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Report No: PAD3103

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT
ON A
PROPOSED GRANT

IN THE AMOUNT OF
US$ 19.4 MILLION EQUIVALENT

TO THE

GOVERNMENT OF BENIN

FOR A

BENIN GLOBAL PARTNERSHIP FOR EDUCATION PROJECT PHASE 3

{RVP/CD CLEARANCE DATE}

Education Global Practice
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective {Oct 12, 2018})

Currency Unit =		
	=	US$1
US$ =		SDR 1

FISCAL YEAR
January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency *(Agence Française de Développement)*
CAP	Second Teacher Certification *(Certificat d'Aptitude Pédagogique)*
CE1	Grade 3 of primary school *(Cours Elémentaire Première Année)*
CE2	Grade 4 of primary school *(Cours Elémentaire Première Année)*
CEAP	First Teacher Certification *(Certificat Elementaire d'Aptitude Pédagogique)*
CEP	Primary School Certificate *(Certificat d'Etudes Primaires)*
CI	Grade 1of primary school *(Cours Elémentaire Première Année)*
CM1	Grade 5 of primary school (*Cours moyen deuxième année)*
CM2	Grade 6 of primary school (*Cours moyen deuxième année)*
COGEP	School-Based Management Committee in primary school *(Comité de Gestion de l'Ecole Primaire)*
COGES	School-Based Management Committee in secondary school *(Comité de Gestion des établissements secondaires)*
CP	Grade 2 of primary school *(Cours préparatoire)*
CPF	Country Partnership Framework
CSDM	Disbursement and Procurement Monitoring Committee *(Comité de suivi des décaissements et des Marchés)*
DANIDA	Danish International Development Agency
DIPIQ	Directorate of Pedagogic Inspection, Innovation and Quality *(Direction de Innovation Pédagogique et de la Qualité)*
DLI	Disbursement Linked Indicators
ECOWAS	Economic Community of West African States
EEP	Eligible Expenditures Program
EMIS	Education Management Information System
ENI	Primary Teacher Training Institute *(Ecole Normale d'Instituteurs)*
ENS	Secondary Teachers Training Institute *(Ecole Normale Supérieure)*
ESP	Education Sector Plan
FCB	Pooled Fund *(Fonds Commun Budgétaire)*
FCFA	Franc of the West-African Financial Community
FM	Financial Management
FTI	Fast-Track Initiative
GAP	Government Action Plan
GDP	Gross Domestic Product
GER	Gross Enrollment Ratio
GIR	Gross Intake Rate
GLE	Local Education Group *(Groupe Local Education)*
GMT	Grassroots Management Training
GoB	Government of Benin
GPE	Global Partnership for Education
GPI	Gender Parity Index
ITE	Initial Teacher Education
IPF	Investment Project Financing

KfW	German Cooperation Agency *(Kreditanstalt für Wiederaurfbau)*
LEG	Local Education Group
LSE	Lower Secondary Education *(Premier Cycle de l'Enseignement Secondaire Général)*
MDG	Millenium Development Goals
ME	Monitoring & Evaluation
MEMP	Ministry of pre- and primary school *(Ministère des Enseignements Maternel et Primaire)*
MESFTP	Ministry of Secondary Education, Technical and Vocational Training *(Ministère de l'Enseignement secondaire et de la formation Technique professionnelle)*
MESRS	Ministry of Higher Education and Scientific Research *(Ministère de l'Enseignement Supérieur et de la Recherche Scientifique)*
MEU	Monitoring and Evaluation Unit
MoE	Ministry of Education
MTEF	Sector Medium-Term Expenditure Framework
NGO	Non-Governmental Organization
PAG	Government Action Program *(Programme d'Actions du Gouvernement)*
PASEC	Program conducting an analysis of the education sector *(Programme d'Analyse du secteur de l'Education du CONFEMEN)*
PBC	Performance-Based Contracts
PBI	Performance-Based Incentives
PCR	Primary Completion Rate
PDO	Project Development Objectives
PDDSE	Education Sector plan *(Plan Décennal de Développement du Secteur de l'Education)*
PIMA	Public Investment Management Assessment
PME	Global Partnership for Education *(Partenariat Mondial pour l'Education)*
PPP	Public-Private Partnerships
PPSD	Project Procurement Strategy for Development
SDGs	Sustainable Development Goals
SPN	Specific Procurement Notice
SSA	Sub-Saharan Africa
STP	Technical Permanent Secretariat *(Secretariat Technique Permanent)*
STR	Student Teacher Ratio
TVET	Technical Education and Vocational Training
UATS	Technical Support and Monitoring Unit *(Unité d'Appui Technique et de suivi)*
UPE	Universal Primary Education
USE	Upper Secondary Education *(Second Cycle de l'enseignement Secondaire Général)*
VfM	Value for Money

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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Benin	Benin Global Partnership for Education Project Phase 3	
Project ID	Financing Instrument	Environmental Assessment Category
P167432	Investment Project Financing	C-Not Required

Financing & Implementation Modalities

[ ] Multiphase Programmatic Approach (MPA)	[ ] Contingent Emergency Response Component (CERC)
[ ] Series of Projects (SOP)	[ ] Fragile State(s)
[✓] Disbursement-linked Indicators (DLIs)	[ ] Small State(s)
[ ] Financial Intermediaries (FI)	[ ] Fragile within a non-fragile Country
[ ] Project-Based Guarantee	[ ] Conflict
[ ] Deferred Drawdown	[ ] Responding to Natural or Man-made Disaster
[ ] Alternate Procurement Arrangements (APA)	

Expected Approval Date	Expected Closing Date
01-Jul-2019	30-Sep-2023

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The Project Development Objectives (PDO) are to: (i) improve the quality of teaching and learning in basic education with an emphasis on the early grades; and (ii) strengthen equity in primary education, particularly in four regions of the country.

Components

Component Name	Cost (US$, millions)
Component 1 : Improving the quality of basic education	12.00
Component 2: improving equity in basic education	3.10
Component 3: Strengthening the delivery of education services	3.80
World Bank Supervision	0.50

Organizations

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

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

Total Project Cost	19.40
Total Financing	19.40
of which IBRD/IDA	0.00
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing

Trust Funds	19.40
EFA-FTI Education Program Development Fund	19.40

Expected Disbursements (in US$, Millions)

WB Fiscal Year	2020	2021	2022	2023	2024
Annual	1.52	6.37	5.00	3.34	3.17
Cumulative	1.52	7.89	12.89	16.23	19.40

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Gender Tag

Does the project plan to undertake any of the following?	
a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF	Yes
b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment	Yes
c. Include Indicators in results framework to monitor outcomes from actions identified in (b)	Yes

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	Substantial
2. Macroeconomic	Substantial
3. Sector Strategies and Policies	Moderate
4. Technical Design of Project or Program	Substantial
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Low
8. Stakeholders	Low
9. Other	
10. Overall	Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[ ] Yes [✓] No

Does the project require any waivers of Bank policies?

[ ] Yes [✓] No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01		✓
Performance Standards for Private Sector Activities OP/BP 4.03		✓
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11		✓
Indigenous Peoples OP/BP 4.10		✓
Involuntary Resettlement OP/BP 4.12		✓
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

Legal Covenants

Conditions

I. STRATEGIC CONTEXT

A. Country Context

1. **Benin is a small coastal country with a growing population of about 10.9 million people, of which approximately 43 percent are young people between the ages of 0-14 years old.** Economic growth from 2012 to 2016 was around 4.9 percent, and further increased to 5.4 percent in 2017. This trend is expected to continue, with recent estimates suggesting that economic growth will increase to 6.3 percent for the 2018-2020 period. Despite steady growth, Benin remains a low-income country with a per capita income of US$771 in 2016. Poverty decreased marginally from 2006 to 2015. In addition, given rapid population growth (about 3.2 percent per annum), the absolute number of poor individuals in Benin increased from 5.0 to 5.3 million. A substantial share of the population is highly vulnerable, especially in rural areas where 56 percent of the population, and 65 percent of the poor population, resides (World Bank, 2016). Benin also has poor human development outcomes, ranking 167th out of 188 countries on the United Nations Human Development Index (2016).

2. **Benin's economy is concentrated around agricultural production, informal transit trade to Nigeria and a few large formal enterprises.** Most rural poor are smallholder farmers, cultivating maize and yams for their own consumption and selling cotton, oil-palm and fruits and vegetables as cash crops. Agricultural yields are low and below those of other countries in the region. Agricultural GDP growth has been the result of acreage expansion and increased labor effort as opposed to increases in productivity through the use of improved inputs and technologies. Benin also has a large and growing informal economy linked to the transit of goods to and from Nigeria by land and water. Economic growth in Benin has also shown to be negatively impacted by political cycles, with economic performance declining in 2005, 2010 and 2015 (during election periods).

3. **Since 1991, transitions of power have been peaceful during and following each election.** In 2016, the newly elected President adopted an ambitious reform program called "Programme d'Actions du Gouvernement, or Government Action Program (PAG) 2016-2021", designed to improve the productivity and living conditions of the population. It should be noted that the Government of Benin (GoB) has affirmed its commitment to implementing the Sustainable Development Goals (SDGs) and has ensured consistency between these goals and the PAG. The program focuses, in large part, on improving human capital development. While the GoB has widespread support among citizens, expectations are high, and pressure is mounting to reduce high youth unemployment, accelerate economic growth, and improve the quality of public services. In addition, the GoB faces political opposition to some of the proposed reforms in governance structures[1].

