard to school feeding resulting in inefficiencies.



**50. In light of the ratings for Relevance of Objectives (High), Efficacy (Modest), and Efficiency (Modest), the overall outcome rating for the project is Moderately Unsatisfactory.**

#### **E. OTHER OUTCOMES AND IMPACTS (IF ANY)**

##### **Gender**

51. The project disaggregated several indicators by gender as part of the Results Framework: number of direct project beneficiaries, GER in lower secondary schools, PCR, GPIR, gap in GPIR between deprived districts and the average national level, and the number of girls in grades 1 and 2 receiving school packages. Overall, 51 percent of the 667,993 project beneficiaries under the project were female. Under Component 2, a specific intervention to increase the enrolment of girls in primary school was rolled out through which primary school packages were provided for girls in grades 1 and 2 in the deprived districts under the project, which aimed at increasing access and retention for girls by lowering the costs for families. In addition, 323,455 girls in grades 1 and 2 received school kits which included school supplies (notebooks, other didactic materials excluding textbooks and a school backpack) and school uniforms.

##### **Institutional Strengthening**

52. The project emphasized capacity-building in several forms. In-service teacher training at the primary level was funded by the project, as well as pre- and in-service teacher training at the lower secondary level, enabling 63.3 percent of the teachers at this level to have graduated and, therefore, be qualified to teach at the secondary level. In addition to training teachers, at the lower secondary level, the project also financed training of 387 educational advisers, 73 inspectors, 1,320 management teams of lower secondary schools (Directors, Censors and Superintendents). Furthermore, the project financed capacity building of 460 officers within the Ministry and deprived districts in a range of areas including administration, leadership, team management, procurement, project planning, personnel management, monitoring and evaluation and budgeting. The project also provided a one-year long training in statistical disciplines to 15 Ministry staff. In addition to capacity building, the project also financed the first phase of a revamped EMIS that will be further developed in the new GPE-financed project, and also strengthened the capacity of the Ministry to administer a national learning assessment.

##### **Mobilizing Private Sector Financing**

N/A

##### **Poverty Reduction and Shared Prosperity**

53. While specific data are not available to assess the impact of the project on poverty reduction, it can be ascertained that interventions to increase access to education had a positive impact on those that were enrolled. The most recent returns to education estimates from 2015 indicate that an additional year of schooling increases wages by 11 percent. In addition, relative to those who have never gone to school, completion of primary education increases wages by 94 percent and secondary education by 127 percent. Moreover, given that nine of the 25 deprived districts at the primary level and 16 of the 25 districts at the lower secondary level moved out of educationally 'deprived' status, this may reflect corresponding impacts on poverty reduction. The project also financed 15,940 kits that were distributed to flooded districts on the request of the Government, thereby providing some degree of a safety net from this external shock.





## Other Unintended Outcomes and Impacts

54. The 'deprived district' criteria developed under the project was further mainstreamed by the Government by continuing to use transparent criteria to target interventions to those districts that are most in need. The Government recategorized districts using the criteria in 2015 for its Education Sector Plan.

## III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

### A. KEY FACTORS DURING PREPARATION

55. **The project had clearly stated objectives with logical links to project components and activities and responded to sector priorities.** The project was well aligned with the CPF FY13-17 and the PDDSE, and responded to the key sector challenges including overcrowding, poor retention and poor education quality. In addition, the project's design was structured logically among three complementary components with investment in infrastructure and goods combined with capacity-building. The results chain linking project inputs to outputs and outcomes was coherent, and this was well reflected in the Theory of Change and the Results Framework.

56. **The project also used existing structures that were familiar to all stakeholders.** The project built upon existing successes by continuing many of the efforts conceived under the EFA-FTI project which was largely successful in meeting/exceeding most of its PDO-level indicators' targets. Successful operations that were expanded upon from the EFA-FTI project included: (i) strengthening district inspectorates, school management and information systems in order to increase accountability to achieve results; (ii) providing direct support to schools for the acquisition of learning materials; and (iii) supporting community-run school canteens. The project also used delegated contract management agencies that had a track record of success – AGETIP and AGETUR – to ensure successful management of construction activities. In addition, the project continued the use of a pooled funding mechanism that was instituted as part of the EFA-FTI project.

57. **Financial management (FM) arrangements using national systems.** In its institutional arrangements, the project was designed to follow the Government's existing public FM systems for budgeting, accounting, disbursement and flow of funds. These arrangements were sound, based on an FM assessment—carried out in accordance with the World Bank Financial Management Practices Manual—which determined that FM arrangements were adequate to provide accurate and timely information on the status of the project as required by the Bank. The assessment rated fiduciary risk as moderate, following the implementation of risk mitigation measures identified during preparation. By building on existing structures, this design promoted greater Government ownership over the project, and helped ensure the sustainability of the FM arrangements.

58. **Readiness for implementation.** As previously noted, project implementation began after a nine-month delay as compared to the expected timing reducing its initial, pre-restructuring implementation period to two years and three months instead of three years. There were two main reasons for this delay: (i) a lengthy project preparation period taking into account Bank and GPE approval procedures; and (ii) a delay in completing the recruitment of UATS staff, a pre-condition to the project's negotiations (due to recruitment processes that had to be re-launched). Combined with the



delays in construction activities and in the establishment of the EMIS, the delay in readiness for implementation affected the project's implementation schedule as a whole.

## B. KEY FACTORS DURING IMPLEMENTATION

**59. Government turnover about two years into project implementation reshuffled project implementation responsibilities and had a mixed effect with some interventions that were slowed and others that were more efficient.** In April 2016, following the conclusion of the term of President Yayi and peaceful elections, a new president, Patrice Talon, took office. The restructuring of the education ministries followed policy changes in the sector. This restructuring implied the reorganizing, renaming, eliminating and/or consolidating of certain ministry directorates, and in some cases, resulted in the reshuffling of the lead directorates responsible for some of the project's activities. For instance, the lead implementing entity for the in-service teacher training component was re-assigned from the primary education directorate (*Direction de l'Education Primaire – DEP*) of the MEMP to the National Institute for Training and Research in Education (*Institut National pour la Formation et la Recherche en Education – INFRE*); and the Girls' Schooling Directorate (*Direction de la Scolarisation des Filles*), responsible for the sub-component on the packages to promote girls' schooling, was eliminated, and the department of the primary education ministry responsible for integrative education (*Service de l'Education Intégrée*) became responsible for this sub-component. In addition, the statistical divisions of the regional education directorates were eliminated, rendering data collection more difficult. The turnover in staff at multiple levels meant that new staff had to gain an understanding of the project as well as its institutional arrangements and procedures, which in some cases required sensitization and training. The MEMP's planning department, for example, noted that the Ministry's procurement assistants and accountants, post-Government turnover, were not fully familiar with the project's procurement procedures, which contributed to implementation delays.

**60. The reshuffling in some cases led to the revitalization of certain project activities as new, energized staff took over the reins for implementation of sub-components.** In particular, following the reshuffling, the newly created National Institute for the Engineering of Training and Capacity Building of Trainers (*Institut National d'Ingénierie de Formation et de Renforcement des Capacités des Formateurs – INIFRCF*) was responsible for implementation of the pre-service teacher training. In the span of a year and a half, it conducted a survey to identify training content needs, developed, tested and validated new teacher training modules which were provided to trained teachers, and successfully provided the pre-service training to teachers. The turnover, therefore, had a mixed effect on the project, furthering the achievement of some of its objectives while slowing the achievement of others.

**61. Cost savings resulting from exchange rate gains and waiving of taxes on construction allowed for the implementation of additional activities, allowing the project to exceed many targets of indicators in the Results Framework, often substantially.** During appraisal, US\$1 = FCFA 500, but by the time of the first restructuring, exchange rate gains were realized whereby US\$1 = FCFA 580. In addition, the Government's decision to waive taxes on construction allowed for savings to be incurred in the amount of FCFA 941 million. The cost savings over the life of the project allowed for the scaling up of selected existing project activities, and the introduction of new activities aiding in the achievement of the PDO:

- First, under the component contributing to the improvement of the quality of basic education classroom instruction, the cost savings allowed for additional pre- and in-service training sessions to be financed as follows:





training of 1,320 management teams of lower secondary schools in how to better evaluate student learning and manage classroom time to maximize instruction; in-service training to strengthen the capacity of 10,700 primary teachers in academic/content knowledge (which exceeded the baseline of 9,000 teachers during project appraisal due to the inclusion of private school teachers); and pre-service training to 1,744 newly recruited secondary teachers. In addition, the distribution of two grammar books to all teachers in the deprived districts, as planned under the September 2015 restructuring, combined with training of teachers on French language tools (such as grammar and conjugation), served to improve teaching conditions, enable teachers to be more effective in the classroom, and increased the relevance and likelihood of effective use of the grammar books. All in all, these additions are likely to have contributed to improvements in the quality of instruction.

- Second, under the component contributing to improved access and equity, cost savings financed construction of an additional 83 classrooms (63 primary school classrooms, and 20 lower secondary classrooms). School feeding activities also reached more students – about 58,000 more students benefited from one meal per day for an additional school year (2017/18) compared to the endline targets, contributing to the project’s achievements in access and retention. Finally, the distribution of an additional 71,500 school kits during the final year of the project (while this sub-component was initially intended to end after the third year of the project) also contributed to the schooling of more girls than originally planned. Overall, the increase in project scope from the cost savings allowed the operation to reach more beneficiaries and maximize its impact.

**62. The project was highly effective in coordinating all 16 active donors within the sector.** The pooled funding mechanism – which consolidated funds from two other donors, ensured that donor interests were aligned. In addition, the project built upon the strong donor coordination from the previous EFA-FTI project, and there was strong donor involvement during implementation support missions to discuss issues in basic education. Finally, during each of the monthly donor meetings, discussions took place on the project’s progress. In particular, after each supervision mission, the main findings – including challenges and achievements – were discussed during the meetings.

**63. Due to some FM implementation inefficiencies and a high work load of Government’s FM staff, disbursement and payment arrangements were a source of implementation delays.** The delays were due to the General Directorate of Treasury and Public Accounts, which had to await the monthly reconciliation of accounts and availability of funds prior to undertaking payments. In addition, during the ICR mission, project FM staff noted that a factor in the delays was a hesitation by risk-averse FM staff to making payments directly from the designated account at the Central Bank, even for eligible activities, for fear of making a mistake while using the procedure with fewer administrative controls. The result was that, in the case of contracts which called for making tranches of payments, in which the payment of one tranche was necessary to advance to subsequent phases of implementation—such as the school construction managed by the delegated contract management agencies—activities were at times delayed, due to an interruption in the flow of funds needed to advance with the services. This contributed to delays in activities such as school construction, and to adverse impacts such as service providers (i.e., school feeding *mamans*) feeling compelled to finance activities with their own funds in order not to interrupt service provision.

**64. In addition, procurement, administrative and technical delays also contributed to implementation bottlenecks.** Implementation delays affected several key project sub-components over the project’s lifetime, for a range of reasons from administrative and procurement bottlenecks, to re-launching of procurement procedures to ensuring the integrity of the processes, to delays in producing terms of reference or finalizing sound technical aspects of activities. General



procurement-related delays were caused or exacerbated by: challenges in Government directorates producing or revising technical documents (such as Terms of Reference of activities) in a timely manner; delays in obtaining Government staff participation in bidding evaluations and related processes; and delays in the signature of contracts by ministry counterparts, including notably the Ministry of Finance. These delays affected various aspects of the project including the procurement process, provision of school kits, school construction, school canteen services, establishment of the EMIS, performance-based contracts with DEOs, school grants, and teacher training.

**65. Although there were cases of fraudulent activity as described earlier with regard to school feeding, these were handled thoroughly and efficiently.** In 2014/15 and again in 2016/17, insufficient monitoring and internal controls resulted in fraudulent activity with regard to the school canteens. In the first instance, the Government reimbursed the Bank the equivalent of US\$51,800 and the fiduciary risk in ISR 5 was upgraded to High as a result. In the second case, the Government reimbursed the Bank US\$87,080. In both instances, the Government dismissed the involved authorities from their post. These instances were reported to INT who closed the claims after determining they had been appropriately handled.

**66. Despite these challenges, the project team was responsive to the situation on the ground.** Due to the delay in project effectiveness which reduced the project's implementation time period to two years and three months, the team was proactive in extending the closing date of the project early on. During this restructuring in September 2015, project indicators and targets were also revised to better reflect implementation realities. In addition, the project used results from teacher evaluations and PASEC 2014 to adjust the teacher training strategy and ensure it was more targeted to teachers' strengths and weaknesses. When the quality of teacher training materials developed under the project was deemed not good enough, the project used existing, high quality training modules. Furthermore, when school kits were deemed to be of low quality and had procurement delays, the Government and supervision team conducted an audit of the kits and changed the procurement procedures and oversight, ensuring that an open bidding process was used and schools were divided into geographical zones. This ensured appropriate competition and quality control. The project also ensured that a conflict of interest in the bidding process of the software to be procured for the implementation of the first phase of EMIS was rectified by appropriately reporting it to INT. During the ICR mission, education stakeholders commented that they believed that the project team was responsive in addressing challenges on the ground.

**67. As a result, the project met or exceeded 12 of the 18 indicators' targets in the Results Framework.** The project exceeded its endline targets for a number of indicators at the intermediate level including number of classrooms constructed, number of students receiving one meal, number of students receiving school kits, and number of teachers trained. However, the project was unable to meet PDO-level indicators' targets linked to access.



## IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

### A. QUALITY OF MONITORING AND EVALUATION (M&E)

#### M&E Design

68. **At appraisal, the M&E system included a Results Framework with seven PDO indicators and ten IRIs; after the project was restructured in September 2015<sup>19</sup>, there were seven PDO indicators and 11 IRIs.** Throughout the project, at the PDO level, one indicator – number of direct project beneficiaries – was mapped to both objectives of the PDO. Three PDO-level indicators were mapped to objective 1 of the PDO (improving access and equity) and the remaining three PDO-level indicators were mapped to objective 2 of the PDO (improving quality of classroom instruction at the basic education level). Both before and after the September 2015 restructuring, all IRIs were logically mapped to the three components of the project (before restructuring: three under Component 1, four under Component 2, and three under Component 3; after restructuring: three under Component 1, five under Component 2, and three under Component 3). Progress under every sub-component could also be tracked by at least one indicator.<sup>20</sup>

69. **Overall, the Results Framework was adequate for assessing achievement of project objectives and components and the implementation team was proactive in updating the values for these indicators.** At the PDO-level, indicators tracked project performance against both objectives of the PDO statement, and a strong theory of change linked the intermediate-level results to the outcomes. Additionally, aside from sub-component 1.2 (school grants) which was only relevant in one year of the project, IRIs mapped well to sub-components of the project. When a new activity was introduced (i.e., grammar books), the implementation team was proactive in updating the Results Framework so that this activity could be tracked and also in removing indicators for activities that were no longer relevant to the project (i.e. school grants). The implementation team closely tracked trends in indicators and revised targets in the Results Framework based on these to ensure that targets remained ambitious, yet realistic.

70. **The M&E design could have more fully accounted for the Ministry's timelines in reporting on education data, that affected updating values achieved on various indicators by the project closing date.** The original M&E design included three indicators that were reported on using EMIS data<sup>21</sup>; this increased to four indicators<sup>22</sup> after the restructuring in September 2015. EMIS data for one academic year is released several months after the beginning of the next academic year; although the project funded efforts to ensure that the lag would be reduced by providing support in data collection and processing, due to the Government's decision to remove the statistical division at the regional level in 2016, this remained a challenge toward the end of the project. The project's original expected closing date was June 30,

<sup>19</sup> Note that despite the data sheet noting that there were changes to the Results Framework during the second restructuring in May 2017, no such changes were made.

<sup>20</sup> For a full mapping of indicators to the PDO, see Annex 1.B; for a full list of indicators that were moved around during the September 2015 restructuring, see Annex 1.C.

<sup>21</sup> These indicators are: (i) Gap in Gross Primary Intake Rate between the deprived districts and average national level (total and girls); (ii) Primary education completion rate in targeted districts (total and girls); and (iii) Gross enrolment rate in lower secondary education in target districts (total and girls).

<sup>22</sup> All three of the previously mentioned indicators (with the Gap in GPIR having moved to an IRI-level indicator) and the inclusion of a fourth indicator: Gross Primary Intake Rate in the deprived districts (total and girls).



2016, and the last restructuring extended the closing date to April 30, 2018; in both cases, relying on EMIS to track progress in the last year of the project would have been problematic given the Ministry's timeline for data processing. Although the financing of a revamped EMIS under the project was intended to mitigate this, due to delays in this process, reporting on endline indicators was a challenge. This challenge persisted in the writing of this ICR as a three-month extension to the ICR deadline was requested to ensure that the values of these indicators could be updated with 2017/18 data so that the Results Framework reflected the current situation in Benin. Notwithstanding the challenges described above, it is important to highlight that the project team chose to rely on EMIS in an effort to build a sustainable information system and to avoid the creation of *ad hoc* data collection efforts.

## M&E Implementation

**71. M&E implementation relied on existing data collection instruments and arrangements established by the implementing ministries at the various levels of the implementation chain, fostering strong ownership over project M&E by the Government.** The project's Results Framework at appraisal clearly outlined the data sources and entities responsible for the collection of data in relation to each project indicator. The project operations manual also described the general arrangements for data collection and analysis.

**72. In addition to Government ownership, a strong collaborative system for data analysis and reporting contributed to moderately smooth M&E implementation.** Data collection arrangements relied on reporting by schools and school districts, NGO service providers, follow-up committees at the commune and regional levels, central-level ministry directorates, and UATS. In addition to the data collected from these actors, the M&E system collected data from annual work plans of the various project implementation units; periodic implementation reports from executing agencies / service providers and performance reports from the ministries; and the databases of the education ministries. In terms of process, data collection, analysis and reporting followed a clearly defined procedure requiring inter-department collaboration: the MEMP's planning unit, using a database to track the project, populated indicator tables for the program based on the data collected, and transmitted them to the UATS for compilation; the UATS subsequently would send the latest project data, on a weekly basis, to a committee within the Office of the President of the Republic. The President's office conducted follow-up on the rates of execution of project indicators and implementation. The MEMP's planning department conducted its own reviews of progress against project indicators each semester, and one annual review of the project Results Framework. In addition, the project trained 15 Ministry staff and 16 consultants in data processing and cleaning, contributing to better data reporting.

**73. However, some shortcomings and challenges during project implementation affected timely reporting on project indicators and contributed to an M&E rating of Moderately Unsatisfactory for the last year and a half of the project's life.** First, the elimination of the statistical division housed in the regional education offices following the Government turnover, combined with a shortage of resources for data cleaning and verification during the final year of project implementation, contributed to delays in data processing and reporting on key indicators. This also impacted data trends, with EMIS data during the last two years of the project showing substantial declines in enrolment – both for the deprived districts and at the national level – compared to previous years. The annual statistical yearbooks were also generally produced with some delay – these data were usually made available about six months after the end of the school year in question. Although the EMIS that was to be funded under the project was intended to mitigate some of these impacts, project delays prevented this from being fully set up. As a result, when the project closed in April 2018, indicators



that relied on EMIS data could not be updated with 2017/18 data and it was agreed that the ICR timeline should be extended by three months to ensure project reporting at endline with the most recent data. Second, the indicator tracking the percentage of schools communicating students' results and budgets to the community could not be fully measured over the project life because the survey intended to measure it was not reliable<sup>23</sup>.

**74. Although the results of the 2013 population census were released in 2016, the project was not able to retroactively update indicators and targets that relied on census data with these figures, despite attempts to do so; as a result, 2002 population census projections were used to report on indicators throughout the duration of the project.** Four indicators that relied on population projections were affected by this in particular: the PCR, the GER at the lower secondary level, the GPIR, and the gap in GPIR between the deprived districts and the average national level. When the census results were released in 2016, representatives of the Government requested the National Institute of Statistics and Economic Analysis (INSAE) to undertake a retropolation of the 2002 census data and financing for this activity was approved. However, UNESCO recommended that the 2002 population census be used to update project indicators. Hence, the four aforementioned indicators continued to use projections from the 2002 population census to report on project indicators and population projections from the 2002 census were used throughout the project reporting. Notwithstanding this challenge, the ICR team was able to work closely with the project team and Government to systematically collect the necessary information to report on all the PDO- and intermediate-level indicators included in the Results Framework.

## **M&E Utilization**

**75. Data collected via the project indicators were used to inform decision-making and to strengthen the impact of project interventions.** For example:

- Data obtained from internal and external classroom observations, the PASEC 2014, as well as from additional teacher assessments over the course of the project, was used to identify teacher strengths, weaknesses, and to categorize teachers according to years of experience and subject matter specializations. Subsequently, the responsible ministries tailored the teacher training content and refined the training's targeting (in terms of what types of teachers would receive which themes and intensity / duration of in-service training). Anecdotal stakeholder feedback during the ICR mission highlighted the perceived high value and improved effectiveness of this tailored training by teachers and teacher trainers.
- M&E activities identified low teacher content as an impediment to achieving project quality outcomes and there was, therefore, a need to reinforce what teachers had learned during the training. As a result, to strengthen trainings under the project, the distribution of two grammar books to all primary teachers in targeted districts was added as an activity under the first restructuring in September 2015.
- Recommendations from annual internal classroom observation evaluations (using the OSEP tool) resulted in a workshop of inspectors and trainers of teacher training institutions to review and reorient the training in teacher training institutes.

**76. Beyond the project's Results Framework, information on implementation including progress, sources of delays, and quality of implementation was taken into account to provide feedback to implementation teams and maximize the**

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<sup>23</sup> It was deemed not reliable as it asked school heads whether or not they had completed these actions, without triangulating this information with community members.



**impact of the project's interventions.** For example, early in project implementation, supervision revealed concerns with the quality of certain aspects of DCM-supervised construction works; this information was communicated to the DCMs, who took additional measures to address the quality issues identified. In addition, due to initial delays in implementation of school kits, an audit was conducted in a representative sample of schools to ensure that the kits conformed to standards and complied with procurement procedures; based on this, the Government changed supervision and procurement structures to improve their quality and make their distribution more effective.

### Justification of Overall Rating of Quality of M&E

77. **The overall quality of the M&E system is rated *Modest*.** The design of the M&E system appropriately tracked objectives outlined in the PDO and was strongly linked to the various components of the project. During the restructuring in September 2015, when project components were updated, these were reflected in the Results Framework. In addition, although the project could not complete the EMIS set-up at the regional level, M&E implementation relied on strong ownership by the Government and existing data collection instruments and arrangements. Data from the project was used to inform decision-making particularly with regard to teacher training interventions. Despite these strengths of the M&E system, more careful consideration could have been given to the timeline for processing national level education data collected by Government. In addition, implementation challenges in the form of delays in firm recruitment and lack of reliability of surveys resulted in delays to updating the Results Framework and inability to report on one indicator in the Framework. Finally, the project was unable to use the most updated population figures to report on four indicators.

## B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

78. **The project used a pooled funding mechanism that built on the previous EFA-FTI arrangement.** GPE funds flowed into a pooled designated account previously established at the Benin Central Bank for development partner (DP) contributions to the implementation of the PDDSE; payments at the central level for significant amounts were made directly from this account, while other payments were pre-financed by the Public Treasury with a monthly reconciliation and reimbursement on the program's designated account. This approach was chosen based on the successful implementation of such arrangements under the previous project's pooled fund arrangements and to ensure that the project was working within existing systems thereby ensuring alignment. The UATS—which was required to hire an FM analyst and accountants—supported the smooth implementation of these arrangements, as did the full time secondment of an agent of the Financial and Material Resources department of the MEMP.

79. **Financial management under the project is rated *Moderately Satisfactory* overall.** Although the fiduciary risk rating during project preparation was rated Substantial, the project overall had ratings of mostly Moderately Satisfactory with two instances of Satisfactory ratings and one instance of a Moderately Unsatisfactory rating. There were seven audit reports undertaken during the project, all of unqualified opinion revealing no significant irregularities. Reporting standards and protocols were adequate and interim unaudited financial reports were submitted in a timely manner and in accordance with established Bank procedures. A final audit was not conducted as this will be done once the pooled financing facility is closed in 2019. There were two cases of fraudulent activity of funds with regards to the school feeding activity. In 2014/15, the Head of the Inspectorate and the District Tax Officer of Malanville (one of the deprived districts under the project) in collaboration with school directors were discovered to have engaged in fraudulent practices with regard to school feeding interventions. The Government was forced to reimburse the Bank the equivalent of US\$51,800 and the fiduciary risk was upgraded to High in ISR 5 as a result. However, these were promptly addressed by reporting





the issue in a timely manner, dismissing the involved authorities from their posts, reimbursing the amount that was misused, and conducting an audit on a representative sample of schools in the target districts to oversee the use of funds transferred for all activities. The task team reported the issue to INT who closed the claim as all relevant steps had been taken to handle the issue. In 2016/17, another case of fraudulent activity was identified due to insufficient monitoring and internal controls whereby US\$87,080 were misused for school canteens. The Government fully reimbursed the project for this amount and this issue was again reported to INT with similar results, deeming that it was handled appropriately and there was no need to further pursue the matter.

**80. Procurement under the project is rated *Moderately Satisfactory* overall.** During project preparation, the overall risk assessment was rated Substantial; however, during project implementation, at the very beginning of the project, there were two consecutive ratings of Satisfactory, and thereafter the rating changed to Moderately Satisfactory throughout. Two DCMs were used, based on their past experience in administering classroom construction – AGETUR and AGETIP. There were delays for several activities (school feeding, school kits, construction, processing of contracts, etc.) which led to bottlenecks in project implementation, and there was one instance of conflict of interest with regard to procurement procedures for the EMIS which was quickly rectified. In addition, the procurement specialist was changed three times during the life of the project. However, in general, the Procurement Unit followed the Bank's procurement procedures and no major issues were identified during the implementation support missions.

**81. Safeguards compliance is rated *Moderately Satisfactory* overall.** At the project preparation stage, the Social and Environmental risk was rated Low. The project triggered two safeguard policies: OP/BP 4.01 Environmental Assessment and OP/BP 4.12 Involuntary Resettlement and was assigned the social and environmental category B due to classroom construction. Given that classrooms were to be constructed in existing schools, the environmental and social impacts were minimal and site-specific. Assessment of safeguards measures took place in June 2016, and an insufficiency was identified with regard to rigorous implementation of the social provisions set out and recommended by the Resettlement Policy Framework. This was addressed by carrying out targeted measures to collect necessary documentation in each of the construction sites and to ensure that there was better compliance.

## **C. BANK PERFORMANCE**

### **Quality at Entry**

**82. The World Bank supported the preparation of a project that was relevant to national development strategies and took into consideration the key sector challenges, working across donors and following GPE guidelines.** The objectives of the project aligned with Government priorities as outlined in the 2013-15 PDDSE and endorsed by the LEG and GPE. The project also continued some of the interventions from the EFA-FTI project which closed in 2012, thereby ensuring sustainability of existing project interventions. The Bank team consulted with local DPs in the sector in accordance with GPE guidelines to ensure complementarity of interventions. The M&E system reflected the objectives outlined in the PDO, and the Results Framework could logically be mapped to the objectives and components of the project.

**83. However, the Bank team could have further strengthened the design of the M&E system under the project.** As previously mentioned, more careful consideration of data collection timelines would have enabled timely updating of the Results Framework.



84. Based on this evidence, the World Bank's performance in ensuring quality at entry is rated ***Moderately Satisfactory***.

#### Quality of Supervision

85. **The project benefitted from appropriate supervision which enabled effective implementation.** First, the team possessed the appropriate skills to support project implementation, including education specialists, procurement specialists, FM specialists, environmental and social safeguards specialists, and economists. In addition, having in-country core team members, a Project Implementation Unit and a TTL who oversaw the project throughout its duration – including the change of administration which resulted in substantial changes in responsibility for project administration – ensured continuity and consistent supervision. Challenges with the project were reported in a timely manner in various project documents including aide memoires, and ISRs, and fraudulent activity with regards to school feeding was dealt with promptly and thoroughly. Missions were carried out regularly and the main challenges were recorded in the appropriate documents. The Bank team was also proactive in restructuring the project and in changing indicators and targets to better track project progress and reflect implementation realities. For instance, recognizing that school grants were only administered in the 2014/15 academic year, this was removed from the Results Framework during the first restructuring of the project in September 2015. The strong involvement of other DPs during project design and implementation also ensured harmonization of project interventions within Benin's education sector.

86. **However, there were challenges with reporting on several indicators and often substantial delays in implementation.** One of the indicators in the Results Framework on the percentage of schools in deprived districts communicating student results and budgets to the community could not be updated due to unreliability of the survey that was carried out. In addition, indicators that relied on EMIS data took months to update, and the timeline of this ICR had to be extended to report on these indicators at the endline. The project also suffered from implementation delays in various areas including a delay between project preparation and effectiveness (with project implementation beginning nine months after intended), and various other technical aspects and could have benefitted from even closer supervision. Finally, detailed project documentation was not readily available and the beneficiary survey was completed six months after project closing.

87. Based on this evidence, the World Bank's performance in ensuring quality of supervision is rated ***Moderately Satisfactory***.

#### Justification of Overall Rating of Bank Performance

88. Based on the ratings for Quality at Entry (Moderately Satisfactory) and Supervision (Moderately Satisfactory) and the overall Outcome rating (Moderately Unsatisfactory), overall Bank performance is rated ***Moderately Satisfactory***.

#### D. RISK TO DEVELOPMENT OUTCOME

89. **Some project interventions can be expected to benefit future cohorts of students, while others will require continual funding; however, the inclusion of some of these elements in the Education Sector Plan 2018-2030 and the new GPE-financed project makes future financing more likely.** The construction of classrooms under the project is expected to reduce overcrowding for future cohorts of students. In addition, capacity that was built during the project





through various trainings (in-service and pre-service teacher training, management, procurement, leadership, etc.) is likely to benefit students beyond the scope of the project as well as maintain and further strengthen administration and accountability of the education system. Some of the materials purchased under the school grants will also remain in the schools and benefit future students. Interventions such as school feeding, student kits and school grants will require continual funding in order to be continued. The Government's commitment to supporting these interventions is clear from the Education Sector Plan 2018-2030 whereby infrastructure, teacher training, supporting school canteens and providing school kits in 42 newly categorized deprived districts is highlighted. In addition, the new GPE-financed project in the amount of US\$19.4 million recognized the successes of this project and chose to build on them; as such, the new project will continue many of the interventions under this project, specifically providing pre- and in-service training to basic education teachers, providing school packages to girls in the regions of Alibori and Borgou (regions where there are 11 districts with Primary Completion Rates below 50 percent out of a total of 20 districts), and strengthening the M&E system.

**90. The Government is also committed to continuing the national learning assessments and has already paid its contribution for the 2019 PASEC; the new GPE-financed project also includes a national assessment in 2022.** Given that this was a GPE-financed project, the PDO was endorsed by DPs, and harmonization across donors and feedback from the LEG was embedded within the project's design and implementation. Close coordination improves the likelihood that project-financed activities will be supported – both financially and technically – by other donors in the sector, which greatly increases the likelihood that interventions and gains will be sustained. The pooled funding mechanism ensured coordination across donors in financing the project. Other donors – including, among others, United Nations Children's Fund (UNICEF), GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit), Plan International – are also supporting this by financing school construction, equity and inclusion, literacy, and technical and vocational education and training in excess of US\$100 million.

**91. Future interventions and Government systems will likely benefit from the revamped EMIS set up under the project and the learning assessment that was carried out under the project.** The project set up an EMIS at the Ministry of Basic Education that included software for personnel management and the management of statistical data, and officers were trained to be able to use this new system. Although delays prevented this system from being established at the regional level as intended under the project, the set-up is expected to allow for more efficient data collection in the future. The pooled fund and the new GPE-financed project will support the full use of EMIS and extend EMIS to cover the secondary level, as well as build the capacity of Government in the revamped EMIS. In addition, the nationally representative learning assessment carried out under the project contributes to the knowledge base on learning outcomes by providing the most up-to-date figures. This has been used to diagnose the learning crisis in Benin and allow for more efficient targeting. The Government has already paid its contribution to participate in PASEC 2019, and the new GPE-financed project has also earmarked funding to enable Benin to participate in a national assessment in 2022.

**92. The project institutionalized the concept of deprived districts, a categorization to which the Government remains committed.** The 2015 Education Sector Analysis included a recategorization of districts using the original selection criteria, finding that many of the districts covered under the project had moved out of 'deprived' status. Recognizing this categorization as a way to address equity concerns, the Education Sector Plan 2018-2030 used this to target districts to receive additional resources and instituted a policy to continue some of the project interventions in the



42 newly classified deprived districts (18 of which are districts that were part of the project). The Government also plans to conduct research to better understand the root cause of the challenges that these districts are facing.

**93. The Government remains committed to the twin PDO objectives of improving access and equity, and the quality of classroom instruction.** The Education Sector Plan 2018-2030 contains several objectives specifically linked to the PDO of the project including: (i) increasing access and retention of children aged 3 to 15 in basic education; (ii) providing children aged 3 to 15 with a fair and inclusive basic education; and (iii) providing children aged 3 to 15 with quality basic education. Under these objectives, the Government includes, as strategies, all the interventions under the project, and then expands upon this to include additional interventions that demonstrate strong commitment to the PDO. The Education Sector Plan 2018-2030 also indicates that between 2018 to 2021, the financing gap for current expenditure is just 4 percent, and for capital expenditure is 52 percent, indicating strong commitment to financing these objectives.<sup>24</sup>

## V. LESSONS AND RECOMMENDATIONS

**94. When using national procedures for financial management, consideration should be given to ways of mitigating delays within the existing national arrangements.** The project's financial management system was integrated within the pooled fund mechanism. This simplified the project's institutional arrangements and avoided the creation of parallel systems, but also resulted in delays due to inefficiencies in the system for project payments, which the set-up of a Procurement Monitoring Committee was unable to mitigate. During the design phase, teams should consider ways of further minimizing these delays.

**95. An appropriately staffed project implementation unit can ensure continuity especially during changes of administration.** The presidential elections and subsequent transfer of power in early 2016 resulted in restructuring of the education ministries and reshuffled lead directorates responsible for project activities. New project staff had to quickly become well-versed in the institutional procedures. While this resulted in implementation delays, the presence of the project implementation unit was crucial in minimizing the extent of these delays by providing institutional memory and serving as a key resource for project guidelines and procedures. This reduced transaction costs and ensured continuity of project implementation.