4. **Progress towards the education Sustainable Development Goals (SDGs) has been steady but attaining these will require more effort than in the previous decade**. Improvement in the primary completion rate (PCR) has been slow in recent years (65 percent in 2005/06 vs. 71.3 percent in 2015/16) to put the country on track for achieving universal primary completion. Similarly, although there is progress on

[1] His proposals to reform Benin's political model to increase accountability and transparency (included within the PAG) were rejected by parliament in April 2017.

gender parity in lower secondary education, with the GPI increasing from 54.5 percent in 2005/6 to 68.4 percent in 2015/16, additional efforts are needed to achieve equal access for girls and young women to all levels of education. Both universal completion and gender parity are key parts of the SDG on quality education.

B. Sectoral and Institutional Context[2]

5. **Benin's general education system is divided into four levels**: (i) a two-year preschool cycle for 4 and 5-year-olds; (ii) a six-year primary cycle beginning at age 6; (iii) a seven-year secondary education cycle, consisting of a four-year lower level leading to a college certificate, and a three-year upper level leading to a Baccalaureate diploma; and (iv) a higher education system that provides licenses[3], masters and doctorate degrees (some private institutions provide 2-year certificate programs). Primary school enrollment and attendance are compulsory.

6. **The education sector is managed by three ministries:** (i) Ministry of pre- and primary school (*Ministère des Enseignements Maternel et Primaire - MEMP*); (ii) Ministry of Secondary Education, Technical and Vocational Training (*Ministère de l'Enseignement Secondaire et de la Formation Technique et Professionnelle - MESFTP*); and (iii) Ministry of Higher Education and Scientific Research (*Ministère de l'Enseignement Supérieur et de la Recherche Scientifique - MESRS*). The first two ministries each have 12 regional directorates. For the MEMP, at the decentralized level, there are 85 primary school districts consolidated into 45 sub-regional school inspectorates led by inspectors who are assisted by educational advisers. The number of students in the 2016-17 school year is about 2.3 million and 0.9 million in primary and general secondary schools respectively. Private schools' students account for 23.2 percent and 17.2 percent in primary and secondary schools respectively.

7. **The government has agreed on a new structure for basic education**. In the new Education Sector Plan (ESP) 2018-30 developed collaboratively with Local Education Group (LEG) and approved by the Government in June 2018, a shift to having basic education encompass preschool to lower secondary with duration of 12 years in total (2 years in preschool, 6 years in primary school and 4 years of lower secondary school) is proposed. According to the ESP, basic education will also include non-formal basic education consisting of alternative education and apprenticeship schemes for pre-professionalization.

8. **In terms of resource allocation, the Government's commitment to education has been strong**. From 2010 to 2015, the national budget allocated to the education sector rose from 189.7 billion to 225.6 billion CFA francs (at constant prices of 2015), representing an increase of 19 percent. Total expenditures (recurrent and capital) for education have averaged 28 percent of government expenditures (excluding debt service). Recurrent expenditures have represented on average 32 percent of the total government recurrent expenditures excluding debt service from 2010 to 2015, well above the 20 percent recommended by the international community. This priority given to education is in line with the commitments made in the Ten-Year Education Plan, 2006-15 (*Plan Décennal de Développement du Secteur de l'Education – PDDSE 2006-15*[4]) and is substantially higher than those in other Economic Community of West African

[2] Detailed project description is in Annex 2.
[3] Equivalent to a Bachelor's degree.
[4] Adopted in 2006 (and updated in 2013).

States (ECOWAS) countries, which spend an average of 25 percent of their current non-debt service expenditures on education. Despite the substantial budget allocation, as a percentage of GDP, GoB's expenditures on education, which were stable at 4.6 percent from 2010 to 2013, declined to 4.3 percent in 2015.

9. **In total education expenditures, recurrent expenditures are predominant**. Over the 2010-2015 period, recurrent expenditures accounted for an average of 94 percent of total expenditures against an average of six percent for domestically financed investment expenditures. Within recurrent expenditures, staff expenditures are the largest item and represent an average of 74 percent over the period.

10. **Donors have and continue to contribute to reducing financing gaps in the sector.** All donor interventions are aligned to support the Government's program. The contribution of each donor to the ESP 2018-2030 is in the Annex 4.

11. **The PDDSE (2006-2016) provided a framework for achieving selected education outcomes, using a common set of measurable benchmarks to track progress**. After ten years of implementation of the PDDSE (since 2005/2006), tangible progress has been made in increasing access to basic education as shown in Table 1 below.

Table 1: Evolution of GER and Completion Rate in basic education (in %) from 2005 to 2016

	Gross Enrolment rate (GER)			Completion rate		
	2005/06	**2010/11**	**2015/16**	**2005/06**	**2010/11**	**2015/16**
Preschool	3.7	11.6	15.6			
Primary school	95.4	114.5	115.4	66.8	69.6	71.3
Lower secondary school	43.6	62.9	70.0	27.5	40.8	44.4

Source: Statistical yearbooks of MEMP and MESTFP-Benin

12. **The PDDSE was endorsed by local partners and was supported with two Global Partnership for Education (GPE) grants** pooled with other donors' funds. The two grants were signed in April 2008 and March 2014 in the amounts of US$76.1 and US$42.3 million, respectively and pooled with contributions from other partners: (Danish International Development Agency (DANIDA), Agence Française de Développement (AFD), the German Development Bank (*Kreditanstalt für Wiederaurfbau -KFW*) and The Netherlands for the first grant; AFD and KFW for the second grant). The second grant contributed to a pooled fund called Common Budgetary Fund-Global Partnership for Education (*Fonds Commun Budgétaire-Partenariat Mondial pour l'Education - FCB-PME*).

Education Sector Challenges

Management

13. **Governance and Administration of the education sector are poor, and inefficient.** The following findings of the institutional and organizational audit of the education sector undertaken in 2011 are still valid today: (i) the heavy administrative structure paralyzes the sector and lowers staff morale; (ii) political decisions interfere too often with managerial decisions, and the extremely slow decision-making process reduces staff motivation; (iii) the division of sector roles and responsibilities across three Ministries, and the lack of coordination among them, limits adherence to and implementation of strategic directions for education policies; (iv) the distribution of roles and responsibilities in the administration is unclear and there is little accountability; (v) multiple staff changes do not encourage ownership and sustainability of actions; and (vi) effective instructional time is short despite an official commitment to 180 days/year in Benin, and absenteeism of teachers is high. In addition, although School-Based Management Committees (*Comités de Gestion de l'Ecole Primaire* - COGEPs and *Comités de Gestion de l'Etablissement Secondaire* - COGES) exist in most primary and secondary schools, their role is limited to monitoring disbursements of school budgets.

14. **Management of teachers is weak due largely to inconsistency in teacher deployment.** Government-paid teachers are not deployed according to need. For example, a primary school in Benin enrolling 300 students can have between 2 and 10 teachers. The consistency in the number of students and teachers was evaluated at only 27 percent in 2015 (which is far below the African average of 67 percent). The lack of consistency in teacher deployment thus has a dramatic impact on the equity of schooling conditions. At the district level, the student-teacher ratios (not including community teachers) range from 44:1 in Grand Popo up to 116:1 in Kandi. Despite the political economy of teacher management , the reasons underpinning weak teacher management are not clear.

15. **The monitoring and evaluation system generates information with delay.** Basic statistical data systems are in place in the three ministries in charge of education. Education data is collected annually through a school census, supported by the Government budget. When available, the report is usually comprehensive because it includes information by region and district (commune) such as Gross Enrollment Ratio (GER), Net Enrollment Ratio (NER), PCR, student teacher ratio (STR), school infrastructure conditions, repetition and drop outs rate, etc. However, the annual reports are usually generated with delays averaging nine months after the end of the school-year, so that the system is unable to take full advantage of the information.

16. T**he monitoring of learning is very ad hoc, donor driven, and data is not used to guide policy and support schools**. Monitoring of learning through the administering of regular learning assessments is not systematic and the initiative is always donor driven. Many learning assessments[5] have been carried out since 2005 in key disciplines. However, the overall enabling environment for assessment activity in the country is still weak because policies, human and fiscal resources and the institutional setup are still inadequate to support assessment of learning outcomes in a sustainable way. In addition, though available to the MEMP, results of assessments are not used to review education policies and practices, in terms of (i) designing and implementing policies and programs to improve teaching and learning in classrooms; (ii) identifying lagging students so that they can get the support they need; and (iii) ensuring that low-

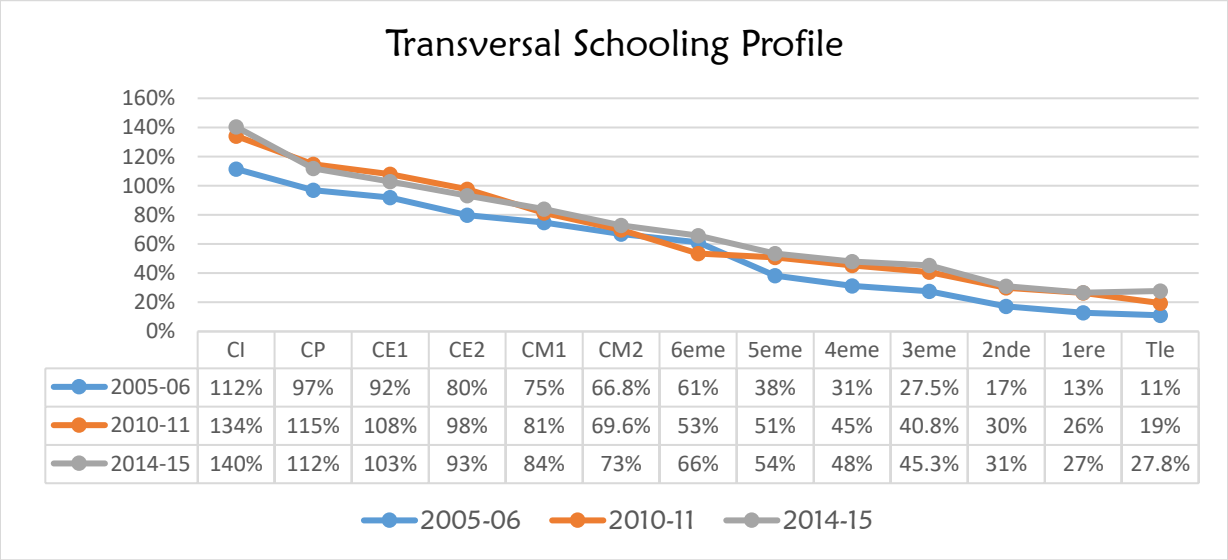
[5] The ABE/Link (project financed by US AID) and *Projet d'Appui à la Gestion de l'Education* (PAGE) CM2 evaluations done in 2007; the PASEC evaluation done in 2005 and 2014; the FTI-FCB assessment in 2011 and the FCB-PME in 2017

performing teachers and schools receive adequate technical assistance and training and thus guaranteeing that all students have an equal opportunity to learn.