**96. Careful consideration should be paid to the timelines for data collection of indicators; where relying on national data collection systems may present delays, complementary data collection sources should be identified.** Three of the seven PDO-level indicators relied on EMIS data collection that was often only ready several months after the end of the academic year; thus, by the time the project closed in April 2018, these endline indicators could not be updated with 2017/18 data. Considering these timelines for data collection and putting in place measures to ensure data could still be collected at endline – i.e. by using indicators captured in existing national censuses / surveys or funding surveys under the project – will ensure timely reporting at project closing. In addition, strengthening the data collection system to ensure more timeline reporting will benefit the overall sector.

**97. Building in feedback mechanisms that allow interventions to be adjusted accordingly can ensure greater impact.** For instance, the assessment of teacher competencies and subject specialization that was funded under the project allowed for adaptation and targeting of teacher training by grouping teachers according to capacity and subject

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<sup>24</sup> Note that this includes financing for the entire education sector and is not broken down by sub-sector.



specification. Conducting feedback loops in other areas of project intervention – such as provision of school kits, school canteens, etc. – could have been useful in further improve their delivery and effectiveness.

**98. Procurement procedures should be carefully thought through to foster competition and find a balance between cost efficiency and quality of service provision.** Initially, procurement of school kits under the project was done at the district level; however, in most districts few firms could provide school kits, resulting in little competition. In response, the project adapted the procurement process by dividing schools into geographic zones and conducting an open bidding process, which helped overcome this challenge. This new procurement process will be integrated within the new GPE project being developed in Benin. Thereby, thinking through procurement processes can ensure efficiency of project implementation.



## ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

For a more comprehensive presentation of the Results Framework – including all changes introduced throughout the life of the project, see Annex 1.B.

G

### A. RESULTS INDICATORS

#### A.1 PDO Indicators

**Objective/Outcome:** Improving access and equity with an emphasis on deprived districts

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
2- Gross Primary Intake Rate in the deprived districts (Total)	Percentage	107.00 17-Sep-2015	117.00 31-May-2017	117.00 30-Apr-2018	104.30 30-Apr-2018
2' - Gross Primary Intake Rate in the deprived districts (girls)	Percentage	100.50 17-Sep-2015	114.00 31-May-2017	114.00 30-Apr-2018	104.40 30-Apr-2018

**Comments (achievements against targets):** The associated end-of-project target for this indicator was not met (total and girls). Downward trends for this indicator were also observed at the national level (total and girls). This indicator was added under the restructuring approved on September 17, 2015. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
3- Primary education	Percentage	40.40	50.00	56.50	42.10



completion rate in targeted districts(total)		21-Mar-2014	30-Jun-2016	30-Apr-2018	30-Apr-2018
3' - Primary education completion rate in targeted districts (Girls)	Percentage	34.30	45.00	52.50	38.70
		21-Mar-2014	30-Jun-2016	30-Apr-2018	30-Apr-2018

**Comments (achievements against targets):** The associated end-of-project target was not met (total and girls). Downward trends for this indicator were also observed at a national level (total and girls).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
4- Direct Project Beneficiaries of which percentage of female	Number	0.00	533000.00	533000.00	667993.00
		21-Mar-2014	30-Jun-2016	30-Apr-2018	30-Apr-2018

**Comments (achievements against targets):** The associated end-of-project target was exceeded by 25%. More than half (51%) of direct project beneficiaries were female. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
5- Gross enrollment rate in lower secondary education in target districts (total)	Percentage	45.00	52.00	48.50	35.60
		21-Mar-2014	30-Jun-2016	30-Apr-2018	30-Apr-2018
5' - Gross enrollment rate in	Percentage	23.00	30.00	37.50	29.40



lower secondary education in target districts (female)		21-Mar-2014	30-Jun-2016	30-Apr-2018	30-Apr-2018
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**Comments (achievements against targets):** The associated end-of-project target was not met (total and girls). Downward trends for this indicator were also observed at the national level (total and girls).

**Objective/Outcome:** Improving the quality of classroom instruction at the basic education level with an emphasis on deprived districts

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
1- Percentage of teachers rated satisfactory each year by INFRE and an external agency survey of classroom observations in the deprived districts	Percentage	0.00 21-Mar-2014	55.00 30-Jun-2016	55.00 30-Apr-2018	59.40 30-Apr-2018

**Comments (achievements against targets):** This indicator exceeded the associated end-of-project target by 4.4 percentage points. The actual achievement value was an average of three measurements taken during the life of the project. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
4- Direct Project Beneficiaries of which percentage of female	Number	0.00 21-Mar-2014	533000.00 30-Jun-2016	533000.00 30-Apr-2018	667993.00 30-Apr-2018



**Comments (achievements against targets):** The associated end-of-project target was exceeded by 25%. More than half (51%) of direct project beneficiaries were female. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
System for learning assessment at the primary level	Yes/No	Y 21-Mar-2014	Y 30-Jun-2016	Y 30-Apr-2018	Y 30-Apr-2018
Utility of the learning assessment system	Number	1.00 21-Mar-2014	3.00 30-Jun-2016	3.00 30-Apr-2018	3.00 30-Apr-2018

**Comments (achievements against targets):** The associated end-of-project target was achieved. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.

## A.2 Intermediate Results Indicators

**Component:** Component 1: Improving the Quality of Basic Education

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of G1 and G2 Grammar books distributed to teachers in the deprived districts	Number	0.00 17-Sep-2015	21000.00 31-May-2017	21000.00 30-Apr-2018	26000.00 30-Apr-2018



**Comments (achievements against targets):** The associated end-of-project target was exceeded by 24%. This indicator was added under the restructuring approved on September 17, 2015. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
1- Number of teachers trained in the deprived districts at primary level resulting from project intervention.	Number	0.00 21-Mar-2014	9000.00 30-Jun-2016	10500.00 30-Apr-2018	10699.00 30-Apr-2018

**Comments (achievements against targets):** The associated end-of-project target was exceeded by 2%.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
3- Percentage of public teachers meeting the standard based on inspection and classroom visits each year at the primary level using the OSEP tool	Percentage	0.00 21-Mar-2014	70.00 30-Jun-2016	70.00 30-Apr-2018	75.80 30-Apr-2018

**Comments (achievements against targets):** The associated end-of-project target for this indicator was exceeded by 5.8 percentage points. The actual achievement value was an average of three measurements taken during the life of the project. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's





closing date of April 30, 2018.

**Component:** Component 2: Improving Access and Equity

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Gap in Gross Primary intake rate between the deprived districts and the average national level (total)	Percentage	27.50 21-Mar-2014	20.00 30-Jun-2016	26.00 30-Apr-2018	33.40 30-Apr-2018
Gap in Gross Primary intake rate between the deprived districts and the average national level (girls)	Percentage	29.50 21-Mar-2014	23.00 30-Jun-2016	28.00 30-Apr-2018	33.00 30-Apr-2018

**Comments (achievements against targets):** The associated end-of-project target was not achieved (total and girls).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
4- Number of girls in grades 1 and 2 in the deprived districts receiving school package	Number	0.00 21-Mar-2014	265000.00 30-Jun-2016	265000.00 30-Apr-2018	323455.00 30-Apr-2018

**Comments (achievements against targets):** The associated end-of-project target was exceeded by 22%. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
6- Additional classrooms built and or rehabilitated in the deprived districts at the lower secondary education level resulting from project intervention	Number	0.00 21-Mar-2014	192.00 30-Jun-2016	192.00 30-Apr-2018	212.00 30-Apr-2018
<b>Comments (achievements against targets):</b> The associated end-of-project target was exceeded by 10%. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
7- Primary students receiving at least one meal per day in the deprived districts resulting from project intervention	Number	0.00 21-Mar-2014	128000.00 30-Jun-2016	270000.00 30-Apr-2018	318245.00 30-Apr-2018
<b>Comments (achievements against targets):</b> The associated end-of-project target was exceeded by 18%.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion



Additional classrooms built in the deprived districts at primary level resulting from project intervention	Number	0.00 14-Mar-2014	255.00 30-Jun-2016	255.00 30-Apr-2018	318.00 30-Apr-2018
<b>Comments (achievements against targets):</b> The associated end-of-project target was exceeded by 25%. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.					

**Component:** Component 3: Improving Sector Management and Governance

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
5- Number of the officers of the ministries and deprived districts trained	Number	0.00 21-Mar-2014	300.00 30-Jun-2016	350.00 30-Apr-2018	460.00 30-Apr-2018
<b>Comments (achievements against targets):</b> The associated end-of-project target was exceeded by 31%.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
8- EMIS is in place at MEMP central and its regional directorates and generating data in August for preschools and primary education	Yes/No	N 21-Mar-2014	Y 30-Jun-2016	Y 30-Apr-2018	N 30-Apr-2018



**Comments (achievements against targets):** While the EMIS was not established at the regional level due to delays, it was set up at the Ministry of Basic Education and includes software for personnel management and the management of statistical data and officers were trained in this system. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
10- Percentage of school in deprived districts communication students results and budgets to the community through quarterly community briefing meetings	Percentage	0.00 21-Mar-2014	70.00 30-Jun-2016	70.00 30-Apr-2018	0.00 30-Apr-2018

**Comments (achievements against targets):** A survey to determine the level of achievement was not carried out and, therefore, level of achievement cannot be determined. Though the target value for this indicator did not change over the life of the project, the date for achievement of the target was modified to coincide with the project's closing date of April 30, 2018.



**A. KEY OUTPUTS BY COMPONENT**

PDO Level	
<b><u>Objective 1:</u></b> Improving access and equity with an emphasis on deprived districts	<b><u>Objective 2:</u></b> Improving the quality of classroom instruction at the basic education level with an emphasis on deprived districts
<b>Outcome Indicators</b>	
One PDO indicator corresponded to both PDO objectives. Note that if targets were revised, this was done during the first restructuring of the project in September 2015: <ul style="list-style-type: none"><li>• PDO indicator #4: Direct project beneficiaries of which percentage female. Target: 533,000. Achieved: 667,993 (51% female)</li></ul>	



These PDO indicators correspond to objective 1. Note that if targets were revised, this was done during the first restructuring of the project in September 2015:

*Indicators that were maintained throughout the project*

- PDO indicator #3: Primary education completion rate in targeted districts (total and girls). Original target: Total – 50%; Girls – 45%. Revised target: Total – 56.50%; Girls – 52.50%. Achieved: Total – 42.10%; Girls – 38.70%
- PDO indicator #5: Gross enrollment rate in lower secondary education in target districts (total and girls). Original target: Total – 52%; Girls – 30%. Revised target: Total – 48.5%; Girls – 37.5%. Achieved: Total – 35.6%; Girls – 29.4%

*Indicators that were added during first restructuring (September 2015):*

- PDO indicator #2: Gross Primary Intake Rate in the deprived districts (total and girls). Target: Total – 117%; Girls – 114%. Achieved: Total – 104.3%; Girls – 104.4%

*Indicators that were removed during first restructuring (September 2015):*

- PDO indicator #2 – this was moved from a PDO-indicator to an IRI under Component 2 during the first restructuring: Gap in Gross Primary Intake Rate between the deprived districts and the average national level (total and girls). Original target: Total – 20%; Girls – 23%. Revised target: Total – 26%; Girls – 28%. Achieved: Total – 33.4%; Girls – 33%

These PDO indicators correspond to objective 2:

- PDO indicator #1: Percentage of teachers rated satisfactory each year by INFRE and an external agency survey of classroom observations in the deprived districts. Target: 55.00. Achieved: 59.40
- PDO indicator #6: System for learning assessment at the primary level. Target: Yes. Achieved: Yes
- PDO indicator #7: Utility of the learning assessment system. Target: 3. Achieved: 3

**Key outcomes:**

The project achieved four out of seven of its PDO indicators. The three indicators that were not achieved were all linked to access and all relied on EMIS data. These were: primary education completion rate, gross enrollment rate in lower secondary education, and gross primary intake rate. The inability to achieve the gross enrollment rate in lower secondary education can be explained by the more stringent entry requirements for the secondary level (in terms of passing the terminal primary level exam) that was instituted by the Government in 2016/17. The other two indicators – PCR and GPIR – cannot fully be explained, but substantial declines in enrolment were noted both nationally and in the deprived districts during the final two years of the project. It is important to highlight that declines in the PCR and GPIR were also reflected at the national level, where, despite improvements from 2012/13 to 2015/16, these rates began declining in 2016/17: at the national level, the PCR decreased from 76.8 percent in 2012/13 to 67.5 percent in 2017/18, while the GPIR at the national level decreased



from 142.7 percent in 2012/13 to 137.7 percent in 2017/18. All indicators linked to quality were achieved and / or exceeded. Direct project beneficiaries were also exceeded by 25 percent.

## **Component 1: Improving the quality of basic education**

### **Description of Sub-Components**

Sub-component 1.1: Improving teaching practices. This sub-component included both in-service and pre-service trainings. *The in-service training aspect* was directed toward primary school teachers and pedagogical support staff with an objective to prepare, deliver and test the impact of introduced improvements in primary education teachers' pedagogical skills and use of time in the classroom. All the modules developed were intended to focus on increasing time of instruction (classroom management) and maximizing learning for different types of students. Training sessions were also organized for those selected teachers recognized as having pedagogical shortcomings as determined through classroom visits. About 9,000 teachers yearly from the 1,769 schools in the deprived districts were expected to benefit from this training. *The pre-service training* was directed toward lower secondary education teachers as a continuation of the previous EFA-FTI project which began in 2011 with about 12,000 contract teachers. Out of the 12,000 teachers, the project intended to provide a two-year training to 3,400 contract teachers with only a baccalaureate degree. Their training occurred during vacation periods in three teacher training colleges which had already prepared a specific curriculum for this type of training.

Sub-component 1.2: School grants. This sub-component provided grants to schools for the acquisition of learning materials, not including textbooks, to support primary schools in the deprived districts. Each school was intended to receive US\$ 1,000 to purchase teaching materials in the school year 2014-2015. School directors and parents' associations were responsible for identifying needs, and the pedagogic advisor for certifying the needs identified. This request was then validated at the district, regional and central levels.

### **Intermediate Results Indicator**

*Indicators that were maintained throughout the project*

- Number of teachers trained in the deprived districts at the primary level resulting from the project intervention
- Percentage of public teachers meeting the standard based on inspection and classroom visits each year at the primary level using the OSEP tool

*Indicators that were added during first restructuring (September 2015):*

- Number of G1 and G2 grammar books distributed to teachers in the deprived districts

*Indicators that were removed during first restructuring (September 2015):*

- Percentage of primary schools in the deprived districts having purchased the required learning material at least one month after the beginning of the school year 2013/14



**Key outputs:**

Under sub-component 1.1, 26,000 G1 and G2 grammar books were distributed; 10,699 teachers at the primary level were trained in the deprived districts; and 75.8 percent of public teachers met the standard based on the inspection and classroom visits at the primary level. In addition, pre-service training was provided for 9,735 teachers at the lower secondary level and 1,744 newly recruited teachers at this level. By the end of the project, 63.3 percent of teachers who were trained at the lower secondary level had graduated and were qualified to teach secondary school. To support these teachers, the project also financed 387 educational advisers, 73 inspectors and 1,320 management teams of lower secondary schools. While the distribution of grammar books were not included in the Results Framework at appraisal, exchange rate gains and savings made from the Government's decision to remove taxes associated with construction allowed for this activity to be included during the restructuring in September 2015, which was deemed as a necessary complement to teacher trainings. In addition, the indicator linked to the number of teachers trained was revised upward during this same restructuring in September 2015 to include private school teachers in the training. All indicators under this component exceeded targets in the Results Framework by 24 percent for the grammar books, 2 percent for teacher training (despite the upward revision), and 8 percent (or 5.83 percentage points) for the percent of public teachers meeting the standard. This indicates judicious use of project funds.

Under sub-component 1.2, note that the indicator on the percentage of primary schools in the deprived districts purchasing required learning materials at least one month after the beginning of the school year 2013/14 was deleted because this only referred to one school year and did not seem relevant to the entirety of the project and procurement of materials was delayed. However, by the end of the 2014/15 academic year, despite delays, all primary schools in the 25 deprived districts – 2,008 schools in total – had used the grants to purchase appropriate materials.

**Component 2: Improving access and equity**

**Description of Sub-Components**

Sub-component 2.1: Construction of classrooms in the most deprived districts. This sub-component was designed to contribute to the reduction of the shortage of classrooms in the targeted districts through the construction and equipment of classrooms in selected schools based on the needs of each district and the gap between student-classrooms ratios. The construction works were to be delegated by the Ministry of Pre- and Primary School (MEMP) and Ministry of Secondary Education, Technical and Vocational Education, and Youth Integration (MESFTPRIJ, later changed to MESTFP) to two Delegated Contract Managers (DCMs) used in the previous EFA-FTI project. At appraisal, the project intended to build the following numbers of classrooms:

- For primary schools: (i) 255 classrooms or 85 standard modules of three classrooms (which include an office and a storage room); 6,375 student desks; 255 teacher desks; and (ii) 170 blocks of 4 latrines
- For lower secondary schools: (i) 192 classrooms or 48 standard modules of four classrooms, 4,800 student desks, 192 teacher desks; and (ii) 96 blocks of 4 latrines.

Sub-component 2.2: Improving retention and equity. This sub-component supported school feeding in deprived districts and actions aimed at promoting girls' enrollment in the targeted districts. At appraisal, the project aimed to support, in the last two years, 396 existing school canteens run by the communities in the deprived districts by offering at least one meal per day to an average of 128,000 students annually. The project built upon the previous EFA-FTI program





that used the informal system of *mamans* (mothers) to prepare and serve lunchtime meals, by recruiting NGOs to oversee the whole program, most notably by organizing and monitoring the process and providing support to all actors, in particular for the monitoring and reporting. For promoting girls' access in the most deprived districts, the project intended to finance primary school packages for all girls in grades 1 and 2 in deprived districts, amounting to approximately 91,000 students per year. The underlying motivation for this sub-component was to encourage girls' schooling in districts where they were under-represented; the packages, which were to be distributed by the school headmaster each year for the three-year period, were thereby expected to encourage girls to attend and stay in school and to lower schooling costs for their families. Each package was to consist of school supplies (including notebooks, other didactic materials but excluding textbooks, and a school backpack) and school uniforms.

#### **Intermediate Results Indicator**

*Indicators that were maintained throughout the project*

- Number of girls in grades 1 and 2 in the deprived districts receiving school package
- Additional classrooms built and or rehabilitated in the deprived districts at the lower secondary education level resulting from project intervention
- Primary students receiving at least one meal per day in the deprived districts resulting from project intervention
- Additional classrooms built in the deprived districts at primary level resulting from project intervention

*Indicators that were added during the first restructuring (September 2015):*

- Gap in Gross Primary Intake Rate in the deprived districts (total and girls) – indicator moved from PDO level to IRI level during first restructuring



**Key outputs:**

Under sub-component 2.1, 212 additional classrooms were built at the lower secondary level in the deprived districts; and 318 classrooms were built at the primary level in the deprived districts. In addition, 212 and 101 blocs of latrines were built at the primary and lower secondary levels respectively, as well as 318 and 212 teacher desks at these levels and 7,950 and 5,300 student desks. Owing to the Government's decision to remove taxes for construction elements of the project and the exchange rate gains, cost savings were made in construction. Despite this, the project exceeded the targets in the Results Framework by 10 percent at the lower secondary level and 25 percent at the primary level.

Under sub-component 2.2, 323,455 girls in grades 1 and 2 in the deprived districts received school packages and 318,245 primary pupils received at least one meal a day in the deprived districts. In addition, 15,940 kits were distributed to flooded districts on the request of the Government. During restructuring in September 2015, targets for the number of girls receiving school packages and the number of primary pupils receiving at least one meal a day were revised upwards and even these higher targets were exceeded by 22 percent and 18 percent respectively, indicating efficient use of project funds. School packages included notebooks, didactic materials excluding textbooks, school backpacks, and school uniforms.

Despite these achievements, the gap in gross primary intake rate between the deprived districts and average national total remained unmet. This indicator was moved from the PDO level to the IRI level during the first project restructuring in September 2015.

**Component 3: Improving sector management and governance**

**Description of Sub-Components**

Sub-component 3.1: First phase of the educational management information system (EMIS). The objective of this activity was to improve, in the short term, the availability of reliable data and, in the medium term, the capabilities for strategic planning and improved responsiveness by planners, managers, and decision-makers. Under the project, the following three areas were to be covered (yet limited to activities at MEMP central and regional education directorates and selected district education offices): (i) installing a network data center in the central ministry of primary education, the six regional primary education directorates and six selected district education offices; (ii) developing specific programs (school statistics, computerized staff management, and consolidated results of school exams); and (iii) building capacities for the management and use of EMIS. Sub-component 3.2: Strengthening of school inspection and improvement of pedagogical management through the use of student learning assessments. This sub-component was to be implemented nationwide and consisted of: (i) strengthening the impact of the pedagogical support to teachers resulting from classroom visits of school inspectors through performance-based contract which included training sessions in remedial education for students as well as supervision and inspection; and (ii) developing the learning assessment capability. Funds were to support financial resources to District Education Offices to strengthen pedagogical support to teachers through a performance-based contract aiming at increasing the number of inspections, classroom visits and remediation training sessions. Funds were also to be used toward developing learning assessment capability by providing pedagogical support to the MEMP's evaluation unit responsible for student learning assessment through: (i) the provision of technical expertise; (ii) the preparation of thematic studies and surveys; (iii) technical workshops; and (iv) experience-sharing with other countries. Sub-component 3.3: Capacity building, project management and studies. The objective of this sub-component was to support capacity building for the staff of Benin's ministries of education to increase the social accountability mechanisms by: carrying out training for key staff, strengthening capacity in the field of data collection and analysis, and improving their monitoring and evaluation functions. In terms of capacity building, to improve overall system management, the project was to finance capacity development activities, in conjunction with project activities, that included: (i) the provision of technical



expertise; (ii) in-service training for higher-level and technical staff at the central ministries and the decentralized offices in key areas; (iii) training sessions for school headmasters and heads of parents' association in the targeted school districts in order to promote school-based participatory management and develop their skills in sharing student results as well as the financial resources devoted to schools; (iv) recruiting of 16 short term consultants (for 3 months) to support data collection and analysis; and (v) training of 16 ministry staff (3 years local training for 6 staff and 1 year training for 10 staff) in statistical disciplines in order to ensure the sustainability of the system at the end of the project. In terms of project management and studies, the sub-component would provide resources to support: (i) overall project management to the central level project coordination teams (The Project Implementation Unit, *Unité d'Appui Technique et de Suivi* – the UATS – and the Permanent Technical Secretariat of the PDDSE) to conduct audits; (ii) preparation of thematic studies and surveys to assess project interventions; (iii) a number of studies and strategy formulation in areas such as strategy of technical and vocational education, literacy, introduction of bilingual education in the first two grades of primary education; and (iv) data collection.

#### **Intermediate Results Indicator**

- Number of the officers of the ministries and deprived districts trained
- EMIS is in place at MEMP central and its regional directorates and generating data in August for preschools and primary education
- Percentage of schools in deprived districts communicating student results and budgets to the community through quarterly community briefing meetings

#### **Key outputs:**

Under sub-component 3.1, the project established a data center within the Ministry of Basic Education with software for personnel management and management of statistical data. However, there were delays in this and in the recruitment of the service provider who was in charge of establishing hardware, and this activity was only closed out during the final weeks of the project. Although training was provided, the Ministry has only recently begun to use the new system. EMIS was not installed at the regional level and so the binary indicator (Yes / No) linked to this sub-component was not achieved.

Under sub-component 3.2, performance-based contracts were instituted between the central level and district level inspectors whereby inspectors would develop an action plan for the year which was then approved and implemented and funds were then reimbursed for the activities based on their completion. Not all district directorates participated in this activity. A nationally representative learning assessment – PASEC 2014 – was also carried out that evaluated student learning in Mathematics and French at the second and fifth grade levels and compared results with nine other Francophone SSA countries. The results from this report indicated that student scores at beginning of primary school are the second last in language and mathematics among ten countries evaluated; however, at the end of primary school, Benin ranks third in language scores and fourth in mathematics scores. This suggests that the Beninese education system is better able to fill the gaps in knowledge than other countries evaluated. Within Benin, performance in urban areas is substantially better than performance in rural areas. However, although schools in deprived districts were encouraged to communicate student results and budgets to the community through quarterly community briefing meetings, the survey that was intended to measure this indicator was not reliable as it only asked school Heads about whether or not they had done this without further confirmation from other stakeholders. Hence, this indicator was not measured and not met.

Under sub-component 3.3, the project funded various capacity building activities including training of 460 officers of the ministries and deprived districts in a broad range of areas (leadership, procurement, M&E, administration, financial management, etc.). This exceeded the target by 31 percent. In addition, a study on the reasons for dropout in primary school was also funded. The project also trained 15 Ministry staff and 16 consultants in data processing and cleaning, contributing to better data reporting.



**B. DETAILED RESULTS FRAMEWORK AND MAIN CHANGES**

Indicator	Original (March 2014)			Restructuring (September 2015)				Restructuring (May 2017)	Project Closing (April 2018)	Notes
	Level	Baseline	Endline Target	Achieved	Level	Endline Target	Changes	Achieved	Achieved	
Percentage of teachers rated satisfactory each year by INFRE and an external agency survey of classroom observations in the deprived districts	PDO	N/A	55.00	N/A	PDO	55.00	None	71.30	59.40 <sup>25</sup>	Linked to PDO objective of improving quality of classroom education at the basic education level
Gross Primary Intake Rate in the deprived districts Total Girls				114.00 110.70	PDO PDO	117.00 114.00	Indicator added; baseline in 2014 - total: 107.00 and girls: 100.50	118.30 115.20	104.30 104.40	Linked to the PDO objective of improving access and equity
Gap in Gross Primary Intake Rate between the deprived districts and the average national level Total Girls	PDO PDO	27.50 29.50	20.00 23.00	30.80 33.00	IRI IRI	26.00 28.00	Indicator moved to IRI (from PDO) and endline targets revised	29.80 29.60	33.40 33.00	Linked to the PDO objective of improving access and equity and Component 2 of improving access and equity

<sup>25</sup> Note that this figure is an average of three evaluations.



Indicator	Original (March 2014)			Restructuring (September 2015)				Restructuring (May 2017)	Project Closing (April 2018)	Notes
	Level	Baseline	Endline Target	Achieved	Level	Endline Target	Changes	Achieved	Achieved	
Primary education completion rate in targeted districts Total Girls	PDO PDO	40.40 34.30	50.00 45.00	53.10 49.10	PDO PDO	56.50 52.50	Endline targets revised	54.40 50.90	42.10 38.70	Linked to the PDO objective of improving access and equity
Direct project beneficiaries of which percentage female	PDO	0	533,000	422,400	PDO	533,000	None	592,687 (44.8% female)	667,993 (51% female)	Linked to both PDO objectives: improving access and equity and improving quality of classroom education at the basic education level
Gross enrollment rate in lower secondary education in target districts Total Girls	PDO PDO	45.00 23.00	52.00 30.00	44.60 34.40	PDO PDO	48.50 37.50	Endline targets revised	44.80 41.20	35.60 29.40	Linked to the PDO objective of improving access and equity
System for learning assessment at the primary level	PDO	No	Yes	No	PDO	Yes	None	No	Yes	Linked to PDO objective of improving quality of classroom education at the basic education level



Indicator	Original (March 2014)			Restructuring (September 2015)				Restructuring (May 2017)	Project Closing (April 2018)	Notes
	Level	Baseline	Endline Target	Achieved	Level	Endline Target	Changes	Achieved	Achieved	
Utility of the learning assessment system	PDO	1	3	1	PDO	3	None	1	3	Linked to PDO objective of improving quality of classroom education at the basic education level
Number of G1 and G2 grammar books distributed to teachers in the deprived districts				0	IRI	21,000	Indicator added	0	26,000	Linked to Component 1 of improving the quality of basic education
Number of teachers trained in the deprived districts at the primary level resulting from the project intervention	IRI	0	9,000	9,500	IRI	10,500	Endline targets revised	10,699	10,699	Linked to Component 1 of improving the quality of basic education
Percentage of primary schools in the deprived districts having purchased the required learning material at least one month after the beginning of the school year 2013/14	IRI	0.00	80.00				Indicator deleted			Linked to Component 1 of improving the quality of basic education



Indicator	Original (March 2014)			Restructuring (September 2015)				Restructuring (May 2017)	Project Closing (April 2018)	Notes
	Level	Baseline	Endline Target	Achieved	Level	Endline Target	Changes	Achieved	Achieved	
Percentage of public teachers meeting the standard based on inspection and classroom visits each year at the primary level using the OSEP tool	IRI	0.00	70.00	54.20	IRI	70.00	None	69.50	75.80 <sup>26</sup>	Linked to Component 1 of improving the quality of basic education
Number of girls in grades 1 and 2 in the deprived districts receiving school package	IRI	0	265,000	85,108	IRI	265,000	None	174,718	323,455	Linked to Component 2 of improving access and equity
Number of the officers of the ministries and deprived districts trained	IRI	0	300	0	IRI	350	Endline targets revised	460	460	Linked to Component 3 of improving sector management and governance
Additional classrooms built and or rehabilitated in the deprived districts at the lower secondary education level resulting from	IRI	0	192	0	IRI	192	None	180	212	Linked to Component 2 of improving access and equity

<sup>26</sup> Note that this figure is an average of three classroom observation rounds.



Indicator	Original (March 2014)			Restructuring (September 2015)				Restructuring (May 2017)	Project Closing (April 2018)	Notes
	Level	Baseline	Endline Target	Achieved	Level	Endline Target	Changes	Achieved	Achieved	
project intervention										
Primary students receiving at least one meal per day in the deprived districts resulting from project intervention	IRI	0	128,000	89,300	IRI	270,000	Endline targets revised	178,188	318,245	Linked to Component 2 of improving access and equity
EMIS is in place at MEMP central and its regional directorates and generating data in August for preschools and primary education	IRI	No	Yes	No	IRI	Yes	None	No	No	Linked to Component 3 of improving sector management and governance
Additional classrooms built in the deprived districts at primary level resulting from project intervention	IRI	0	255	0	IRI	255	None	231	318	Linked to Component 2 of improving access and equity





Indicator	Original (March 2014)			Restructuring (September 2015)				Restructuring (May 2017)	Project Closing (April 2018)	Notes
	Level	Baseline	Endline Target	Achieved	Level	Endline Target	Changes	Achieved	Achieved	
Percentage of schools in deprived districts communicating student results and budgets to the community through quarterly community briefing meetings	IRI	0.00	70.00	0	IRI	70.00	None	0	0	Linked to Component 3 of improving sector management and governance

Note that for PDO indicators 6 and 7, the following definitions are used:

- **PDO Indicator 6:** This is a binary indicator with options of ‘yes’ or ‘no’. To meet the endline of ‘yes’, the following criteria needs to be met: (i) official purpose of the assessment is to measure overall student progress toward agreed system learning goals; and (ii) assessment is given to a representative sample or census of the target grades or age levels.

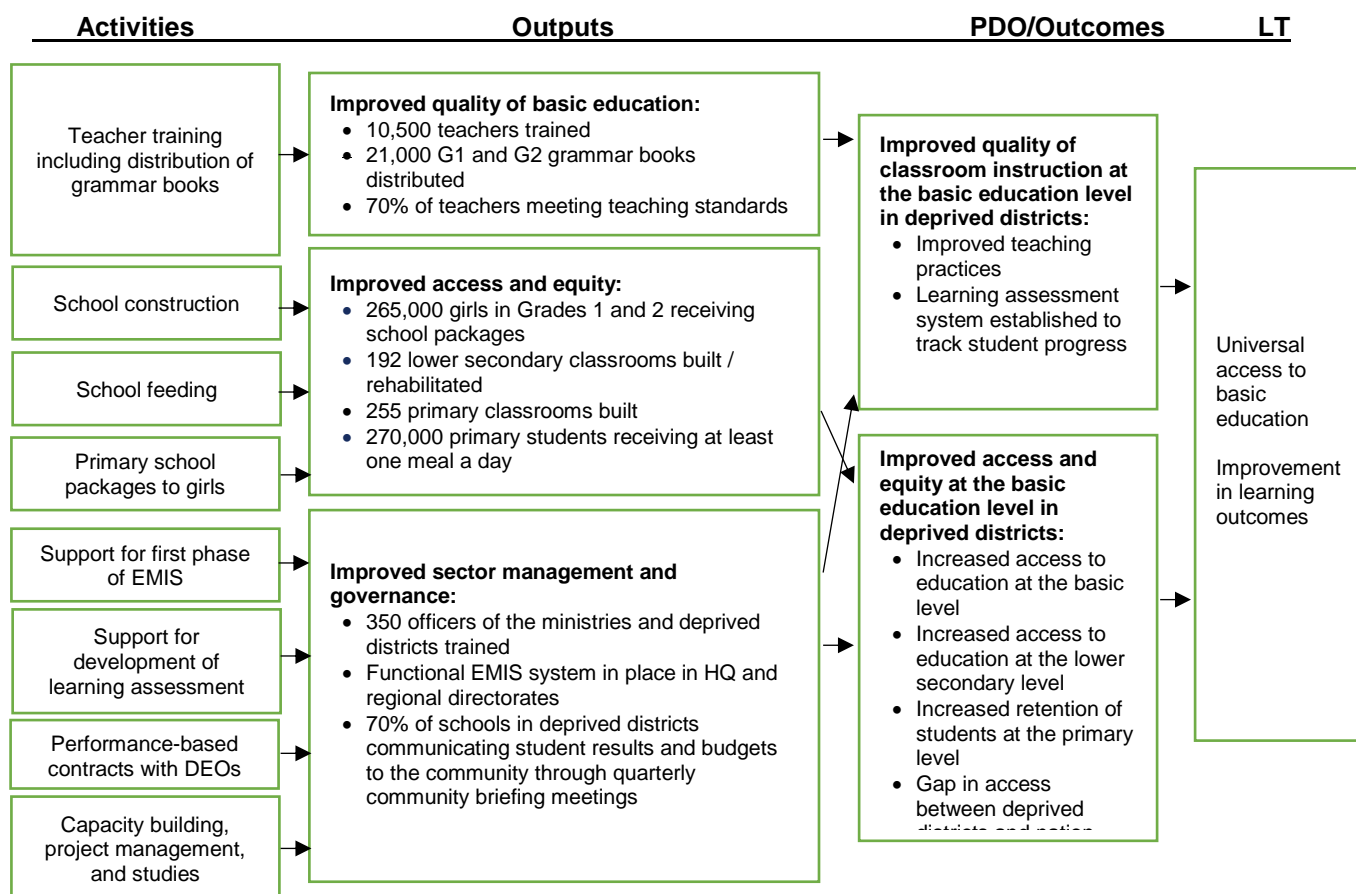
**PDO Indicator 7:** This is considered a sub-indicator of PDO indicator 6. The definition of this core indicator is given in Table 3 below:

**Table 3: Definition of PDO Indicator 7: “Utility of the Learning Assessment System”**

Criteria	Indicator Value			
Data are analyzed and results are reported to education policymakers and/or the public	NO	YES on any one of the three criteria	YES on any two of the three criteria	YES
Results are reported for at least one of the following student subgroups: gender, urban/rural, geographic region	NO			YES
The assessment exercise is repeated at least once every 5 years for the same subject area(s) and grade(s)	NO			YES
<b>Value</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>



**C. REVISED ILLUSTRATION OF RESULTS CHAIN AFTER SEPTEMBER 2015 RESTRUCTURING**





## ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

### A. TASK TEAM MEMBERS

Name	Role
<b>Preparation</b>	
Linda K. English	Lead Human Development Specialist
Lucienne M' Baipor	Senior Social Development Specialist
Deborah Newitter Mikesell	Senior Operations Officer
Atou Seck	Senior Education Economist
Pierre Joseph Kamano	Senior Education Specialist
Yacinthe Gbaye	Education Economist, Task Team Leader
Africa Eshogba Olojoba	Senior Environmental Specialist
Geraldo Joao Martins	Senior Education Specialist
Sylvie Charlotte Ida do Rego	Program Assistant
Alain Hinkati	Senior Financial Management Specialist
Mathias Gogohounga	Procurement Specialist
Emmelita Olagnika Da Matha Sant-Anna	Temporary
<b>Supervision/ICR</b>	
Angelo Donou	Financial Management Specialist
Isabella Micali Drossos	Counsel
Abdoulaye Gadiere	Senior Environmental Specialist
Yacinthe Gbaye	Senior Economist, Task Team Leader
Saba Nabeel M Gheshan	Associate Counsel
Mathias Gogohounga	Procurement Specialist
Alain Hinkati	Financial Management Specialist
Felly Akiiki Kaboyo	Operations Analyst
Axelle Latortue	Consultant, ICR Author
Laura S. McDonald	Operations Officer



Africa Eshogba Olojoba	Environmental Specialist
Bintou Sogodogo	Program Assistant
Natasha Ibrahim Somji	Consultant, ICR Author
Gertrude Marie Mathilda Coulibaly Zombre	Senior Social Development Specialist

## B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
<b>Preparation</b>		
FY12	7.490	66,780.61
FY13	13.390	112,587.06
FY14	.950	4,171.66
<b>Total</b>	<b>21.83</b>	<b>183,539.33</b>
<b>Supervision/ICR</b>		
FY13	8.875	12,462.52
FY14	3.825	38,378.11
FY15	18.277	33,010.52
FY16	14.597	70,646.65
FY17	17.999	76,498.46
FY18	34.495	211,833.68
FY19	.225	30,763.84
<b>Total</b>	<b>98.29</b>	<b>473,593.78</b>



### ANNEX 3. PROJECT COST BY COMPONENT<sup>27</sup>

Components	Amount at Approval (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval (US\$M)
Component 1: Improving the quality of basic education	8.20	12.89	157.2
Component 2: Improving access and equity	25.30	23.14	91.5
Component 3: Improving Sector Management and Governance	8.80	5.93	67.4
<b>Total</b>	<b>42.30</b>	<b>41.96</b>	<b>99.20</b>

#### A. Summary of changes in allocation by component and category, US\$

Comp.	Description of component	Initial allocation in PAD	After restructuring	
			Sept 2015	May 2017
1	Improving the quality of basic education	8,184,000	9,696,000	10,467,000
2	Improving access and equity	25,285,000	25,372,000	24,748,000
3	Improving sector management and governance	8,831,000	7,232,000	7,085,000
<b>TOTAL</b>		<b>42,300,000</b>	<b>42,300,000</b>	<b>42,300,000</b>
Category 1		30,780,000	32,648,000	31,279,000
Category 2		11,520,000	9,652,000	11,021,000
<b>TOTAL BY CATEGORY</b>		<b>42,300,000</b>	<b>42,300,000</b>	<b>42,300,000</b>

Source: Fiche Synthese Sur Le Programme FCB-PME, March 2017

<sup>27</sup> Note that these figures may diverge from what is reported in Client Connection or other sources given differences in the exchange rate when converting from FCFA to USD.



## ANNEX 4. EFFICIENCY ANALYSIS

### Introduction

1. This annex provides an efficiency analysis of the Benin Global Partnership for Education project. It is structured to mirror, where possible, the economic and financial analysis conducted at appraisal, but updates the analysis with the most recent information and with actual costs and benefits at closeout. While ideally the efficiency analysis would capture net present values, project data was not available to conduct this analysis. A summary of the analysis at appraisal is warranted to contextualize this work.
2. The assessment at appraisal was divided into five parts. First, the macroeconomic context was discussed, highlighting the trends in the availability of public resources. Next, trends in education expenditures were detailed and disaggregated by various elements. Third, the contribution of households was documented; next, the main features of the project were analyzed to justify investments in project areas and the selection of districts under the project; and finally estimated costs and anticipated benefits were detailed. This analysis at closing follows in a similar vein, but is divided into the following main parts: (i) an analysis of education expenditure is given; (ii) a cost-effectiveness analysis is conducted; (iii) the short- and long-term benefit incidence of the project is detailed; (iv) an analysis of the efficiency of implementation and spending is documented; and (v) an analysis of project sustainability is conducted.

### Education Financing

3. Benin is in the process of finalizing its new Education Sector Plan 2018-2030. As part of this work, an Education Sector Analysis was produced, which analyses education expenditure between 2010 and 2015, and thereby provides a rich source of data on the macroeconomic context of education. This sub-section draws primarily from this source.
4. **Benin remains committed to education financing, with total education expenditure increasing between 2010 and 2015, and the average share of public expenditure on education in the GDP and in Government expenditure exceeding targets and outperforming neighboring countries** (Table 4). As Benin's GDP has steadily increased by an average of 5.2 percent between 2010 and 2015, so has education expenditure from the national budget, reaching FCFA 225.6 million in 2015; this is an increase of 19 percent after accounting for inflation. Across the same period, an average of 4.8% of the GDP and 27.8% of total Government expenditure was allocated toward education. The Global Partnership for Education (GPE) recommends that 20 percent of a country's expenditure should be allocated to education, and Benin has consistently exceeded this target. Benin also outperforms other sub-Saharan African (SSA) countries, which allocate on average 4.3 percent of their share of GDP and 16 percent of public expenditure to education. However, in 2015 there was a substantial drop in the proportion of Government expenditure expended on education (22 percent) as compared to previous years, owing primarily to presidential elections which increased transfer expenses.



Table 4: Education expenditure indicators in Benin, 2010-2015

	2010	2011	2012	2013	2014	2015
Education expenditure from national budget*	168.7	177.9	203.3	219.9	218.7	225.6
Share of public expenditure on education in GDP	4.9%	4.8%	4.9%	4.9%	4.6%	4.5%
Share of public expenditure on education in Government expenditure**	28.7%	29.3%	29.1%	28.7%	29.2%	22.0%

\*millions of FCFA; \*\*excludes interest on debt

Source: Note d'analyse sectorielle du système d'éducation et de la formation, 2017

5. **Donors are an important and growing contributor toward reducing allocation inefficiencies by investing an increasing proportion in goods and services and investment.** In 2015, external financing of the sector contributed to 4.2 percent of total education expenditure; this increased substantially from 2010, when donors contributed just 2.9 percent. Table 5 demonstrates that the proportion of public expenditure in goods and services and investment has decreased between 2010 and 2015 (from 5.9 percent to 4.7 percent for goods and services and from 6.8 percent to 5.7 percent for investment expenditure). However, when donor financing is included, the proportion of total expenditure in investment remains unchanged between 2010 and 2015 (at 7.3 percent) while investment in goods and services increases (from 7.1 percent to 6.8 percent) across the same years. This demonstrates an increasing reliance on external financing to support goods and services and investment expenditure and makes a strong case for donor investment in education in reducing allocation inefficiencies.

Table 5: Public and total education expenditure by source in Benin, 2015

	2010				2015			
	Public expenditure		Total expenditure		Public expenditure		Total expenditure	
	Amount	%	Amount	%	Amount	%	Amount	%
<i>Current</i>	157.2	93.2%	161.0	92.7%	212.8	94.3%	218.2	92.7%
Staff	115.3	68.3%	115.4	66.4%	156	69.1%	156.1	66.3%
Goods and Services	9.9	5.9%	12.4	7.1%	10.7	4.7%	16.1	6.8%
Transfers to institutions	8.6	5.1%	9.8	5.7%	15.6	6.9%	15.6	6.6%
Social	13.5	8.0%	13.5	7.8%	18.9	8.4%	18.9	8.0%
Other current								
transfers	6.5	3.9%	6.5	3.7%	6.7	3.0%	6.7	2.8%
BESA	3.3	2.0%	3.3	1.9%	4.8	2.1%	4.8	2.0%
<i>Investment</i>	11.5	6.8%	12.7	7.3%	12.8	5.7%	17.1	7.3%
<b>TOTAL</b>	168.7	100.0%	173.7	100.0%	225.6	100.0%	235.3	100.0%

Table Notes: All non % expenditures are in millions of FCFA. Total expenditure includes external financing. BESA represents the budget for administrative service equipment.

Source: Author calculations using data from Note d'analyse sectorielle du système d'éducation et de la formation, 2017





6. **Although the primary sub-sector received the largest amount of public resources in 2015, this has declined since 2010 in favor of tertiary education, increasing inequities in education.** In 2010, 49.1 percent of total public education expenditure was allocated toward primary, and this reduced to 43.5 percent in 2015, which was lower than the ECOWAS average of 48.4 percent.<sup>28</sup> These resources have been reallocated to the tertiary sector where the proportion of education expenditure has increased from 16.9 percent to 21.6 percent between 2010 and 2015, higher than the ECOWAS average of 19.7 percent. Coupled with the fact that those from higher income quintiles are more likely to access higher levels of education, this indicates an increasingly regressive distribution of education spending. The proportion of public education financing allocated toward lower secondary education has remained unchanged between 2010 and 2015 at 17.9 percent, which is higher than the ECOWAS average of 16.9 percent. This provides strong justification for investments in primary education in particular.
7. **This inequitable allocation of education expenditure is also reflected in unit costs as a percent of GDP per capita.** In 2015, expenditure on primary education was 11.2 percent of GDP per capita, while for lower secondary the comparative figure was 13.3 percent. At the tertiary level, this number is 97.2 percent.

#### Cost-effectiveness analysis of project components

8. **The project was relatively cost-effective for all construction items when compared to the amount budgeted during appraisal.** Table 6 provides budget and actual unit cost estimates for new classrooms and three-block latrines at the primary and lower secondary levels.<sup>29</sup> It is clear that these construction costs are lower than what was budgeted for. However, at least in part, this is a result of exchange rate gains and the Government's decision to waive taxes on construction—both of which resulted in cost savings. In addition, actual unit costs were lower under the project for primary school classrooms and latrine blocs when compared with unit costs across other projects in sub-Saharan Africa and higher for new classrooms at the secondary level. In other contexts, unit costs for new classrooms at the primary level ranged from between US\$ 13,750 to US\$ 30,000, while for primary school latrine blocs the range was from US\$ 4,100 to US\$ 7,200. At the lower secondary level, unit costs for new classrooms were approximately US\$ 14,300.

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<sup>28</sup> Note that these percentages do not include expenditure on pre-school. If this is accounted for, then the share of total public education expenditure allocated toward the primary and pre-school sub-sectors declines from 52.3 percent in 2010 to 47.6 percent in 2015.

<sup>29</sup> Note that these unit costs are averaged across all construction during the project: unit costs were understandably higher for sites that were more difficult (due to topography or other features of the habitat) and lower for sites that were easier.



**Table 6: Unit cost of construction, USD**

Level	Item	Budgeted Unit Cost (1)	Actual Unit Cost (2)	Difference (2) – (1)	% of budget (2) / (1)
<b>Primary</b>	New Classrooms	15,169.71	12,579.31	- 2,590.41	82.9
	Latrine blocs (4 latrines)	3,000.00	2,754.16	- 245.84	91.8
<b>Lower Secondary</b>	New Classrooms	19,771.65	16,653.48	- 3,118.18	84.2
	Latrine blocs (4 latrines)	4,000.00	3,464.39	- 535.61	86.6

*Table Notes: Note that at the primary level, the project in Mali gave unit costs for three-block latrines. The author projected this for four-block latrines by simply finding the unit-cost for each latrine and multiplying by four.*

Source: Adapted by the author from project documents

9. **The per student cost of school kits was US\$7.99 which was lower than the budgeted unit cost of US\$11.63.** The school kits included school supplies (including notebooks and other materials), a school bag, and school uniforms. The actual per student cost was US\$3.64 lower than the amount budgeted for at the beginning of the project, resulting in savings of US\$1,177,180 for all kits combined. Although the content of kits vary widely across projects, incentive kits in Mali and Ghana cost between US\$6.73 and upwards of US\$50.
10. **The per child unit cost of school feeding was US\$28, which is below the average in low-income countries of US\$41 (Kristjansson et al., 2016) but is approximately the same as previous school feeding costs in Benin.** Figure 2 shows the standardized average cost of school feeding across a range of countries, which shows a large range in school feeding with per-child school feeding costs in 2008 around the same as during the project.<sup>30</sup> The cost per meal under the project was US\$0.25.

<sup>30</sup> Note that these comparisons should be viewed with the caveat that the per child cost under the project were not standardized so may not be comparable.

Standardised annual school feeding cost per beneficiary (US\$)

111 COUNTRIES. [http://www.worldsci.org/ESSONS/FILES/111\\_COUNTRIES.pdf](http://www.worldsci.org/ESSONS/FILES/111_COUNTRIES.pdf)

2008 School feeding cost benchmarks for low and middle-income countries

2012 School feeding cost estimates for selected case studies

----- Average cost for low-income countries

----- Average cost for middle-income countries

Yemen, Rep.  
Chile  
Cape Verde  
Botswana  
Mexico  
Georgia  
Madagascar  
Ethiopia  
Rwanda  
Cameroon  
Nigeria  
Mali  
Ecuador  
Lao PDR  
Myanmar  
Central African Republic  
South Africa  
Colombia  
Pakistan  
Mauritania  
Guinea-Bissau  
Sierra Leone  
Liberia  
Nepal  
Tajikistan  
Tanzania  
Haiti  
Chad  
Honduras  
Zambia  
Congo, Dem. Rep.  
Nicaragua  
Guinea  
Sudan  
Burkina Faso  
Mozambique  
Ghana  
Senegal  
Cambodia  
Cote d'Ivoire  
Mali  
Somalia  
Philippines  
Bolivia  
Congo, Rep.  
Burkina Faso  
Dibout  
India  
Niger  
Zimbabwe  
Brazil  
Gambia, The  
Sri Lanka  
Swaziland  
Tanzania  
Kenya  
Kenya MMK  
Burundi  
Iran, Islamic Rep.  
Kenya HGSF  
Uganda  
Lesotho  
Angola  
Benin  
Bangladesh  
Armenia  
Sao Tome and Principe

Source: Global School Feeding Sourcebook, Drake et al., 2016

11. **The per participant training and material provision cost for the teacher training intervention was US\$840.82, covering 13,259 teachers and supervisors – composed of 10,699 teachers at the primary level, 11,479 teachers at the lower secondary level – and 1,780 persons in charge of the education unit and their deputies.** Given the variability of teacher training costs in terms of scope, duration and mode of delivery, it is difficult to identify a relevant cost comparator. However, the project conducted multiple trainings on a variety of topics including tools to improve professional skills, managing classroom time, evaluating student learning, content knowledge, teaching multi-grade and large classes, and French language tools. Through these various trainings, most teachers were trained multiple times. This unit cost also covers the cost of 26,000 grammar books distributed to teachers.

12. **The project partially fulfilled its Project Development Objective to improve access and equity and the quality of classroom instruction at the basic education level, with particular emphasis on deprived districts.** This is evidenced by the following:

- Re-categorization of districts using the original selection criteria:** During appraisal, deprived districts that were to receive project interventions were selected using the following criteria: (i) for primary, if the GER was lower than 95 percent and / or completion rate less than 50

<sup>31</sup> Note that this graph does not indicate whether costs in the figure provide estimates from locally-administered or centrally-run / NGO-run actors; in general, locally-run school feeding can be substantially cheaper.



percent; (ii) for lower secondary, if GER for girls was lower than 30 percent. Based on these criteria, 25 deprived districts were selected at the primary level and 23 at the lower secondary level. Given the clear selection criteria, it was possible to recategorize the districts in 2015 for the Education Sector Analysis. In 2015, reapplying the original selection criteria at the primary level, nine of the 25 original project districts that qualified as deprived at appraisal would no longer be classified as such. In another 12 districts, improvements in completion rates and GER were noted, but these improvements were not sufficient to move them out of the 'deprived' zone. Four additional districts worsened in terms of indicators from the original selection criteria (i.e. GERs and / or completion rates dropped). In 2015, reapplying the original selection criteria at the lower secondary level, 16 of the 23 original project districts that qualified as deprived at appraisal would no longer be classified as such. Of the remaining districts, five registered improvements in girls GER but still remain below 30 percent, and for two districts, GER for girls worsened. On the whole, it is clear that outcomes had improved in 2015 for most of the districts originally classified as deprived.