Access and Retention

17. **Despite achievements in terms of increased access to education, significant challenges remain in both access and retention in primary schooling**. Improvements in coverage unfortunately have not meant that all children and youth are able to access schooling in Benin. A survey in 2015 found that 25 percent of people aged 5 to 17 years never went to school while 5 percent who did attend, dropped out. A significant proportion leave before the end of primary school. The transversal schooling profile in Figure 1 below shows a gradual decline in access rates from grade 1 to the final year of lower secondary education, which reflects a real retention problem. For example, in 2015, the gross access rate to CI (Grade 1) was 140 percent, but the same indicator for CM2 (Grade 6) was only 73 percent. This illustrates that a lot of children do not reach the end of primary school and therefore have very little chance of acquiring the skills necessary to become and remain literate during their adult life. This situation is essentially linked to repetition and dropouts, which remain high in the Beninese education system. In primary education, average repetition remained almost stable between 2011 and 2015 at around 12 percent. The drop-out rate increased from 12.3 percent in 2011 to 13.2 percent in 2015. Because of this situation, it takes on average 9 and 6 years to produce a graduate in primary and lower secondary education, respectively; this situation causes the system to commit more financial resources to produce a graduate. In addition, the pace of improvement of the PCR for the nine years (73 percent in 2015 vs. 67 percent in 2006) is too slow to put the country on track for achieving universal primary education (UPE) by 2030 (Figure 1). According to the World Bank's Human Capital Index (October 2018), in Benin a child who starts school at age four can expect to complete 9.3 years of school by her 18th birthday. However, factoring in what children actually learn, expected years of school is only 5.7 years.

Figure 1: Transversal schooling profile



	CI	CP	CE1	CE2	CM1	CM2	6eme	5eme	4eme	3eme	2nde	1ere	Tle
2005-06	112%	97%	92%	80%	75%	66.8%	61%	38%	31%	27.5%	17%	13%	11%
2010-11	134%	115%	108%	98%	81%	69.6%	53%	51%	45%	40.8%	30%	26%	19%
2014-15	140%	112%	103%	93%	84%	73%	66%	54%	48%	45.3%	31%	27%	27.8%

Source: Sectoral note of education 2017.

18. **Enrollment and retention among children with disabilities is even lower.** Out of the estimated 26, 355 people with disabilities aged 5 to 24 years (2013 national census), fewer than 7 percent were enrolled in school in 2017.

19. **There are persistent and considerable geographic and social disparities in the provision and quality of primary education services.** The 12 regions of the country can be classified into four groups as shown in the map in Annex 7 with regards to Gross Intake Rate (GIR) and Primary Completion Rate (PCR). The first group includes the Alibori region where the primary GIR (35 percent) and PCR (24 percent)[6] are particularly low. The second group includes the Atacora and Borgou regions, which have an average primary GIR of 68 percent and a PCR of 56 percent and 47 percent, respectively. The third group is comprised of Atlantique, Collines, Couffo, Donga, Plateau and Zou regions, where the primary GIR is between 80 and 90 percent and the PCR between 56 and 65 percent. The fourth group includes the regions of Littoral, Ouémé, and Mono, which had a relatively high primary GIR of 97 percent and a high PCR of 73 percent. According to the 2016 statistical yearbook, there are 20 deprived school districts (of which all 6 districts of Alibori region and 5 out of 8 districts of Borgou region) where the PCR is below 50 percent (see map in annex 7). For example, in the Alibori region, the PCR was 36 percent in 2016/17 vs. 114 percent in Atlantique region and 81 percent in Littoral region.

20. **The gender gap widens as students move through the education system.** Although the difference in enrollment rates and completion rates between boys and girls at the primary level is relatively small (PCR is 66 percent for female vs 71 percent for male), the gender gap widens as students move through the education system, with girls' enrollment consistently lagging behind that of boys. Indeed, while the intake rate for girls is 62 percent and 70 percent for boys in Lower Secondary Education (LSE), completion rates are only 39 percent for girls and 51 percent of boys. The difference between girls and boys becomes more pronounced in upper secondary (USE) where girls' enrollment rates are no more than 18 percent in the last grade (*Terminale*) against 37 percent for boys.

Quality of education

21. **Learning outcomes are low at the primary level.** Most primary school students do not have the minimum learning outcomes in the core disciplines (French and Mathematics[7]), particularly in the early grades. The regional assessment for Francophone countries or *Programme d'Analyse du Secteur de l'Education* de la CONFEMEN (PASEC) carried out in the 2013-14 school year shows that: (i) only 6.3 percent of second grade students (CP) had the minimum competences required in French language and only 33.5 percent were above the threshold in Mathematics; and (ii) 51.7 percent of sixth grade students (CM2) had the minimum competences required in French and 39.8 percent in Mathematics. Consequently, Benin was ranked penultimate among the 10 countries[8] evaluated for grade 2. By contrast, at the end of primary education (CM2), Beninese students were better ranked: 3rd in French and 4th in Mathematics among the same 10 countries evaluated. However, progress in Mathematics in grade 6 is considered insufficient for

[6] The source for access rates used here is EMICOV 2015.
[7] PASEC assessments are limited to two core disciplines: French and Mathematics
[8] Benin, Burkina, Burundi, Cameroon, Congo, Cote d'Ivoire, Niger, Senegal, Chad and Togo

students to fruitfully partake in LSE. The World Bank's Human Capital Index shows that Benin's harmonized test score[9] is 384 while the neighboring countries scored the following: Burkina Faso 404, Togo 384, Niger 305, Ghana 308, and Nigeria 329.

22. **National exam results confirmed that student learning is low in reading/written expression and mathematics, both of which are core disciplines**. For example, analysis of the results of the 2015 Primary School Certificate (*Certificat d'Etudes primaires – CEP*) exam shows that, while the official pass rate was 86 percent, only 32.5 percent of students who successfully passed the exam obtained the average score in reading; the average scores in written expression and mathematics were only 43.8 percent and 36.7 percent, respectively. The situation is similar in secondary education. The results of the 2015 exam for the LSE Certificate (*Brevet d'études du Premier Cycle – BEPC*) by discipline was very low (less than 50 percent), and extremely low in the scientific disciplines (Mathematics and Life and Earth Sciences), where pass rates did not exceed 10 percent. For the Baccalaureate exam (exam at the end of USE), results have varied over time – ranging from between 23.7 percent and 37.2 percent over the 2010-2016 period, indicating that the quality of education at all levels needs to be significantly improved.

23. **Low learning outcomes may be explained by, among others, the following factors, each of which is described in further detail below**:
    - ✓ Increased enrollment rates have led to overcrowded classrooms and have contributed to worsening learning conditions;
    - ✓ Limited content knowledge of teachers at entry;
    - ✓ Limited pedagogical skills of teachers;
    - ✓ Outdated and inadequate curricula particularly at the LSE level;
    - ✓ Inadequate impact of in-service trainings on teacher performance;
    - ✓ Insufficient support to teachers from educational advisers and inspectors; and
    - ✓ Weak management and governance of the sector as mentioned above.

24. **The learning environment in post-primary education is deteriorating.** Increasing primary enrollment coupled with improvements in the PCR has resulted in increased numbers entering higher levels of education. Since the expansion of access has not been accompanied by a proportional increase in public infrastructure and inputs, particularly for post-primary education, there has been a decline in the learning environment in schools, including a significant increase in class size (and student-teacher ratio) and the use of temporary teachers (who are often less qualified), and a lower level of public spending per student, etc. At the secondary education level, most of the teaching hours are covered by temporary teachers[10] (given the insufficient number of government-paid teachers[11]): in 2015, government-paid teachers covered only 25.6 percent and 25.4 percent of the teaching time in lower and higher secondary education,

[9] This is on a scale where 625 represents advanced attainment and 300 represents minimum attainment.
[10] Temporary teachers called "vacataires" have a maximum weekly hour load of 9 hours that can be completed in 2 secondary schools. This rule was put in place to prevent their claim from changing their status to contract teachers after a few years of service.
[11] Government paid teachers include civil servants and contract teachers. In education sector there are no significant difference between civil servants and contract teachers. In other sectors, the contract may be suspended at the end of the stated period.

respectively. To reverse this situation, particularly in primary education, the Development Policy Operation (DPO) underway with the Government will trigger "recruitment of teachers". The number of teachers to be recruited is about 3,600 teachers in the coming years.

25. **The subject matter knowledge of teachers in the courses they are required to teach is very weak.** As part of the teacher training program financed by the recently closed GPE project, in 25 districts, beneficiary teachers' linguistic skills (grammar, conjugation, spelling, vocabulary) were evaluated. A little over half of the teachers participated in the specific evaluation carried by the MEMP. Only 33 percent of those teachers who participated had a minimum score of 10 out of 20 questions, and 27.2 percent answered fewer than 6 out of 20 questions correctly.

26. **The 2015 final exam in the Primary Teacher Training Institute *(Ecole Normale d'Instituteurs - ENI)* identified a number of issues pointing to limitations in the curricula and the review of the entry profile.** An analysis of the exam results (including in the 2017 Education Country Status Report) found**:** (i) a low pass rate in dictation[12], ranging from 4 percent for the student teachers preparing the First Teacher Certification (*Certificat Elementaire d'Aptitude Pédagogique-CEAP)* to 23 percent for those preparing the Second Teacher Certification (*Certificat d'Aptitude Pédagogique-CAP*); and (ii) around half of the student teachers preparing for the CEAP could not correctly answer the dictation questions, indicating that by the end of training at the ENI, most student teachers do not have the ability to understand grade-level text suitable for each certificate stage. Considering this situation combined with the weak subject content knowledge of the majority of teachers, the MEMP has decided to review the entry and exit student teacher profiles together with the ENI benchmarks and curricula.

27. **Teachers' pedagogical skills are limited**. As part of the recently closed GPE project, three rounds of classroom observations with reliable tools were carried out in 2016 and 2017 to assess teacher practices and abilities to promote learning in classrooms. The key findings were that: (i) most teachers use a "question and answer" method more than the "problem solving" method of instruction; (ii) most teachers lack knowledge of disciplinary procedures (how to effectively teach subjects in the curriculum) regardless of the teaching method used; (iii) multi-grade classes were particularly difficult for teachers to manage; (iv) effective time spent on learning was significantly reduced by poor time management; and (v) the instruction was rarely adjusted to the needs of the students.

28. **The primary curriculum is dense, and the first findings of the LSE curricula evaluation suggest reducing the scope.** An evaluation of the competency-based curricula[13] in primary schools concluded that the curricula were too complex and teachers, who are not well trained, cannot effectively teach all of the content as currently presented . A deeper analysis of the learning outcome issue, particularly in the primary school early grades, confirmed that (i) early grade fundamental reading competencies are very low (PASEQ 2014 and National Assessments 2018); (ii) programs of French (both in teaching and reading the French language) and Mathematics, including student textbooks and other materials, are too dense and too ambitious for the early grades, not corresponding to the profile and needs of students; (iii) teacher

[12] School exercise of spelling and grammar
[13] The competency-based approach is a teaching strategy that allows students to acquire long-lasting skills that can help them in their education and daily life.

guides are too dense, complex, opaque and not explicit, making it difficult for most teachers to understand and use them; and (iv) a systematic early grade reading instruction, based on phonics, including the immersion period (in grades 1 and 2), is, for the most part, poorly carried out by teachers in classrooms, because of a lack of appropriate training on Early Grade Reading and numeracy instruction. The evaluation recommended simplifying the curricula along with the teacher guides with urgent action in early grades considering the very low learning outcome. In LSE, competency-based curricula have been implemented for more than 10 years and are being evaluated in view of the poor results at the level of learning outcomes. The first findings show the urgency of revising the existing French, Mathematics and English curricula, in order to reduce the scope and better focus on the fundamental knowledge and competencies to be acquired by all students at this level of education.

29. **The impact of in-service training is weak.** In-service training for primary school teachers took place through two channels: (i) group training in each District Education Office; and (ii) support and training at the level of pedagogical units that covers an average of five schools in which some 30 teachers gather twice a month. Throughout the previous GPE project, many sessions of in-service training were provided to all teachers of deprived districts supported by the project, but these were not reflected in the learning assessment carried out in 2017. A deeper analysis of these training sessions revealed that they were too theoretical and not focused on (i) specific methodologies that allow teachers to tackle the learning needs of classes; (ii) how to design lesson plans and pace activities to keep students engaged; and (iii) how to assess student progress continuously and target help to students falling behind. In addition, the pedagogical units did not operate properly because: (i) topics developed cannot immediately be used by all teachers (for example, topics developed for grade 1 and 2 teachers will not be immediately implemented by the teachers of other grades) and (ii) sessions were not compulsory. Furthermore, head teachers were not trained to coach teachers under their supervision.

30. **Classroom visits and remediation training for teachers are insufficient.** The number of educational advisers and inspectors in basic education is low[14]. The decision by the MEMP to use partially retired pedagogical staff has not been approved by the teachers' union, despite the high ratio of teachers to pedagogical support staff[15] (about 180:1). In addition, resources allocated to School Inspectorates are insufficient to provide effective support to teachers. Many teachers teach for several years without a visit from an inspector or educational adviser. Further, remediation training for selected teachers with pedagogical shortcomings, as determined by classroom visits, are limited.

31. **Finally, at the lower secondary level, it should be noted that a bilateral partnership through the French Development Agency *(Agence Française de Développement – AFD*) supports a LSE reform called "reform of colleges".** The ongoing reform recommended creating small size lower secondary schools close to the communities. A prerequisite to achieve this goal is training teachers to teach two subjects, which involves reform in the Secondary Teachers Training Institutes *(Ecoles Normales Supérieures - ENS).*

[14] The number of inspectors and educational advisers at the decentralized level are 43 and 160 respectively. A pre-service training is underway for 17 inspectors and 50 educational advisers.

[15] The pedagogical staff encompasses inspectors and educational advisers.

C. Relevance to Higher Level Objectives

32. **The proposed project is closely aligned with the 2019-2023 Country Partnership Framework (CPF) and contributes to the development of human capital by improving the quality of student learning, reducing regional disparities and developing education services.** The proposed project will contribute directly to the 2019-2023 CPF's strategic Focus Areas 2 "building human capital", one objective of which is to improve relevance of education and professional training for strengthened job creation. The first step towards this CFP objective is to improve the quality of basic education. The Project will contribute to human capital development by providing better quality public education services and improving equity for children in the most deprived educational region as well as children with disabilities. It will also contribute to enhancing education service delivery by supporting capacity building of teachers for effective teaching practices and the monitoring of learning outcomes.

33. **The project is aligned with the Education Sector Plan (ESP) 2018-30 endorsed by the Local Education Group (LEG) and approved by the Government in June 2018**. This ESP which represents an integral part of the broader Government vision for 2030 is built around the following four main priorities: (i) establishing a twelve-year universal basic education under SDG4 that aims at "ensuring inclusive and equitable quality education for all and promoting lifelong learning opportunities"; (ii) developing a vocational training system adapted to the needs of economic development in partnership with the private sector; (iii) improving the quality of teaching and learning; and (iv) developing more effective, efficient and inclusive governance. Strategic actions of the ESP include, among others: i) development and implementation of an integrated school feeding program; (ii) delivery of school kits to children from disadvantaged areas; (iii) development and implementation of a repetition and drop-out reduction strategy in basic education; (iv) development and implementation of a support program for school girls' education and training; (v) inclusion of children with disabilities and/or special needs in schools and (vi) review of pre- and in-service training systems for education sector stakeholders including but not limited to teachers, head teachers, trainers and supervisors, at all levels of the education system but mainly for basic education.

34. **The proposed project will contribute to achieving the goals, stated in GPE's Strategic Plan (2016-2020)** of: (i) improved and more equitable learning outcomes; (ii) increased equity, gender equality and inclusion; and (iii) effective and efficient education system. The project will aim to improve learning outcomes through systematic improvements to basic competencies in reading and mathematics in early grades and to increase equity and access in targeted areas with low enrollment. The project will also support improved monitoring, evaluation, data analysis and utilization, and capacity building to support wide improvements of education service delivery. Additionally, the proposed project is aligned with: (i) the World Bank's twin goals of ending extreme poverty and promoting shared prosperity; and (ii) the World Bank's recently launched corporate priority of Investing in Early Years for Growth and Productivity as well as the Human Capital Project, based on the strong evidence that improving access to quality education has a direct impact on social inclusion, poverty alleviation, and income growth.

35. **The proposed project will be built upon the former GPE project.** The FCB-PME program interventions have had positive impact in the deprived districts of the country. The recently closed GPE-funded project (Benin GPE Project P129600), which was part of the FCB-PME program, focused its interventions in deprived districts, including: (i) 25 of the 77 districts in the country with a GER lower than 95 percent and/or a PCR lower than 50 percent; and (ii) 23 districts with a GER for girls lower than 30 percent for LSE. Among these deprived districts, 17 fulfilled both criteria. As a result, the project intervention has covered a total of 31 deprived districts. The Project Development Objectives (PDO) of this GPE-funded Project was to improve: (i) access and equity, and (ii) quality of classroom instruction at the basic education level, with a particular emphasis on deprived districts. An assessment done after four years of project implementation shows the following: (i) 9 out of the 25 districts for Primary Education (PE) and 16 out of the 23 districts for LSE have made progress and no longer meet the criteria for a "deprived district"; (ii) 12 districts out of the 25 districts for PE and 5 out of the 23 districts for LSE made progress on a number of the indicators but are still classified as "deprived districts"; and (iii) 4 districts for PE and 2 districts for LSE made no progress and, in many instances, regressed on a number of indicators included in the criteria for the "deprived district" classification.

36. **In addition, the FCB-PME program has made a substantial contribution to the achievement of key education objectives**. The main results achieved by the program, which closed on April 30, 2018, are as follows: (i) more than 9,000 primary teachers from the 25 disadvantaged districts strengthened their pedagogical skills through yearly in-service training sessions; (ii) about 11,500 teachers from the 25 deprived districts and 8 other districts received grammar books to improve their knowledge of language tools/features (including grammar, conjugation, vocabulary and spelling); (iii) approximately 6,000 out of 9,700 lower secondary teachers who were recruited without strong pedagogical skills and adequate academic knowledge have graduated from ENSs after receiving pre-service training[16]; and (iv) more than 1,700 newly recruited secondary school teachers, and approximately 400 pedagogical advisers, received training in class management strategies; (v) 2,008 primary schools have received direct financing (US$1,000/per school) to buy school supplies and learning materials; (vi) 249 primary classrooms and 192 LSE classrooms have been built and equipped; (vii) about 87,100 children have benefited from one meal per day during the 3 years of the project; (viii) annually, approximately 89,200 girls in grades 1 and 2 benefitted from school kits (uniform and school supplies); and (ix) 73 secondary school inspectorates have been trained in 2017 in "team building and management for high performance team". The national learning assessment and the implementation of the Education Management Information System (EMIS) have been completed.