- **Access with equity:** None of the PDO-level indicators linked to access were met under the project; however, all the intermediate result indicators that were related to access were either met or exceeded. The project was not able to meet targets linked to improving the GPIR in the deprived districts, improving the primary education completion rate, or the GER at the lower secondary level. However, the project did finance the construction of 318 classrooms at the primary level (compared to a target of 255), 212 classrooms at the lower secondary level (compared to a target of 192), 323,455 school kits for girls (compared to a target of 265,000) and 318,245 students to receiving at least one meal per day (compared to a target of 270,000).
- **Quality of classroom instruction:** While it is difficult to establish causation, the quality of classroom instruction did improve in targeted districts as indicated by the project surpassing all quality-related targets in the Results Framework. This includes: approximately 60 percent of teachers rated satisfactory (compared to a target of 55 percent), 26,000 G1 and G2 grammar books distributed (compared to a target of 21,000), over 10,500 teachers trained at the primary level and 75.8 percent of teachers meeting the standard based on inspection and classroom visits each year (compared to a target of 70 percent). The nationally representative evaluation of learning outcomes that was conducted using project funds still found that the deprived districts under the project performed lower than other public schools in Mathematics and French, but at the second grade level, these differences were not significant.<sup>32</sup>

13. **The project may also have long-term impacts on the following:**

- **Future earnings:** The most recent private returns to schooling estimates in Benin are from 2015 where an additional year of schooling is correlated with a 11 percent increase in wage. This is slightly lower than the SSA average of 12 percent. The private rates of return to completing primary education is 94 percent higher wage compared to no education; at the lower secondary level, this figure is 127 percent. Hence, there are long-term impacts in terms of future earnings from the project.

<sup>32</sup> Note that, without a baseline, it is not possible to determine whether there has been improvement in these districts.



- **Health outcomes:** According to 2017/18 Demographic and Health Survey (DHS) data, child mortality and fertility rates in Benin have both increased since 2011/12. The former now stands at 55 deaths per 1,000 births (an increase from 42 in 2011/12) while the latter is 5.7 children per woman, an increase from 4.9 in 2011/12 (*Cinquième Enquête Démographique et de Santé*, 2017-18). A number of studies have found negative correlations between education and child mortality and fertility rates (Witter et al., 2017), and Benin's example corroborates these findings. The 2017/18 DHS indicates that the higher the education level, the less likely a woman between the ages of 15 and 19 years old are to have a child or be pregnant with a child: 33.5 percent of women who have no education between these ages have started their procreative lives, compared to 13.1 percent who have a lower secondary education. Furthermore, UNESCO estimates that the number of underage births<sup>33</sup> in sub-Saharan Africa, South and West Asia stands at 3.4 million, but this would fall by 10 percent if all women had primary education and 59 percent if all women had secondary education (Witter et al., 2017). Hence, there may be long-term impacts in terms of these health benefits for those who benefitted from the project.
- **Intergenerational effects:** Education can also be seen as a positive externality in that the benefits of educational attainment in one generation can spillover into future generations. In a study of 16 sub-Saharan African countries, it was found that 68 percent of children with uneducated mothers attended school, compared to 87.7 percent and 95.5 percent of children with mothers who had six and 12 years of education respectively. UNESCO has also found that an extra year of a mother's education resulted in an increase in a child's education by 0.32 years (Witter et al., 2017).

#### Efficiency of Implementation

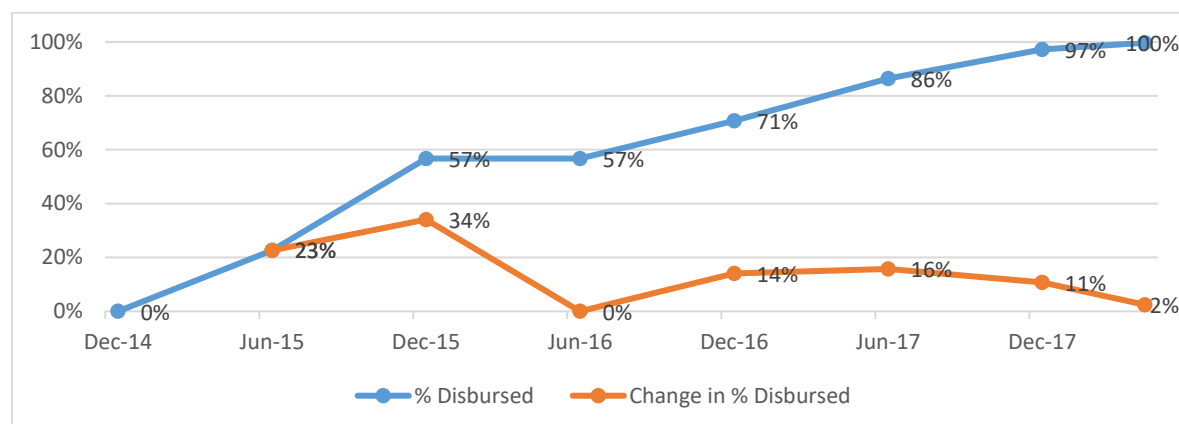
14. **The project disbursed 99.2 percent of the budgeted amount, or 41.96 of the USD 42.3 million allocated to the project; the disbursement trend has been mostly smooth.** The change in proportion disbursed from one six-month period to the next varied throughout the life cycle of the project, with average disbursement of 14 percent within six months. Figure 3 provides the percent disbursed and the percentage point change in the percent disbursed from one cycle to the next. The period between June 2015 and June 2016 indicates a rapid increase in disbursement for the first six months, and then a drop to no disbursement for the next six months. This is reflective of implementation realities, most significantly a change in administration in April 2016 and project restructuring in September 2015. It is during this time that discussions for extending the project are considered to allow activities to be completed and to account for the rainy season which would slow down construction. The supervisory team also demonstrated proactiveness when they worked with the Government to develop a tight schedule for the implementation of the school kits and school canteens activities, which had been significantly delayed. It is also worth noting that all of the seven financial audits that were available were of unqualified opinion and reported no significant irregularities, indicating judicious supervision of project funds.

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<sup>33</sup> Defined as before the mother reaches 17 years of age.



Figure 3: Disbursement trends of the USD 42.3m total over project life cycle



Source: Constructed by the author from project documents

15. **When looking at the budget during restructuring by component and sub-component, expenditure diverged from budget (Table 7).** In particular, while the budget execution rate for components 2 and 3 as compared to the second restructuring budget (column 7) was under 100 percent, for component 1 this rate was 123 percent. This is accounted for through overspending on the teacher training sub-component, justified as necessary as a result of the low learning levels in the deprived districts that were highlighted both through the PASEC report – released in 2016 – which indicated that Benin had among the lowest learning levels of all PASEC countries at entry and these results were worse in rural areas than urban areas, and through the results of the teacher evaluation which indicated poor outcomes for teachers in the deprived districts. As a result, a series of trainings were added that went beyond what was conceived in various areas. Trainings were held in various areas such as managing classroom time, evaluating student learning, content knowledge, teaching multi-grade and large classes, and French language tools. Funds were reallocated from Components 2 and 3 to support the added teacher trainings<sup>34</sup>, and this could be justified given efficiency savings in other areas of the project as well as changes in implementation realities: it is clear that efficiency gains were made particularly in the areas of construction<sup>35</sup>, whereas sub-component 3.1 related to the EMIS system was not completed due to delays in the bidding process resulting from a conflict of interest that needed to be addressed.

<sup>34</sup> As these funds were within the same category of expenditure, no restructuring was required.

<sup>35</sup> Note that the budget during restructuring accounted for efficiency savings in the form of exchange rate gains and removal of taxes by the government on infrastructure projects.



**Table 7: Restructuring budget compared to expenditure by project component and sub-component, USD**

Comp.	Description of Component	Budget			Expenditure	Budget Execution Rate		
		PAD	Restructure 1 (Sept 2015)	Restructure 2 (April 2016)		PAD Budget	Restructure Budget 1 (Sept 2015)	Restructure Budget 2 (April 2016)
		(1)	(2)	(3)		(5) = (4)/(1)	(6) = (4)/(2)	(7) = (4)/(3)
<b>1</b>	<b>Improving the quality of basic education</b>	<b>8,184,000</b>	<b>9,696,000</b>	<b>10,467,000</b>	<b>12,878,358</b>	<b>157.4%</b>	<b>132.8%</b>	<b>123.0%</b>
1.1	Improving teacher practices through in-service training and pre-service training	6,269,000	7,362,000	8,740,000	11,148,368	177.8%	151.4%	127.6%
1.2	School grants	1,915,000	2,334,000	1,727,000	1,729,991	90.3%	74.1%	100.2%
<b>2</b>	<b>Improving access and equity</b>	<b>25,285,000</b>	<b>25,372,000</b>	<b>24,748,000</b>	<b>23,143,601</b>	<b>91.5%</b>	<b>91.2%</b>	<b>93.5%</b>
2.1	Construction of classrooms in the most deprived districts	11,520,000	9,652,000	11,021,000	9,898,570	85.9%	102.6%	89.8%
2.2	Improving retention and equity	13,765,000	15,720,000	13,727,000	13,245,031	96.2%	84.3%	96.5%
<b>3</b>	<b>Improving sector management and governance</b>	<b>8,831,000</b>	<b>7,232,000</b>	<b>7,085,000</b>	<b>5,931,980</b>	<b>67.2%</b>	<b>82.0%</b>	<b>83.7%</b>
3.1	First phase of the educational management information system (EMIS)	2,122,000	1,927,000	1,790,000	1,228,474	57.9%	63.8%	68.6%
3.2	Strengthening of school inspection and improvement of pedagogical management through the use of student learning assessments	3,087,000	2,041,000	1,414,000	1,374,262	44.5%	67.3%	97.2%
3.3	Capacity building, project management, and studies	3,622,000	3,264,000	3,881,000	3,329,244	91.9%	102.0%	85.8%
<b>TOTAL</b>		<b>42,300,000</b>	<b>42,300,000</b>	<b>42,300,000</b>	<b>41,953,940</b>	<b>99.2%</b>	<b>99.2%</b>	<b>99.2%</b>

Source: Constructed by the author from project documents

16. Compared to project appraisal, the project had incurred significant cost savings and was able to stretch funding further due to the combination of exchange rate gains and the decision by the Government to remove taxes from infrastructure activities. At the time of signing, the exchange rate was US\$ 1 = FCFA 500, but at the time of restructuring this increased to US\$ 1 = FCFA 580, making additional project financing available. In addition, the Government decided to remove taxes on construction allowing for construction to become even cheaper. The combination of these allowed for project financing to stretch even further and for targets for many indicators to be revised upward under the restructuring in September 2015, particularly for number of teachers trained and the





number of students receiving at least one meal a day; in addition, grammar books were purchased and provided to teachers as an additional activity.

17. **However, substantial project delays and fraudulent activity with regards to school feeding resulted in inefficient implementation.** The project suffered from delays in all areas, including FM, procurement, administration and technical delays which substantially delayed project implementation. For instance, school kits to girls were provided with substantial delay, as were school grants in the 2014/15 academic year; payments for classroom construction was also substantially delayed. As a result, project extensions were requested twice under the project. In addition, two instances of fraudulent activity with regard to school feeding resulted in substantial delays in school feeding activities. This meant that activities were not administered within the intended timeframe, resulting in inefficiencies.
18. **While these revised targets were exceeded in 8 out of 11 instances at the intermediate level, at the PDO level, only 4 out of the 7 indicators were achieved.** However, although the budget execution rate only exceeded 100 percent for sub-component 1.1; for all other sub-components, the budget execution rate was under 100 percent. Despite these cost savings, many indicators in the Results Framework exceeded their revised targets (after the restructuring in September 2015 which accounted for the exchange rate gains), most notably: 25 percent more beneficiaries benefitted from the project; 25 percent and 10 percent more schools at the primary and lower secondary levels respectively were constructed; 24 percent more G1 and G2 grammar books were distributed; 22 percent more girls in grades 1 and 2 received school packages; and 18 percent more primary school students received at least one meal per day. The project thus underspent compared to the budget and exceeded endline targets indicating extreme efficiency in spending of resources. However, despite these efficiency gains, access indicators at the PDO level remained unmet.

### **Sustainability analysis**

19. **Categorization of districts as 'deprived' using objective and transparent criteria was initially done by the project, but this has since been institutionalized and adopted nationally.** As previously mentioned, the 2015 Education Sector Analysis recategorized districts using the original selection criteria and found that many districts had moved out of deprived status. The Education Sector Plan 2018-2030 used this recategorization to redefine 42 districts which should be targeted (which includes 18 districts targeted under the project). This classification has become so entrenched, that the Government has instituted a new policy to continue some of the project interventions in these 42 districts, as well as to conduct research to better understand the root causes that these districts are facing.
20. **In addition, the pooled fund mechanism and the new GPE project will allow for continued support of project interventions.** In particular, the pooled fund mechanism will finance teaching materials to schools as well as capacity building for the full use of EMIS as well as extend EMIS to the secondary level. Given the success of the project in targeting teacher training by using the results of teacher evaluations, the Minister intended to continue this aspect; however, teachers boycotted this





intervention so this could not be continued. The new GPE-financed project, in the amount of US\$19.4 million, will continue to provide pre- and in-service training to basic education teachers, provide school packages to girls in the regions of Alibori and Borgou (regions that have 11 out of 20 districts with PCRs below 50 percent), and strengthening the M&E system and extending the EMIS. Other donors are also supporting this by supporting school construction, equity and inclusion, literacy, and technical and vocational education and training.

21. **Many of the project interventions can be expected to benefit future cohorts of students.** While minimal maintenance costs will be required, the schools constructed under the project will continue to benefit students beyond the scope of the project. In addition, the capacity building under the project in the form of in-service and pre-service training, monitoring and evaluation training, leadership training, procurement training, financial management training, etc. will also benefit additional students that were not part of the project especially if refresher trainings can be financed.<sup>36</sup> Furthermore, some of the teaching and learning materials purchased under the school grants will continue to remain in the schools and benefit future students.
22. **However, other interventions will need to be sustained through continued financing as detailed in Table 8.** Specifically, school feeding, student kits and school grants will require investment if these interventions are to be continued. The Government has included in the Education Sector Plan 2018-2030 the need to target interventions related to infrastructure, teacher training, school canteens, and school kits in the 42 new districts categorized as 'deprived'; this commitment makes the possibility of funding for these activities more realistic. In addition, the new GPE project will ensure sustainability of many of the project interventions by continuing to provide pre- and in-service training to teachers, providing school packages to girls in the regions of Alibori and Borgou (regions where there are 11 districts with Primary Completion Rates below 50 percent out of a total of 20 districts), continuing constructing classrooms in deprived districts, and continuing administering learning assessment by strengthening MEMP's capability.

**Table 8: Unit costs of interventions that will require continued investment, USD**

Item	Unit Cost (US\$)
School feeding	28 (per child)
School kits	7.99 (per kit)
School grants	1,000 (per school)

23. **Future projects and Government initiatives will benefit both from the set-up of the EMIS system and the learning assessment that was carried out under the project.** While the EMIS system was not established at the regional level as the project intended due to delays, it was set up at the Ministry of Basic Education and includes software for personnel management and the management of statistical data and officers were trained in these systems. This will allow for more efficient data collection for future projects, and the new GPE-financed project along with the pooled funding

<sup>36</sup> Note that this is tempered somewhat due to attrition of staff, but it is not possible to get a sense of the scale of attrition.



mechanism intends to continue financing the extension of EMIS to other levels as well as the training of staff to build their capacities in the use of EMIS. In addition, the nationally representative learning assessment carried out under the project provides the latest datapoint on learning outcomes in the country at the primary level and allows for more efficient targeting. The Government has already paid to participate in PASEC 2019, and the new GPE project will finance Benin's participation in a national learning assessment in 2022.

24. To conclude, the project was highly efficient in exceeding the majority of results at the intermediate level at a lower expected cost. Part of this can be explained by exchange rate gains and the Government's decision to waive taxes on construction, which allowed project financing to be stretched further. The project was also relatively more efficient than cost comparators especially for construction, and short- and long-term benefits were recorded in terms of improved quality. Project disbursement was relatively smooth, and the institutionalization of the 'deprived districts' categorization, as well as the continued financing of some of the project interventions through the pooled fund mechanism and the new GPE-financed project will ensure continued sustainability. However, the project also suffered from delays in FM, procurement, technical and administrative implementation which substantially affected timeliness of implementation and resulted in two project extensions. In addition, some of the efficiency gains observed under the project were made possible by exogenous factors (exchange rate gains and the Government's decision to waive taxes). Moreover, the project was unable to translate achievements at the intermediate level to outcomes and none of the PDO-level targets linked to access were achieved. In light of the above, the efficiency of the project is rated **Modest**.



## **ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS**

The following provides an excerpt of the Government's completion report. The full report can be found in WBdocs.

### **I. Conception, exécution, réalisation et impact du projet**

#### **A. Evaluation de la conception du projet**

Le projet vise à appuyer le Gouvernement du Bénin dans la mise en œuvre de la troisième phase de son Plan sectoriel pour l'éducation (ESP). Le projet contribue aux objectifs les plus élevés de la stratégie de réduction de la pauvreté du Bénin soutenue par la Stratégie Nationale d'Assistance de la Banque (SNAB) pour la période 2009-2012. Le projet contribue également aux objectifs du Plan Décennal de Développement du Secteur de l'Education - PDDSE). Il est destiné à soutenir les domaines qui complètent les dépenses du gouvernement ainsi que d'autres sources de financement du secteur.