II. PROJECT DESCRIPTION

37. The proposed project, which will support the implementation of the Government's ESP 2018-30, is a US$19.4 million Investment Project Financing Grant from the GPE. The resource of the proposed project may be pooled with other donors' funds as in the two previous GPE projects if the donors wish to have pooled funds. The project comprises three components and includes a results-based approach using

[16] Most of them did not have academic training that aligned with the disciplines in which they were teaching; for example, a graduate in Law and Political Science might be teaching French or English.

Disbursement Linked Indicators (DLIs). These DLIs include the GPE variable part (30 percent of the funding in accordance with the GPE guidelines) which will be disbursed based on results. After the DLIs have been achieved, the MEMP will use the DLI funds to support other activities under all three components. The results-based activities seek to establish incentives to carry out these activities that are critical to strengthen governance and administration of the education sector including management of teachers and institutional structure for systemic assessment of student learning.

A. Project Development Objectives (PDO)

PDO Statement

The PDOs are to: (i) improve the quality of teaching and learning in basic education with an emphasis on the early grades; and (ii) strengthen equity in primary education, particularly in four regions of the country.

PDO Level Indicators

38. The PDO-level indicators for improving the quality of teaching and learning in schools are:

(a) Percentage of grades 1 (CI) and 2 (CP) primary teachers rated satisfactory by an external agency in the use of the new educational kit developed under the project[17]
(b) Percentage of students in grade 2 (CP) who attained defined minimum standards on national learning assessment tests in reading, total and female
(c) Percentage of students in grade 2 (CP) who attained defined minimum standards on national learning assessment tests in mathematics, total and female

39. The PDO level indicators for strengthening equity in primary education, particularly in four regions of the country.are:

(d) Improve intake rate in grade 3 in the deprived districts of Alibori and Borgou regions, total and female.
(e) Percentage of children with disabilities enrolled in primary school in Zou and Collines regions

B. Project Components

40. The proposed project's focus on quality is based on: (i) the results of the PASEC learning assessment which shows that learning outcomes at the primary level are low; (ii) the weak academic knowledge and pedagogical skills of teachers at entry both in primary and secondary schools as shown above; and (iii) the need for reforms in teacher training institutes both in primary and secondary schools. While the quality component will be implemented countrywide, to maximize the impact of the project and improve equity,

[17] Classroom observation tools have been developed under the closed GPE project and successfully used for all primary grades in the deprived districts. This was used to estimate the targets.

the Government has requested that the equity component support children with disabilities in two regions of the country (Zou and Collines) and focus distribution of school uniforms in the deprived districts of Alibori and Borgou regions. A pilot project that aimed to integrate children with disabilities into the school system was successfully implemented in the Zou region and will be extended to the Collines region[18]. The project is structured in three components as described below.

Component 1: Improving the quality of basic education (US$ 12.0 million)

41. This component aims to improve: (i) the curricula to enhance the quality of basic education; (ii) teachers' content knowledge and teaching practices in primary and lower secondary schools; and, (iii) the system of initial teacher training in teacher education institutions (ENI and ENS).

Sub-component 1.1: Improving the curricula for a better quality of education (US$5.1 million)

42. The objective of this sub-component is to improve Primary and LSE level curricula in order to enhance students' learning.

43. This sub-component will support:

For Primary Education: (i) reviewing and revising French (Early Grade Reading and immersion) and Mathematics curricula for Grades 1 (CI) and 2 (CP), and supplement teacher guides with lesson plans and student booklets and other materials for CI and CP with the assistance of international technical experts; (ii) printing and distributing Early Grade Reading booklets for CI and CP,10 posters and supplement teacher guides with lesson plans for CI and CP; and (iii) monitoring the implementation of teaching-learning materials in a classroom setting.

For Lower Secondary Education: (i) reviewing the French, Mathematics, physics and English curricula for developing teacher guides for each of these subjects for all Grades ; (ii) printing, and distributing the curricula and the guides including their electronic form (flash drives, online) for all Grades; and (iv) monitoring the implementation of the revised curricula through teaching and learning materials in classroom situations.

Sub-component 1.2: Improving teachers' knowledge on curricula and teaching practices (US $6.4 million)

44. The objectives of this sub-component are to prepare, test and implement the changes to be introduced in teacher training that aimed at improving teachers' understanding of the new curricula, content knowledge and teaching practice skills in basic education, including management of time on task. It aims to contribute to higher effectiveness of in-service training and support for teachers, at CI and CP, and at LSE in view of improving student learning outcomes. The training and support programs will cover the entire country and will be closely monitored and reported through regular evaluations. This sub-component will support:

[18] Given their proximity, the 2 regions were under the same regional administration two years ago.

45. ***For Primary Education*****:** (i) designing and testing of training modules; (ii) training grades CI and CP teachers and school directors on Early Grade Reading and Mathematics instruction programs; (iii) training school directors on coaching; and (vi) the data collection, consultant services and the dissemination of the evaluation of classroom teaching and learning practices. The overall implementation and monitoring will be included in the performance contracts of the Head of the Regional School Inspectorates (*Chef de Region Pédagogique*) and the departmental directorates.

46. In-service training program will cover (i) curricula content knowledge of French Early Grade Reading and Mathematics; (i) how to practically implement the Early Grade Reading Instruction Program in the classroom; (ii) how to use effectively the teaching and learning materials (the supplemental teacher guide with lesson plans and student booklets for reading and other materials) developed in sub-component 1.1 for Early Grade Reading programs; and (iii) how to implement the Early Grade Mathematics Programs and use of the new Mathematics guides for the CI and CP and student workbooks.

47. ***For Lower Secondary Education:*** (i) designing and testing of training modules in French; Mathematics, physicsand English; (ii) training of the discipline leaders on the 4 modules (curricula subject content, teaching/learning practices and coaching); and (iii) support of school-based coaching.

48. In-service training program will cover (i) curricula of key subjects: French, Mathematics; physics and English; and (ii) teaching guides prepared in the framework of the curriculum review (see sub-component 1.1). In-service training will focus on teaching guides in French, Mathematics, physics and English developed in sub-component 1.1

Sub-component 1.3: Improving Initial Teacher Education (ITE) in teacher education institutions (US$ 0.5 million)

49. The objectives of this sub-component are to (i) review the entry and exit professional profiles of student-teachers (the exit profiles will include acquisition of curricula content knowledge and teaching competencies and practices if those are appropriate and clearly defined); and (ii) strengthen the capacity of ENI trainers to better prepare future teachers towards the exit student-teacher professional profile. A prerequisite of the above will be a Government action to increase the number of ENI trainers through new recruitments to fill the gap identified in these institutions.

50. This sub-component will support: (i) revising the curricula of ITE; (ii) capacity-building of trainers and tutors of traineeships; (iii) additional equipment for the ENI and ENS resource centers; and (iv) study tours of the technical team.

51. ***For Primary Education:*** the revised teacher education curricula in the *Teacher Training Colleges* will focus on including modules on Early Grade Reading and Early Grade Mathematics Instruction programs, as they are designed, implemented and revised during the life of the proposed project.

52. ***For Lower Secondary Education:*** a bilateral partnership through the AFD supports a LSE reform called "reform of colleges". The reform has recommended creating small size lower secondary schools close to the communities. A prerequisite to achieve this goal is to train teachers for teaching two subjects. The implementation of this reform requires, among other things, a revision of the training program in ENSs, devoted to the initial training of secondary education teachers.

Component 2: Improving equity in basic education ($3.1 million)

53. This component aims to promote equitable access to schooling through support to (i) CI and CP students in public primary schools in the deprived districts of Alibori and Borgou regions; (ii) children with disabilities in the regions of Zou and Collines and children in specialized education and training centers.

Sub-component 2.1: Promoting equity in the deprived districts of Alibori and Borgou Regions (US $1.7 million)

54. To encourage children, especially girls, to attend and stay in school by reducing household spending on education, the closed FCB-PME project provided annually to CI and CP students in the 25 deprived districts. The project provided school kits consisting of school supplies, other didactic materials (excluding textbooks), a school bag; and school uniforms. In view of progress made in student enrollment in these districts, this intervention has been considered cost-effective in improving access to school. Given the limited resources of the project, an agreement has been reached with the LEG to focus this intervention in the Alibori and 5 out of 8 districts in the Borgou[19] region, which is the most deprived region of the country.

55. The proposed project will finance the following in the deprived districts of Alibori and Borgou regions: (i) communication, awareness and mobilization campaigns to convey the benefits of education to village and religious leaders, villagers and parents in the communities and to better understand community needs; (ii) uniforms for all public CI and CP students

56. Due to limited resources of the project, for all CI and CP students in public primary schools in the deprived districts of Alibori and Borgou regions, the project will finance uniforms while UNICEF Benin will finance stationery and backpacks in these districts. Given the bottlenecks in the Government procurement process[20] which did not allow the distribution of the school kits in due time during the implementation of the closed GPE project, the MEMP has decided to delegate this activity to UNICEF which has demonstrated its capacity to arrange the provision of the package consisting of uniforms, stationery and backpacks to students early at the start of the school-year. The distribution of school uniforms and school kits will start in year 2 of the project because this activity will use the DLI funds after the Year 1 targets have been achieved.

57. An information and awareness campaign in local languages on the importance of education will precede the distribution of the kits. The campaign will include (i) a communication strategy, including the development and implementation of an action plan and key messages including the information on the

[19] All six districts in Alibori and five out of eight districts in Borgou are considered deprived (see map in the Annex 7).
[20] This was mainly because before and after the bidding process, various clearances by the government were required.

distribution of the school kits and textbooks; and (ii) the establishment of a partnership with community radio stations to convey the importance of schooling on the radio broadcast.

Sub-component 2.2: Promoting the school integration of children with disabilities in the regions of Zou and Collines (US $ 1.4 million)

58. The pilot phase of the previous FCB-PME program, implemented by the NGO Equilibre Bénin through the component "School integration of 300 Disabled Children (ISEH)" in the Zou region showed tangible results in terms of improving school performances, the life skills of beneficiary students and brought positive change in student's perception of disability. The pilot phase will continue in Zou and will be extended to Collines, (two adjoining regions which were under the same regional administration two years ago), with specific support to specialized institutions for children with disabilities. This will contribute to the sustainability of the pilot's achievements regarding the access and integration of students with disabilities in the school system and better coverage of students' needs.

59. This sub-component will support in the Zou and Collines regions (i) community awareness and mobilization campaign on schooling for children with disabilities targeting opinion leaders, political and administrative officials, mass media, Parent Teacher Association (PTA), teachers and pedagogical advisory body; (ii) strengthening partnership among education stakeholders and improving teacher training and mentoring on inclusive education; (iii) medical consultations and care for children with disabilities; (iv) provision of school kits, specialized equipment and specific technical aids for children with disabilities[21]; (v) training for community facilitators and itinerant teachers; (vi) purchase of 2 buses to transport visually impaired children from and to schools; and (vii) system strengthening for implementation, coordination and monitoring of the teaching activities for the students with special needs, in both primary and lower secondary schools. In addition, children with a severe visual handicap in the project-targeted municipalities will be identified and enrolled in specialized schools in other regions with strengthened capacities by the project. Implementation of the above-mentioned activities will help to collect data on children with disabilities in the 2 regions. Lessons learned from the results of this sub-component will inform policy development and be shared with other countries.

Component 3: Strengthening the delivery of education services (US $3.8 million)

60. The aim of this component is to strengthen the institutional capacity and the Monitoring and Evaluation (M&E) system. Specifically, the component will support: (i) capacity-building of Ministries of Education (MEMP and MESTFP), including M&E; and (ii) project management.

Sub-component 3.1: Strengthening the capacity of the MEMP and MESTFP, and the M&E system (US $2.7 million)

61. This sub-component will support (i) grants to sub-regional inspectorates, linked to performance-based contracts (PBC) to improve teachers' pedagogical support; (ii) electronic tablets to pedagogical advisers

[21] This includes orthopaedical equipment, canes, tricycles, wheelchairs, orthoses, crutches, and glasses etc.

and inspectors to record data on-the-go[22]; (iii) capacity building for the monitoring of learning outcomes; (iv) capacity-building activities linked to the project activities; (v) the full use of the first phase of the Education Management Information System (SIGE), developed and supported by the recently closed GPE project; (vi) the extension of the SIGE to also cover secondary education; (vii) the data collection, analysis and production of statistical yearbooks for primary and secondary schools; (viii) the preparation and implementation of the necessary protocols/tools to strengthen the human resources management system in order to improve teacher deployment; (ix) the dissemination of existing studies in the sector.

The PBCs aim to strengthen: (i) inspections' impact on the overall quality improvement at the school level, including teachers' pedagogical support, following inspectors' and educational advisors' class visits; (ii) incentives for school enrolment, especially for girls in communes where the GERs deviate too much from the national average; and (iii) the repetition and drop-out reduction in both Primary and Lower Secondary Education. A performance/results-based contract will be signed with each head of the educational region as a recipient of a project grant. Within the framework of the PBC, each regional inspectorate will prepare a detailed action plan towards the achievement of the results set forth in the contract.

***Sub-component 3.2 Ensuring effective project management* (US$1.1 million)**

62. The objectives of this sub-component are to ensure the effective implementation of the daily operations of the project and to build knowledge and competencies to improve services delivery. Key activities related to project management include: project coordination, technical coordination, financial management, contracting processes, archiving data management and support to the secretariat. Finally, the project will support a study on the underlying challenges, opportunities, budgetary implications, as well as the strategy and implementation of the entire basic education according to the ESP covering pre-school, Primary and Lower Secondary Education, including non-formal education.

Project cost and financing

Lending Instrument

63. The lending instrument for the proposed project is an Investment Project Financing (IPF). However, in compliance with the GPE requirements for indicators with transformative effect, disbursement-linked indicators (DLIs) relating to efficiency, learning outcomes, and equity in basic education have been included as the variable part. An agreement has been reached with the Government to use the total amount of the variable part to fund activities under the proposed project.

64. The project will be implemented as a four-year operation to support the Government ESP with a GPE Grant of US$ 19.4 million. The table below shows the cost by Sub-component.

[22] The Project Implementation Manual (PIM) will provide more details in the use of the tablets as well as the PBC grant, which will be annually audited by the MEMP's directorate of general inspection.

Table 1: Project cost per component and sub-component in US $ million

Components/subcomponents	Project cost US$ million	GPE Financing in US$ million	Percent Financing
Component 1: Improving the quality of basic education	**12.0**	**12.0**	**100**
Subcomponent 1.1 Improving the curricula for a better quality of Education	5.1	5.1	100
Sub-component 1.2: Improving teachers' knowledge on curricula and teaching practices	6.4	6.4	100
Sub-component 1.3. Improving Initial Teacher Education (ITE) in teacher education institutions	0.5	0.5	100
Component 2: Improving equity in basic education	**3.1**	**3.1**	**100**
Sub-component 2.1: Promoting equity in the deprived districts of Alibori and Borgou regions	1.7	1.7	100
Sub-component 2.2: Promoting the school integration of children with disabilities in the regions of Zou and Collines	1.4	1.4	100
Component 3: Strengthening the delivery of education services	**3.8**	**3.8**	**100**
Sub-component 3.1: Strengthening the capacity of the Ministries of Education (MEMP and MESTFP) and the Monitoring and Evaluation (M&E) system	2.7	2.7	100
Sub-component 3.2 Ensuring effective project management	1.1	1.1	100
World Bank supervision	**0.50**	**0.50**	**100**
Total	**19.40**	**19.40**	**100**

C. Project Beneficiaries

65. Overall 1,530,700 students are expected to benefit from all project components (not double counting students who may benefit from more than one activity/component). In addition, teachers, school head teachers, pedagogical advisors, inspectors and members of COGEPs will also benefit from trainings. Detailed direct beneficiaries include:

- About 1,530,000[23] public and private primary school students in CI and CP, who will benefit from reading booklets;
- Approximately 96,000 students per year in primary schools who will receive uniforms;
- About 700 children with disabilities who will benefit from inclusive learning, specialized equipment and medical care;
- Up to 32,500 classroom teachers and headmasters who will benefit from in-service training for the implementation of the early grade reading instruction and mathematic program;
- About 4,000 lead secondary school teachers in key subjects will benefit from in-service continuous training for improving their content knowledge and teaching practices;

[23] Of which about 1 million will receive the reading booklets two times

- Up to 250 pedagogical advisors and inspectors who will benefit not only from PBCs for enhancing classrooms supervision and supporting participants, but also from in-service training that will make them trainers of teachers and headmasters;
- Up to 4,000 members of COGEPs will receive training in school-based participatory management

66. Indirect beneficiaries are all students from lower secondary public schools who will receive better teaching practices in key disciplines (French, Mathematic and English)

D. Results Chain

67. **Investments in education, particularly basic education, is estimated to yield significant medium and long-term returns.** However, just enrolling in school is not enough; students need to learn to reap medium and long-term benefits. Therefore, the quality of education matters. By improving basic education inputs, notably curricula, textbooks, teaching practices, establishing a student assessment system and providing grants to school inspectorates to better support teachers, we expect better education outcomes that will translate into higher school-life expectancy. School kits are incentives to encourage greater access to education in the most deprived region of the country and more children to benefit from education.

68. Links between the project activities, outputs, intermediate level results and long-term outcomes can be seen in the table below.

Activities	Outputs	Project outcomes	Higher level objectives
Component 1: Improving the quality of basic education			
Review of CI and CP curricula for French and Mathematics and Lower Secondary curricula for French, Mathematics, Physics, and English. Teacher training and classroom support of them.	New curricula and learning materials for CI and CP and lower secondary students and teachers developed and distributed to students and teachers.	CI and CP and lower secondary students are taught based on an updated and more relevant curriculum and learning materials.	Improved quality of education at primary school and students are taught in CI and CP by teachers empowered with teaching resources to improve learning. Improved quality of education at LS by teachers empowered with teaching resources to improve learning.
Review curricula and strengthen capacity of trainers of teacher education institutions.	CI and CP teachers completed core professional program in Early Grade Reading and Mathematics, and LS teachers completed training in French, Mathematics, Physics, and English.	CI and CP and LS teachers rated satisfactory in the implementation of the Early Grade Reading & Mathematics, and French, Mathematics, Physics, & English respectively.	
Review of curricula in ENI and ENS and training of new curricula.	New curricula for the ENI and ENS are developed, and teachers of ENI and ENS completed training.	ENI and ENS students are taught based on an updated and more relevant curriculum. Teachers satisfactorily use the new	Teachers in the labor market with better content knowledge and pedagogical skills.

		curricula.	
Component 2: Improving equity in basic education			
Sensitization campaign and distribution of school kits including uniforms for all CI and CP public primary students in the deprived districts of Alibori and Borgou regions.	Communities well informed of the benefits of education and all CI and CP of public primary schools in the deprived districts of Alibori and Borgou regions received school kits including uniforms at the start of the school year.	Intake rate in grade 3 in primary schools in deprived districts in Alibori and Borgou regions increase from 67.0 percent (Female 70.7 percent and Male 63.7 percent) in 2016/17 to 75 percent (Female 76 percent and Male 75 percent) in 2023.	Equity for children, particularly girls in the deprived districts.
Supporting school integration for children with disabilities.	More children with disabilities in the regions of Zou and Collines have access to schools.	Inclusion of children with disabilities and/or special needs in schools improved in the regions of Zou and Collines.	Equity for children with disabilities improved in basic education.
Component 3: Strengthening the delivery of education services			
Grants to regional inspectorates, linked to PBCs.	Action plan of sub-regional school inspectorates to provide pedagogical support to teachers implemented.	Teachers' pedagogical practices improved.	Institutional capacity is strengthened to improve the quality of teaching and the equity in basic education.
National learning assessment system established and operational.	National student learning assessment implemented.	Reliable data available to inform teacher practices and evidence-based reforms.	
Support to monitoring and evaluation.		Reliable data available to inform the system and the project.	