Il contribue donc à l'atteinte des cinq objectifs interdépendants du PDDSE que sont: améliorer le taux de scolarisation, de l'équité régionale, du genre et la rétention de l'éducation de base ; améliorer la qualité de l'enseignement à tous les niveaux du secteur de l'éducation avec pour objectif de maximiser les résultats d'apprentissage ; accroître l'efficacité et la pertinence du système éducatif en favorisant des liens plus étroits entre la technique, la formation professionnelle et l'enseignement supérieur, d'une part, et les exigences du marché du travail, d'autre part ; gérer le flux des étudiants à travers la diversification de l'offre d'éducation pour l'enseignement post-fondamental ; améliorer la gestion globale du système y compris la gestion administrative, pédagogique et financière.

L'atteinte de ces objectifs à l'issue des quatre années d'exécution du projet est mesurée par les indicateurs de résultats suivant : Pourcentage d'enseignants jugés satisfaisants chaque année par une enquête d'observation de classes de l'INFRE et d'une agence externe dans les communes défavorisées ; L'écart entre le Taux Brut d'Admission au cours primaire des communes défavorisées et celui recueilli au niveau moyen national (dont celui des filles); Le taux d'achèvement de l'enseignement primaire dans les communes ciblées (total / filles); Le taux brut de scolarisation dans l'enseignement secondaire au premier cycle dans les communes cibles; Le système pour l'évaluation des apprentissages dans l'enseignement primaire; Les Bénéficiaires Directs du Projet (nombre), dont des filles (%) CORE.

Les indicateurs de développement du programme ont progressé dans l'ensemble de manière satisfaisante de 2014 à 2016. Jusqu'en 2016, les résultats sont jugés modérément satisfaisants étant donné que quatre des cinq indicateurs de performance clés ont progressé vers les cibles.

Pour l'année scolaire 2016-2017, il a été noté une baisse du niveau des différents indicateurs. Cependant, cette baisse a été moins importante que celle observée au niveau de la moyenne nationale ; ce qui entraîne une amélioration à la baisse de l'écart entre les communes défavorisées et la moyenne nationale au niveau des indicateurs sélectionnés pour le suivi du programme au niveau du primaire.

En particulier, au niveau du secondaire, la chute du seul indicateur suivi dans ce sous-secteur (taux brut de scolarisation dans le secondaire général au premier cycle dans les communes ciblées) est due aux



résultats catastrophiques enregistrés au CEP session de 2016.

**B. Principaux résultats obtenus dans chacune des composantes du projet**

*1. Pour la composante 1 (Amélioration de la qualité de l'enseignement).*

En termes de statistiques, les résultats obtenus se présentent comme indiqués dans le tableau ci-dessous :

Tableau 1 : Effectif des enseignants formés par an

Indicateurs	2014/15		2015/16		2016/17	
	Valeur Cible	Valeur Atteinte	Valeur Cible	Valeur Atteinte	Valeur Cible	Valeur Atteinte
Nombre d'enseignants du primaire formés dans les communes défavorisées dans le cadre du projet	7 000	9 367	10 500	10 699	10 500	10 699

Ces formations ont été soutenues par des évaluations périodiques qui ont permis d'apprécier l'évolution des performances des enseignants. Au nombre de ces évaluations financées par le projet, il y a :

- L'étude d'évaluation et d'observation des enseignants en situation de l'INFRE et d'une agence externe qui a permis de dégager le « Pourcentage d'enseignants jugés satisfaisants chaque année ». Elle a révélé que 59,4% des enseignants des 25 communes ont été jugés satisfaisant en matière de pratique de classe.
- L'évaluation à l'aide de l'Outil de Supervision et d'Encadrement Pédagogique (OSEP). Elle a permis d'apprécier chaque année le pourcentage d'enseignants du public satisfaisant aux normes d'inspection et de visites de classe.

Au niveau du Ministère des Enseignements Secondaire, Technique et de la Formation Professionnelle, il était prévu la formation initiale de 3 400 enseignants contractuels qui n'ont que le *baccalauréat* (ou un an au-delà) pour deux (02) ans. Cette formation des enseignants reversés ACE du secondaire est achevée et les résultats sont proclamés dans toutes les cohortes. Le taux global de succès est de 63,3 %. Il convient de noter que les résultats sont particulièrement faibles en mathématiques et en sciences physiques où les taux de succès sont respectivement de 39,4% et 49,4%.

Outre cette formation initiale, certaines activités de formation et de remédiation aux insuffisances pédagogiques ont été menées au niveau de ce sous-secteur. Toutes ces formations et remédiations ont permis d'obtenir les résultats suivants au niveau de ce sous-secteur :

- 1744 enseignants du secondaire recrutés en 2014 et 2016 et 387 conseillers pédagogiques ont vu leur capacité renforcée sur quelques stratégies de gestion de classe ;
- 1320 responsables d'établissements du secondaire (dont 440 Directeurs/Provisors, 440 censeurs et 440 surveillants généraux) des départements Zou-Collines, Borgou-Alibori et Atacora-Donga ont vu leurs insuffisances pédagogiques et administratives remédiées ;



- 73 inspecteurs et cadres assimilés du MESTFP ont été formés au « Team Building » et au « Leadership et Management d'équipes Performantes » respectivement par les cabinets de formation TALENTS PLUS et AFRIQUE CONSEIL ;
- les insuffisances académiques de 912 enseignants en situation de classe identifiés dans les disciplines de français, de mathématiques, de la SVT et du PCT sont remédiées ;
- 600 enseignants sont outillés à utiliser les ressources notionnelles, pédagogiques et techniques actualisées dans le processus enseignements/apprentissages/évaluation de leurs disciplines respectives.

En matière d'intrants pédagogiques et de matériel didactique, le projet a transféré une subvention ponctuelle de 500 000 F CFA à chacune des 2 008 écoles primaires publiques des 25 communes défavorisées pour l'acquisition de matériels pédagogiques au titre de l'année scolaire 2014-2015.

Au-delà de ce qui était prévu dans cette sous composante, le projet a acquis et distribué 13 000 exemplaires de chaque livre de grammaires G1 et G2 ont aux enseignants formés en 2015 sur les livrets IFADEM 3, 4, 5 et 6.

*Au niveau de cette composante, les leçons tirées se résument comme suit :*

- *l'implication des cabinets à divers niveaux a permis d'accélérer la mise en œuvre des formations ;*
- *la coordination des activités de formations continues par une seule structure (INFRE) au niveau de la maternelle et du primaire s'est révélée comme une option pertinente et efficace ;*
- *l'utilisation de certains documents de formations déjà élaborés (livrets IFADEM) a permis d'optimiser le temps et de réduire les coûts des formations ;*
- *toutes les évaluations et études ont presque abouti aux mêmes constats, à savoir une détérioration de la qualité des apprentissages depuis 2000. Mais, de façon récurrente, les recommandations ne font pas l'objet d'un suivi et sont peu mises en œuvre.*

## **2. Composante 2 : Amélioration du taux de scolarisation et de l'équité**

Au niveau des constructions, les résultats sont jugés satisfaits. Les cibles prévues ont été largement dépassées. Toutes les constructions du volet PME du programme sont achevées. Il s'agit de :

- 85 modules de trois salles de classe entièrement équipés et 170 blocs de latrines au profit du MEMP ;
- 48 modules de quatre salles de classe entièrement équipés et 96 blocs de latrines au profit du MESTFP.

Tous ces modules ont été réceptionnés provisoirement ; soit un taux d'exécution global de 100%.

Outre ces infrastructures, compte tenu des gains de change et des reliquats sur cette sous composante, des infrastructures complémentaires ont été réalisées. Il s'agit de :

Une première cohorte complémentaire de 21 modules de trois (03) salles de classe au profit du MEMP et



cinq (05) modules de quatre (04) salles de classe au profit du MESTFP, ont été construits sur les ressources du PME. Le taux physique global d'exécution est de 85% pour les 21 modules de trois (03) classes ;

Une deuxième cohorte de 10 modules de trois (03) salles classes et 03 modules de quatre classes ont été construits au profit du MEMP et du MESTFP sur les ressources du PME. Le taux global d'exécution des travaux est estimé à 60%.

11 modules à réaliser dans les zones déshéritées confiés à AGETUR SA au profit du MESTFP sur les ressources FCB ont été construits et réceptionnés provisoirement ; soit un taux global d'exécution de 100%. Après l'échéance de la période de garantie de 01 an, 05 modules sur les 11 réalisés ont été réceptionnés définitivement.

Deux (02) dortoirs de 100 places confiés à AGETIP-BENIN dans les Ecoles Normales d'Instituteurs d'Abomey et de Porto-Novo au profit du MEMP sur les ressources FCB ont été construits définitivement réceptionnés.

En résumé, le projet a pu construire :

- 118 modules de trois (03) salles de classe entièrement équipés et 232 blocs de latrines au profit du MEMP ;
- 67 modules de quatre (04) salles de classe entièrement équipés et 107 blocs de latrines au profit du MESTFP.

En matière de sauvegarde environnementales et sociales, la mise en œuvre des politiques OP/BP 4.01 Evaluation environnementale et OP/BP 4.12 Réinstallation involontaire a permis de :

- Sécuriser les sites d'infrastructures ;
- Assurer la durabilité des infrastructures ;
- Obtenir les infrastructures respectant les normes environnementales et sociales de la Banque mondiale ;
- Assurer la participation des bénéficiaires aux organes de gestion du programme ;
- Améliorer les conditions de travail des élèves qui reçoivent peu les rayons de soleil grâce à une bonne orientation des élèves ;

Au niveau de la distribution des kits, il est prévu la distribution des kits aux filles de CI et CP pendant 03 ans. Le projet a pu distribuer de kits à 339 395 écolières de CI et CP depuis 2014.

Au niveau des cantines scolaires, le projet a appuyé 396 écoles dans 17 communes des 25 ciblées par le programme FCB-PME durant les trois (03) premières années du projet. Le projet a pu dégager des reliquats pour assurer le fonctionnement de 297 écoles à cantine au cours de l'année scolaire 2017-2018.

Dans le cadre de l'alphabétisation des adultes, 27 178 personnes ont été alphabétisées au total dont 11 913 femmes sur un total de 26 400 personnes prévues.

Le projet a également financé l'Intégration scolaire des enfants à besoins spécifiques à travers le volet ISEH. Cela a permis d'avoir les résultats ci-après :



- Les parents d'enfants handicapés et des autorités locales des communes du zou ont été sensibilisés pour susciter leur adhésion et engagement à la cause des enfants handicapés ;
- 287 enfants handicapés ont été identifiés et suivis dans les neuf (09) communes du Zou ;
- Des consultations médicales pour identification des besoins spécifiques de chaque enfant handicapé ciblé ont été faites ;
- Tous les enseignants ayant les enfants handicapés dans leurs classes ont été formés ;
- Des cours de renforcement ont été organisés au profit des enfants handicapés ;
- Des traitements médicaux généraux et spécialisés (chirurgie et/ou appareillage orthopédique, rééducation, ORL, ophtalmologie) ont été effectués au profit des enfants handicapés bénéficiaires ;
- Des aides à la mobilité (tricycles, cannes, vélos) ont été fournis aux enfants concernés.

*Au niveau de cette composante, les leçons tirées se résument comme suit :*

- *les commandes groupées ont permis de gagner du temps dans la réalisation des infrastructures et d'induire une certaine uniformité au niveau des modules ;*
- *L'allotissement même s'il permet de gagner du temps dans la réalisation des infrastructures ne permet pas toujours de préciser l'imputation des responsabilités en cas de malfaçons ;*
- *la montée en capacité technique des entreprises d'infrastructures a permis d'atteindre une meilleure qualité des infrastructures ;*
- *le dispositif de suivi et de contrôle des travaux s'est amélioré avec l'acquisition d'équipements techniques de contrôle plus pointus ;*
- *une plus forte mobilisation des communautés autour des chantiers de construction d'infrastructures scolaires à travers la mise en place des comités locaux de suivi ;*
- *la prise en compte des mesures de sauvegarde sociale et environnementale dans la mise en œuvre des infrastructures s'est avérée comme une option positive à pérenniser et à étendre à toutes les constructions d'infrastructures ;*
- *l'organisation d'une partie du processus d'acquisition des kits scolaires au niveau central avec l'implication de l'UATS s'est révélée concluante parce que cela a permis de réduire les délais de mise en place ;*
- *le processus d'appel d'offres ouvert pour l'acquisition des kits a permis d'avoir les kits à moindre coût mais pas des kits de qualité ;*
- *la régularité des suivis du niveau central et les descentes de l'IGM ont permis d'amoindrir les dysfonctionnements enregistrés au fil des années au niveau des cantines ;*
- *la mise en œuvre du Volet ISEH a permis aux parents et la société de comprendre que l'enfant handicapé est capable d'aller à l'école, de réaliser les mêmes prouesses que les autres enfants et de sentir épanouir ;*
- *le Volet ISEH a fondamentalement montré que l'initiative est très intéressante et qu'elle mérite d'être étendue à d'autres départements du pays.*



### *3. Composante 3: Amélioration de la gestion et la gouvernance du secteur*

Au niveau de la gestion et du pilotage, la plupart des activités prévues au niveau de cette composante ont été exécutées.

La mise en place du Système d'Information et de Gestion de l'Education (SIGE), à la date du 30 avril 2018, montre que tous les quatre (04) lots (lot 2 Equipements centraux informatiques, Equipements réseaux et de sécurité), lot 3 (Equipements périphériques, Micro-ordinateurs, imprimantes scanners), lot 4 (équipements d'énergie et de climatisation) et lot 1 (acquisition de licences de logiciels, de les adaptation, de formation des utilisateurs pour la maintenance et le transfert de compétences) ont été réceptionnés au grand bonheur des acteurs de l'école, avec installation du DATA CENTER au MEMP.

En ce qui concerne les Contrats d'objectifs avec les circonscriptions scolaires, des ressources d'un montant total de 460 000 000 F CFA ont été transférées aux circonscriptions scolaires pour le renforcement des inspections et visites de classes inscrites dans les plans d'actions validés par la DIIP.

En termes d'évaluation des acquis scolaires, le projet a appuyé financièrement les évaluations ci-après :

- Évaluation nationale des acquis scolaires des élèves du CP et du CM1 ;
- PASEC 2014 performances du système éducatif béninois ;
- Étude d'évaluation et d'observation des enseignants en situation de classe ;
- Evaluation des enseignants sur les livres de grammaire G1&G2 ;
- Evaluation de la maîtrise des contenus notionnels par les enseignants : « Ce que je sais de ce que j'enseigne » ;
- Etude sur les causes des abandons scolaires des enfants dans les écoles primaires publiques.

De façon globale, les résultats issus de l'ensemble des évaluations montrent que les lignes n'ont pas trop bougé en matière d'amélioration de la qualité des performances des apprenants et des pratiques pédagogiques observées chez les enseignants.

L'exécution financière du programme est de F CFA vingt-quatre milliards trois cent quarante sept millions neuf cent soixante huit mille huit cent soixante-trois (24 347 968 863) sur un disponible de F CFA vingt-quatre milliards cinq cent quarante-huit millions huit cent cinq mille (24 548 805 000) au cours de 1 USD = 580,35 F CFA soit un taux d'exécution financière globale de 99,18% au 30 avril 2018.





L'utilisation des fonds par composante du Projet au 30 avril 2018 se présente comme suit :

Tableau 2 : Utilisation des fonds par composante

EMPLOI PAR COMPOSANTE	Dépenses réelles	
	F CFA	USD
Composante 1. Amélioration de la qualité de l'éducation de base	7 473 955 286	12 878 358,38
1.1. Amélioration des pratiques d'enseignement dans les circonscriptions scolaires les plus défavorisées	6 469 955 286	11 148 367,86
1.2. Matériel didactique	1 004 000 000	1 729 990,52
Composante 2. Amélioration de l'accès et de l'équité	13 431 388 848	23 143 601,01
2.1. Construction de salles de classe	5 744 635 002	9 898 569,83
2.2. Amélioration de la rétention des jeunes et de l'équité	7 686 753 846	13 245 031,18
Composante 3. Amélioration de la gestion et de la gouvernance du système éducatif	3 442 624 729	5 931 980,23
3.1. Système d'Information de Gestion de l'Education (SIGE)	712 944 789	1 228 473,83
3.2. Renforcement de l'inspection des écoles, collèges et lycées et amélioration de la gestion pédagogique	797 552 908	1 374 261,92
3.3. Renforcement des capacités, gestion et études du Programme	1 932 127 032	3 329 244,48
<b>TOTAL GLOBAL PAR COMPOSANTE</b>	<b>24 347 968 863</b>	<b>41 953 939,63</b>

*Au niveau de cette composante, les leçons tirées se résument comme suit :*

- *L'organisation régulière des réunions de comité du suivi des marchés et des décaissements a permis de booster beaucoup dossiers. Cependant, sa composition devra être revue pour l'implication effective des cadres intervenant sur la chaîne de dépenses et des marchés publics ;*
- *Le suivi régulier des dossiers de marchés au niveau des instances de contrôle et de validation du ministère en charge des finances permet d'éviter le long délai de passation des marchés.*

#### *4. Responsabilités de l'UATS et des directions techniques impliquées dans la mise en œuvre du projet*

Il importe de noter que toutes ces activités qui ont permis d'avoir ces différents résultats ont été menées par les structures impliquées dans le projet. L'Unité d'Appui Technique et de Suivi dans, son rôle d'assistance, a appuyé les différentes structures dans l'élaboration des documents techniques des activités, la mobilisation des ressources financières et matériels.