E. Rationale for Bank Involvement and Role of Partners

Rationale for Bank Involvement

69. **The PAG considers investing in human capital a top priority for Benin's development**. The PAG places special emphasis on the need to help create more formalized employment opportunities for Benin's burgeoning youth population, to improve health, education and social protections. The Country Partnership Framework (CPF) 2019-2023 envisages two objectives to address the PAG's national priorities: (i) improving relevance of education and professional training for strengthened job creation; and (ii) improving social protection, health and nutrition systems.

70. **The Bank's value added is its expertise in basic education**. The Bank has long and successful experience in working with the Government on supporting and strengthening basic education. The Bank has extensive technical and operational knowledge in the areas supported by the project in the sub-region and globally and has invested in this area widely. Through its over 12 years of experience in leading the FTI-FCB or

FCB-PME pooled funds as well as ASA undertaken in Technical Education and Vocational Training (TVET) and higher education, the Bank has also gained a better understanding of the education sector issues and has developed strategies and methods to support the Government most efficiently. The proposed project, which is funded by the GPE will leverage the Bank's experience in neighboring countries as well as lessons learnt from previous and ongoing projects in similar settings. It is expected to complement more specific assistance provided by a number of bilateral donors, such as AFD, Sweden Cooperation, German Corporation for International Cooperation (GIZ), Japan International Cooperation Agency (JICA) and multilateral organizations, such as The United Nations Children's Fund (UNICEF).

71. **The Bank's experience in results-based financing across all educational levels is also of added value**. Given that under the previous and ongoing pooled funded projects, the Government institutions put more focus on activities and inputs than results, pooled funds donors recommended using the IPF lending instrument with disbursement based upon achievement of DLIs. The World Bank has considerable experience in this area and can support the Government with its political will in shifting towards results-based financing.

Role of Partners

72. **Partners have played an important role through the Local Education Group (LEG**). During project preparation, the GPE and the LEG, currently chaired by the Swiss cooperation, have been regularly consulted/involved to ensure Project coordination, alignment with the ESP and for quality and technical design. The inter-ministerial committee, which was set up for the project preparation, has been involved in all steps of the project design. Donor coordination takes place through the LEG, which was consulted regularly throughout project preparation. The project documents have been shared, discussed, and endorsed by the LEG and have benefitted from regular consultative feedback with key stakeholders. For project implementation, through regular meetings the LEG will be able to monitor project implementation progress and to help in resolving any potential implementation and/or coordination issues. For project implementation supervision, it is expected that combined or joint missions with other partners will be carried out.

F. Lessons Learned and Reflected in the Project Design

73. Project design incorporates lessons learned from (i) the recently closed GPE project (on April 30, 2018) supervised by the World Bank; (ii) other recent education pilot projects in Benin including GIZ and NGOs experiences; (iii) international research or experience to ensure the effective learning. The most important lessons which have been incorporated are the following:

- ✓ While intensive in-service training is essential to improve student learning, the impact of the training is limited if the curriculum is not well designed.

- ✓ Improving early grade learning is essential for improving learning outcomes at upper grades in primary schools.

- ✓ According to international research, most successful in-service teacher training in terms of impacting teaching practices tend to focus on the following points: (i) designing well-structured and explicit lesson plans, following a scope and sequences in line with the learning theories and cognitive development of students; (iii) applying formative evaluation with corrective feedback for students with learning discrepancies; and (ii) managing time on task, in order to maximize teaching and learning opportunities in the classroom.

- ✓ Tailoring teacher training sessions based on the teacher assessment results and by their subject specializations provides greater impact on improving teacher content knowledge and quality of instruction, as compared to generalized training assembling teachers of different capacity levels and subject specializations. Conceptualizing such an approach from the design stage can maximize efficiency and effectiveness of teacher training interventions.

- ✓ Support to access and equity in education continue to be relevant for Benin to attain universal primary education, though more focus will be placed on sustaining and continuing to improve the quality of education services.

- ✓ Under the previous project, school kits, including stationery, school bag and uniforms, were provided to CI and CP girls in 25 deprived districts out of a total of 77 districts in the country. Available data show that while the national average of female enrollment increase from SY 2012-13 to SY 2016-17 was only 10.0 percent, the average increase in the 25 deprived districts in the same period was 43.3 percent.

- ✓ Supporting inclusion of children with disabilities in school provides a chance of success to these students and helps to positively change society's vision of them. The pilot project in Zou region financed by the pooled fund program (FCB-PME) has helped to enroll 749 children with disabilities over the past four years. Among these children, the exam pass rates varied between 39.2 percent and 57.7 percent.

- ✓ In a context of frequent government turnover and institutional reorganization, the establishment of an efficient and appropriately staffed project coordination unit under the leadership of the Government can help provide continuity during the project implementation, which could minimize turnover-related delays, maintaining the institutional memory of a project, and reducing transaction costs by serving as a focal point on project implementation guidelines and procedures.

- ✓ When met with challenges while using data collected by EMIS, providing particular attention to the production of indicators during the implementation – in order to complement data collection efforts to fill gaps – can help ensure timely and consistent data collection and reporting.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

74. The project's institutional and implementation arrangements build on the implementation of the recent closed GPE project with resources pooled with other donors' funds. Due to the good collaboration between donors and the reduction of the number of transactions as well as the mobilization of all actors around the pooled fund program, resources of this proposed project can be pooled with those of donors' funds. All project implementation arrangements are based on existing Government systems and procedures although some of these existing systems will be strengthened through the GPE project to improve their effectiveness. Therefore, the project's activities will be implemented by the relevant ministries involved in the project. The responsible agency will be the MEMP with the Secretary General (SG/MEMP) as the responsible person and a Steering Committee will be set up to play the oversight and backstopping role. The SG/MEMP will work in close collaboration with the SGs of the MESTFP and MASMF.

75. The existing Technical Support and Monitoring Unit (*Unité d'Appui Technique et de Suivi - UATS),* which is a technical assistance provider as well as the day-to-day coordinator of the project, has experience of project implementation with the Bank's procedures and standards. It will, notably, provide support to: (i) ensure that the grant resources are taken into account in the annual budgeted action-plan of the recipient's ministries; (ii) reinforce planning, programming and budgeting of project activities; (iii) reinforce the project's procurement, monitoring and evaluation and financial management aspects; (iv) prepare project's reports; (v) facilitate internal and external; and (vi) carry out the evaluation and assessment of project activities. The UATS comprises: a coordinator, a financial analyst, and specialists in procurement, monitoring and evaluation, along with support staff. However, the procurement specialist has been recently recruited as a civil servant and will be replaced by the approval of the project by the Bank Board of Directors.

76. At the operational level, apart from the UATS, the STP and the Disbursement and Procurement Monitoring Committee *(Comité de suivi des décaissements et des Marchés - CSDM)* will play an important role in the effective implementation of the activities. Their respective responsibilities are detailed in Annex 1.

77. Technical departments of the three ministries involved in the project will be in charge of the implementation of their respective activities. Under the authority of the Secretary General of the MEMP, the departments implementing the Project Components and Sub-components are described in Annex 1. Three Directorates will play a key role in coordination: (i) the National Institute for Training and Research in Education, for activities related to quality (component 1); the Directorate of Primary Schools (DEP) for activities related to equity (component 2); and (iii) the Directorate of Programming and Planning (DPP) for component 3 activities.

78. In each of the 12 regions, project activities will be coordinated by the regional directorates under the supervision of the Secretary General of each of the 3 ministries involved in the project. For primary schools, the Sub-Regional School Inspectorates under the supervision of the Regional Directorates will be the key entities for overseeing project activities and compiling the data supplied by the schools for M&E.

79. At the school level, the school head is responsible for all the project activities taking place in the school, including the distribution of students' uniforms in primary schools and distribution of girls' kits and

textbooks in lower secondary schools. At the community level, the COGEPs and COGES, composed of representatives of parents, school staff and local resource persons will be in charge of supporting schools to deliver the agreed results, and to monitor and report on the functioning of schools.

80. The above arrangements are detailed in Annex 1 and will be complemented by the Project Implementation Manual (PIM), which describes how the project activities will be implemented. PIM also defines the relations, roles and responsibilities of each contributing unit or institution. Implementation will be guided by the approved PIM and the annually approved work program.

B. Results Monitoring and Evaluation Arrangements

81. **The guiding principle.** The guiding principle of the project M&E and review processes is to strengthen and use the established systems of the Government. The agreed M&E indicators with the LEG include some of the indicators of the PSE and project-specific indicators (see Annex 1). Although not included in Annex 1, the PCR will be monitored by the MEMP to assess progress made towards achievement of the SDGs.