Une bonne ambiance de travail a caractérisé ces quatre (04) années de collaboration entre l'UATS et les structures nonobstant quelques dysfonctionnements observés de temps en temps.

#### *5. Rôle/leadership du cabinet du ministre dans la mise en œuvre du projet*

Des comptes rendus ont été faits régulièrement aux organes de pilotage. Toutes les mises en route devant déclencher la mise en œuvre des activités sont signées par le Directeur de Cabinet du MEMP après l'Avis de Non Objection des PTF.



Toutes les activités reçoivent l'autorisation du Ministre à travers une fiche ou note à l'attention qui lui est soumise.

#### 6. *Leçons à tirer*

*Les leçons tirées au niveau de la coordination et la gestion du programme se résument aux deux (02) points ci-après :*

- *les prérequis en matière de connaissance du secteur par deux (02) cadres de l'UATS (Coordonnateur et SSE) ont permis d'accélérer la mise en œuvre du projet ;*
- *la signature des mises en route des activités et l'élaboration des fiches et note à l'attention au MEMP sur les activités clés ont permis de renforcer l'implication des autorités dans la mise en œuvre des activités du projet.*

#### C. Evolution des indicateurs de développement

Les progrès vers les objectifs de développement du Programme ont été évalués par période et au regard de la situation nationale. Jusqu'en 2016, les résultats sont jugés satisfaisants étant donné que quatre des cinq indicateurs de performance clés ont progressé vers les cibles.

Pour l'année scolaire 2016-2017, il a été noté un ralentissement de la tendance observée. Ainsi les cibles des indicateurs que sont : (i) le taux brut d'admission au primaire dans les communes ciblées ; (ii) le taux d'achèvement du primaire dans les communes ciblées ; (iii) le taux brut de scolarisation dans le secondaire général au premier cycle dans les communes ciblées n'ont pas été atteintes.

L'observation des valeurs atteintes pour ces indicateurs montre qu'au niveau des indicateurs de l'enseignement primaire, cette baisse a été moins importante que celle observée au niveau de la moyenne nationale comme l'indique le tableau ci-dessous. Ainsi au niveau du taux brut d'admission la baisse est de 7 points au niveau nationale contre 5 points au niveau des communes ciblées. La même tendance pour le taux d'achèvement où les points d'écart sont respectivement de 11 et 9. Sur la base de ces données, la situation est meilleure dans les communes défavorisées que dans les autres. Au niveau du secondaire la chute du seul indicateur suivi dans ce sous-secteur (taux brut de scolarisation dans le secondaire général au premier cycle dans les communes ciblées) est due aux résultats catastrophiques enregistrés au CEP session de 2016. Cette situation est essentiellement due à une baisse des effectifs en 2017 tant au niveau du primaire que du secondaire général.

L'analyse des données scolaires de l'année 2018 en cours de finalisation permettra de conclure si cette situation de 2017 est exceptionnelle ou structurelle. Dans le second cas une étude sera réalisée pour mieux comprendre les facteurs explicatifs de cette baisse.



Tableau 3 : Comparaison des écarts des TBA et TAP entre la moyenne nationale et les communes ciblées entre 2016 et 2017

	Benin		Communes PME		Ecart 2016-2017	
	2016	2017	2016	2017	Benin	Communes PME
Taux d'admission au primaire	146,9%	139,2%	116,0%	110,9%	-7,8%	-5,1%
Taux d'achèvement	78,8%	68,2%	52,8%	43,6%	-10,7%	-9,2%

#### D. Impact du programme dans la mise en œuvre de la politique nationale en matière d'éducation au Benin

Le Bénin a marqué sa volonté d'accorder la priorité au secteur de l'éducation dans sa stratégie de développement et de lutte contre la pauvreté avec l'adoption du PDDSE, qui offre un cadre cohérent intégrant tous les niveaux d'enseignement. Ainsi, au niveau des sous-secteurs des enseignement primaire et secondaire, du point de vue de la qualité, le renforcement des capacités des enseignants du primaire et la formation initiale donnée aux enseignants du secondaire ont permis de :

- (i) renforcer les compétences des enseignants et la prestation découlant de celles-ci ;
- (ii) renforcer la gestion pédagogique et le rendement scolaire ; et
- (iii) stopper ainsi la détérioration du taux de qualification du corps enseignant.

Ces renforcements de capacités ont permis d'espérer à court et à long terme, une amélioration : de l'encadrement des élèves; de la gouvernance des établissements ; des pratiques professionnelles ; de la gestion du temps scolaire ; des pratiques et techniques d'élaboration des fiches pédagogiques ; de la qualité de l'alphabétisation et de l'éducation des adultes. De plus, la distribution des livres de grammaires G1&G2 et des livrets IFADEM aux enseignants, a contribué à améliorer l'environnement des apprentissages. Les différentes évaluations organisées ont permis de mieux maîtriser les maux qui minent le sous-secteur des enseignements maternel et primaire.

Au niveau de l'amélioration du taux de scolarisation et de l'équité, le projet a contribué à lever quelques contraintes qui empêchent l'atteinte de cet objectif. La construction de 118 modules de trois (03) salles de classe entièrement équipés et 232 blocs de latrines au profit du MEMP et 67 modules de quatre (04) salles de classe entièrement équipés et 107 blocs de latrines au profit du MESTFP a permis d'améliorer l'accès et la rétention.

La distribution des kits scolaires et le fonctionnement des cantines au niveau des communes de l'Alibori ont permis d'améliorer les indicateurs d'accès et de rétention de cette zone. Les inégalités filles/garçons en matière de fréquentation scolaire dans le primaire ont continué de se réduire.



## **II. Analyse critique de l'action de la Banque mondiale, du Gouvernement et de l'assistance technique**

### **A. Appréciation de l'action de la Banque mondiale et des autres PTF au cours de l'exécution du projet**

#### *1. Principales décisions ayant favorisé l'exécution du projet*

Les actions de la Banque mondiale et des autres PTF ont été globalement satisfaisantes au cours de l'exécution du projet. La Banque a été attentive aux différentes contraintes et difficultés qui auraient pu affecter l'exécution du Projet. Dans ce cadre, un échange permanent est établi avec les responsables en charge du programme au niveau de la Banque en vue de trouver des solutions appropriées pour les diverses questions posées. Ceci a permis l'atteinte des objectifs du Projet.

Dans le cadre du renforcement des capacités des enseignants, la Banque a suggéré l'évaluation des enseignants afin de les catégoriser pour augmenter l'efficacité de ces formations. Cette démarche a permis de cibler les formations et d'éviter de donner le même type de formation à tous les enseignants en sachant qu'ils n'ont pas tous le même niveau.

La Banque a aussi appuyé le projet dans le processus de passation communautaire en acceptant que le processus de sélection des fournisseurs soit fait au niveau central quitte aux écoles d'émettre des bons de commande à ces fournisseurs retenus. Ce processus communautaire amélioré a permis de gagner du temps et de réaliser des économies.

La Banque a également accepté que les économies réalisées grâce au processus de passation de marché basé sur le moins disant notamment sur les constructions des salles de classe, l'acquisition des kits etc. soient affectées à d'autres activités pertinentes qui rentrent dans le cadre du projet.

Le Plan de passation de marchés (PPM) adopté et actualisé périodiquement a favorisé la réalisation de plusieurs activités qui ont conduit à plus de visibilité et de transparence dans la mise en œuvre des activités.

La Banque a fortement appuyé le gouvernement dans la rédaction de ses deux requêtes de restructuration du projet. L'appui apporté par la Banque au cours de l'évaluation des acquis des apprentissages à travers le recrutement d'un consultant international en évaluation a permis de renforcer les compétences des cadres béninois dans ce domaine.

#### *2. Suivi du projet par la Banque mondiale (missions de suivi et d'appui technique)*

Depuis la préparation du projet jusqu'à sa mise en œuvre, les Partenaires Techniques et Financiers du secteur de l'éducation au Bénin ont eu une forte implication à travers les creusets suivants :

- le Groupe Technique Education ou cadre de concertation des PTF ;
- le Groupe Local Education (GLE) ;
- les revues sectorielles et sous-sectorielles ; et
- les missions conjointes d'appui technique et de suivi.



En termes de mission d'appui technique et de suivi, le projet a connu une dizaine de missions de supervision de la Banque mondiale (au moins une mission tous les six mois). L'année 2016 a, sur le plan technique, enregistré la tenue de la revue à mi-parcours (du 30 mai au 03 juin 2016) qui a permis de faire le point sur la mise en œuvre des activités du projet et de procéder à une analyse approfondie des prévisions au regard du temps écoulé et du temps restant. Ces évaluations à mi-parcours ont permis d'identifier les faiblesses et proposer des mesures correctives. La Banque a mené des missions spécifiques de supervision du programme de constructions scolaires et de sauvegarde environnementale et sociale.

### *3. Principales leçons à tirer*

*Les leçons tirées de cet appui de la banque mondiale et des autres PTF se résument essentiellement à :*

- la revue à priori des dossiers des marchés permet de faire évoluer favorablement l'étude des dossiers par les acteurs de la chaîne de contrôle des marchés publics ;*
- l'organisation périodique des missions d'appui technique et de suivi des Partenaires Techniques et Financiers du programme permet de suivre l'évolution, la mise en œuvre des activités et permet de faire le recadrage de la mise en œuvre de ces activités.*

## **B. Appréciation de l'action du Gouvernement au cours de l'exécution du projet**

### *1. Principales décisions ayant favorisé l'exécution du projet*

Au cours de la mise en œuvre du projet, le gouvernement a pris un certain nombre de décisions qui ont favorisé l'exécution du projet. Au nombre de ces activités, il y a :

- la coordination des activités de formations continues par une seule structure (INFRE) au niveau de la maternelle et du primaire s'est révélée comme une option pertinente et efficace ;
- le reversement des fonds du projet irrégulièrement dépensés dans le cadre des cantines scolaires ;
- les sanctions administratives prises à l'encontre des directeurs fautifs (concernés par les irrégularités au niveau des cantines scolaires).

Le gouvernement a initié des contrôles conjoints de l'IGM du MEMP et de l'IGF en vue de s'assurer de la bonne gestion des ressources mises à disposition des différentes structures et des écoles afin d'en tirer les leçons pour les projets futurs.

### *2. Principales décisions (ou absence de prise de décision) ayant freiné l'exécution du projet*

Le changement de régime au cours de la mise en œuvre du projet a induit un certain nombre de décisions qui ont freiné un tant soit peu la mise en œuvre du projet PME. Au nombre de ces décisions, il y a :

- la suppression, par le conseil des ministres, des frais d'entretien au profit du personnel administratif et assimilés a freiné la mise en œuvre de certaines activités du projet ;
- la fusion des circonscriptions scolaires en région pédagogique ;
- l'interdiction du déroulement des formations continues des enseignants du primaire lors des jours œuvrés.



Ces décisions bien que salutaires ont eu un impact négatif sur l'exécution des activités programmées par le projet.

*3. Suivi du projet au niveau des Ministères de l'éducation impliqués, des ministères du Développement, de l'Economie et des Finances*

Le secteur de l'éducation a connu au cours de la décennie des avancées notables dues à la stabilité politique et sociale du pays et aux mesures de soutien à la scolarisation prises par le gouvernement avec l'appui des partenaires au développement dans le cadre de la mise en œuvre du Plan Décennal de Développement du Secteur de l'Education (PDDSE) 2006-2015 et dans le cadre de la mise en œuvre du projet.

Le pilotage du secteur de l'éducation se fait au niveau central, déconcentré, décentralisé dans le cadre des lois sur la décentralisation adoptées par le Bénin depuis 1999. Dans le cadre du PDDSE actualisé (2013 à 2015) et la mise en œuvre du projet, quatre (04) instances de pilotage sont prévus au niveau sectoriel. Elles ont un rôle transversal dans le pilotage et la coordination de la mise en œuvre du PDDSE. Leurs missions devraient concourir à la cohérence et à l'efficacité par la coordination des actions des ministères. Ces structures ont activement participé au suivi de la mise en œuvre du projet. Elles sont :

- Le Comité de Pilotage du Secteur de l'Education (CPSE) ;
- Le Comité de Coordination du Secteur de l'Education (CCSE) ;
- Le Secrétariat Technique Permanent du PDDSE (STP-PDDSE) ;
- Le Comité de Suivi des Décaissements et des Marchés (CSDM).

Le Comité de Suivi des Décaissements et des Marchés (CSDM) structure placée sous la présidence du directeur de cabinet du Ministre chargé des finances a suivi et facilité la mise à la disposition des structures impliquées dans le projet, des ressources nécessaires à la mise en œuvre des activités.

Le ministère en charge du plan et du développement a également joué un rôle prépondérant au niveau du suivi du projet à travers la revue périodique des projets financés par la Banque mondiale. Outre ces revues, les outils de collecte d'indicateurs de suivi et les fiches signalétiques des projets sont régulièrement renseignés par le projet au profit de ces ministères.

**C. Evaluation de l'efficacité et de la qualité des relations entre la Banque mondiale et le Gouvernement durant l'exécution du projet**

Pour mieux asseoir les relations entre la Banque mondiale (PTF) et le gouvernement, des creusets de concertation et de partenariats ont été créés. Il s'agit de :

- le Groupe Local Education (GLE) Créé par arrêté n°188/MEMP/CAB/ DC/DPP/DRFM/STP-PDDSE/SP du 1<sup>er</sup> juin 2015 portant création, composition, attributions et fonctionnement du GLE, il réunit les ministères en charge de l'éducation et du développement, les Partenaires Techniques et Financiers, ONG et autres organisations de la société civile, les parents d'élèves, les partenaires sociaux, des associations nationales dont l'Association Nationale des Communes du Bénin, le secteur privé, etc. ; en tant que tel, le GLE constitue « un cadre de renforcement des acquis du secteur de l'éducation et de promotion d'un partenariat dynamique pour la promotion d'une



éducation inclusive et de qualité pour tous... » (article 1er) et incarne le pilotage participatif des questions de l'éducation ;

- le Groupe Technique Education (GTE). Il est un cadre de concertation entre les PTF, les ONG actives dans le secteur de l'éducation et le gouvernement, qui se réunit mensuellement autour des thématiques de l'éducation et sous la présidence du chef de file des PTF.

Ces cadres de concertations témoignent de la bonne qualité des relations entre la Banque mondiale et le gouvernement Béninois en général et les autorités en charge du secteur en particulier. Cette bonne et efficace relation a fortement contribué à créer un environnement favorable pour la bonne exécution du projet. Ainsi, les autorités du secteur de l'éducation n'ont ménagé aucun effort pour accompagner les différentes missions de la Banque et assurer la mise en œuvre des différentes recommandations.

- D. Evaluation des performances des différentes institutions, bureau d'études et consultants ayant participé à la réalisation du projet (coût, bénéfices)

D'une manière générale, les différents acteurs impliqués dans l'exécution du projet ont convenablement rempli leurs missions.

Le nouveau dispositif de formation des enseignants mis en œuvre à partir de 2016 en confiant les formations continues à une seule structure a bien fonctionné. Il a permis de réduire les pertes de temps et de mieux organiser les formations sur le terrain.

Les rapports d'étude et d'évaluation produits par les bureaux d'étude et d'évaluations tels qu'Education International, LEADD et le consultant international SEIDOU GARBA sont de bonne qualité. A travers leur intervention, le transfert des compétences a enregistré globalement des résultats satisfaisants malgré quelques imperfections.

En ce qui concerne les constructions scolaires, les agences AGETUR et AGETIP et les MO ont joué pleinement leur rôle et ont livré toutes les infrastructures qui leur ont été confiées même si le problème de qualité se pose à quelques endroits. Leur prestation a permis de faire des économies au niveau de cette sous composante de construction.

Les consultants recrutés par le projet à savoir consultants en communication et en sauvegarde environnementale et sociale ont permis, chacun dans son domaine, d'améliorer les prestations du projet dans ces domaines.

L'appui de la Banque mondiale à travers les consultants en construction d'infrastructures et en sauvegarde environnementale et sociale a permis de renforcer le dispositif existant et d'améliorer les performances des structures et des agences en charge de ces volets du projet.

### **III. Perspectives futures pour la pérennisation des acquis**

Le processus d'élaboration du nouveau plan sectoriel de l'éducation post 2015 étant achevé, le Bénin dispose d'un nouveau plan sectoriel qui va à l'horizon 2030. Ce plan permettra donc d'asseoir une base pour la pérennisation des acquis du programme FCB-PME. D'ailleurs, la nouvelle requête pour le



financement du PME en cours d'élaboration s'appuie sur ces acquis. Les actions à mener dans le futur doivent se consacrer sur comment :

- assurer un meilleur accueil des apprenants ;
- assurer le maintien des enfants dans l'éducation ;
- mettre en œuvre des mesures supplémentaires d'équité et de justice sociale pour certaines zones et certaines catégories sociales (discrimination positive, mesures incitatives).





## ANNEX 6. SUPPORTING DOCUMENTS

All aide memoires under the project.

All ISRs under the project.

All Withdrawal Applications under the project.

*Arrangement de Financement Commun Entre le Gounvernement du Benin et les Partenaires Techniques et Financiers Relatif au Fonds Commun Budgetaire en Faveur du Plan Decennal de Developpment du Secteur de L'Education (PDDSE) 2006-2015.*

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Ministere des Enseignement Maternel et Primaire et Institut National pour la Formation et la Recherche en Education. *Module de Formation des Enseignants sur L'Evaluation des Apprentissages Conception et Elaboration des Instruments de Mesure: Guide du Formateur*, 2017.

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