82. **The project's impact, results and progress will be measured rigorously**. The achievement of the PDOs will be measured with five outcomes indicators, consisting of three indicators on systematic improvements in learning and teaching, and two indicators capturing the PDO level results on equity. The selection of the PDO indicators allows for a succinct impact and combined assessment of the impact of the project. In addition, 12 intermediate indicators measure outputs of each component. The results framework relies on multiple sources, notably the EMIS, third party surveys on classroom observations, and learning assessment surveys. This allows for triangulation of data and thus ensures reliability. Lastly, the project will take steps, under component 3, to develop the capacity both at central and regional levels in the ministries involved to fulfill the basic monitoring functions. This includes the full use of the EMIS, training, and technical assistance. This will be done early enough in the project implementation period to permit the generation of data on time.

83. **Implementation arrangements for results monitoring rely upon the MEMP.** The Monitoring and Evaluation Unit (MEU) in the MEMP will take the lead on monitoring and evaluation activities for the GPE project, supported by the M&E specialist in the UATS. The MEU of the MEMP will closely work with other MEU[24]s involved in the program and the Technical Permanent Secretariat *(Secretariat Technique Permanent-STP),* which is the body in charge of the monitoring of the whole ESP indicators. Some of the project indicators will be provided by the DPPs as part of the EMIS work. The core technical departments carrying out activities under the project will provide inputs to the MEUs. A progress report will be prepared twice a year on the status of program implementation and outcomes as well as updated data on performance indicators. The UATS will be responsible for the interim financial report of the program.

84. **Specific arrangements will be made for the monitoring of the results-based system (DLIs) for the GPE variable part**. Since disbursement would require data backed evidence of compliance with the DLIs to be presented by the Ministries of Education (MoE), the Government would be expected to provide the

[24] A MEU exists in all ministries of the country.

requisite information to evaluate achievement in a timely and comprehensive manner. Verification of the achievement of DLIs will be undertaken in ways that are both credible and sustainable by using, to the fullest extent possible, existing Government systems for oversight and monitoring, paired with an independent or third-party agent where relevant. The verification protocols vary according to the nature of the DLI, including the review of administrative documents and data, and spot checks to schools or other MoE entities, as described in the verification protocols in Annex 3.

85. **For the Bank, the M&E system is designed based on the outcome and output indicators defined in the results framework**. The progress in meeting the monitoring indicators will be reviewed by the Bank's semi-annual supervision missions. In addition, a mid-term review will be conducted, approximately 2 years after the project effectiveness, to assess overall progress in project implementation, update the results monitoring framework, review allocation across components, re-assess the risks and propose corrective measures for the achievement of development objectives.

86. **Joint Program Reviews**. As part of the overall education program, the Government will organize joint reviews once a year to assess the progress of the GPE project as well as the education program as a whole. The Joint Annual Review will be held in April/May. The review will be organized by the STP, involving all stakeholders, including donor partners and NGOs active in the education sector; teachers unions, parents associations and communities. Reviews will propose recommendations and steps to be taken in order to address observed weaknesses. Prior to the joint review, the Bank's first supervision mission will be organized, and this mission will enable members to participate to the annual joint review.

C. Sustainability

87. **The close links of the project with the ESP 2018-30 may enhance the prospects of its technical and financial sustainability**. The project design takes into account the strategies and activities already developed and the budget in the ESP 2018-30. The Government has shown its commitment to the ESP by involving various stakeholders in preparation and implementation. The financing gap of the ESP for the period 2018- 23 has been estimated through a process of policy dialogue on the key sector trade-offs and with the use of a sector-wide financial simulation model. The approach used was in line with good practices for preparing a Sector Medium-Term Expenditure Framework (MTEF) based on three pillars:[25] (i) a bottom-up multi-year cost estimate (based on needs); (ii) a top-down multi-year projection of resource-envelope targets (i.e., what is affordable and implementable according to capacities); and (iii) an institutional (political-administrative) decision to develop a process that integrates the above two pillars by making the necessary trade-offs. The project has been designed as a short-term operation that serves as a building block for creating medium and long-term conditions for future education sector investments. The overall sustainability of the project interventions rests on institutional arrangements to ensure its implementation through existing institutions, and building on existing activities and capacity, thereby ensuring a shared sense of ownership.

[25] See *Medium Term Expenditure Frameworks: From Concept to Practice. Preliminary Lessons from Africa,* February 2002, World Bank, Africa Region Working Paper Series No. 28

88. **The proposed project includes two categories of activities of which the first, representing 61 percent of the project resources, are all sustainable improvements for a decade to come**. The following activities aiming at improving the quality of basic education is expected to have a long-lasting effect if the government continues to carry out the quality enhancement in teaching materials and teacher training: (i) revision of CI and CP of primary schools' curricula and preparation of appropriate teaching and learning materials; (ii) review of curricula and teaching guides for French, Mathematics and English in lower secondary schools, (iii) review of curricula in teacher training institutions and the training of instructors in the use of the new curricula; and (iv) training of teachers in both primary and lower secondary schools in the use of the new curricula and learning materials. Given the results of the 2014 PASEC evaluation in grade 6, all education stakeholders agreed that if learning outcomes in early grades improved, this would reflect in better outcomes at the end of primary schools. However, an evaluation will be done by the end of the project to understand how the revised curricula may have an impact on upper grades and adjustments to be introduced in the curricula of these grades. It should be noted that the Government will need to finance textbooks for primary schools every year. Therefore, the Government will take over the distribution of new textbooks to CI and CP at the end of the project.

89. **The second category of activities will require continued financing for which the fiscal burden for sustainability is modest**. This concerns (i) distribution of uniforms to CI and CP of public primary schools in the deprived districts of Alibori and Borgou regions; (ii) support to children with disabilities in Zou and Collines regions; and (iii) grants to Sub-Regional Inspectorates. These recurrent costs of the project account for an average of US$ 1.5 million per year. It is expected that the increase of the annual education budget after the closing of the project, which is estimated to be an average of US$15.0 million per year according to the financial simulation model used for the preparation of the ESP, will help to fully cover these recurrent costs.

90. In terms of technical viability, the project activities will be implemented by Ministry Directorates that are familiar with World Bank operations and that the capacity built by the project would be sustained within the ministry.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis (if applicable)

Technical analysis

91. The project is designed to support the Government of Benin in implementing the first phase of its 2018-2030 ESP, as described in the 2018- 2023 action plans. These activities are to be funded by both the Government and donors. The ESP has been appraised by a group of experts as technically sound and "well-prepared".

92. The activities of the ESP and the project technical design is informed by findings from a recent sector study (Education CSR, prepared in 2017), which highlighted the main strengths and weaknesses of the education system. The priority issues identified included: (i) inequitable access to basic education resulting from supply and demand constraints in some districts of the country; (ii) a low PCR due to low internal

efficiency (i.e., high repetition and dropout rates); (iii) poor quality of learning as shown by the 2014 learning assessment, mainly due to poor quality of curricula in early grades of primary education and in main subjects of lower secondary education, non-respect of teaching time, and deficiencies in the pre- and in-service teacher training; and (iv) the inconsistency of teacher deployment.

93. The following main principles guided the technical design of the project: (i) consultative alignment and co-financing of government strategy including development partner harmonization; (ii) targeted support to address equity challenges in the most deprived regions of the country; (iii) strengthening management and accountability related to quality improvements through the introduction of PBCs for inspectors; (iv) building capacity to carry out students' learning assessment on a regular basis and (v) strengthening the MEMP's management capacity to ensure quality service delivery.

94. The quality component follows best practice in terms of the strategy for: (i) designing and implementing new curricula and textbooks; and (ii) improving teachers' skills and the delivery of relevant training. Continuous teacher support and training at the school/local levels has been shown to be one of the most effective methods for improving the skills of teachers with limited or no formal teacher training. The provision of training at the Inspectorate level for primary teachers and pedagogical clusters (*bassins pédagogiques*) for secondary teachers reduces costs and disruption of teaching schedules by eliminating the need for long distance travel. Implicit and opaque design of the training program hamper the provision of adequate technical support, supervision and maintenance of professional standards at all levels.

95. The design of the equity component has been tested and was based on experience and lessons learnt from the previous FCB-PME program.

96. The activities of the strengthening educational service delivery component are designed to respond to the challenges of: (i) ensuring availability of reliable data in due time for decision making; (ii) poor pedagogical support to teachers; and (iii) capacity building at the central, regional and school levels. In particular, the PBCs with Inspectorates will contribute to strengthening the pedagogical support to teachers resulting from classroom visits. The remedial training sessions included in the PBC allows for tailored targeting of training to the specific needs of teachers, thereby reducing the time between acquisition of skills and their use in the classroom and assisting with the development of a professional culture at the school level, with positive effects for student learning.

Economic and financial analysis

97. **The analysis of the trajectories of students reveals that a huge proportion of students enroll in CI (GER is 141 percent in 2015), but the completion rates are only 74 percent and 45 percent in Primary and LSE, respectively**. This can be explained by the fact that the emphasis has been mainly on increasing access to primary education during the last decade. In order to achieve the SDGs of universal completion of primary education, the government of Benin with the support of its partners has invested considerable resources to develop primary education. Since Benin is not on track to reach SDGs by 2030, it is necessary to continue to support primary education. Since the latter also exerts pressure on LSE level, given recent demographic trends and improvement in PCR, LSE level also to be supported.

98. **The project's impacts can be analyzed according to short- and medium-term or long-term prospects**. In the short- and medium-term, the project will benefit young Beninese, in particular boys and girls in the deprived districts of the Alibori and Borgou regions, and students with disabilities in the Zou and Collines regions, who will have greater access to Primary and LSE. The project will also positively impact PCR. In the medium-term, the project will contribute to the improvement of the learning achievements of the national educational system, through the strengthening of learning outcomes evaluation and remediation mechanisms. In addition, the project will also promote positive equity, based on the distribution of uniforms and kits to students in the most deprived region of the country and the expected improvement of teachers' management, which will enable these districts to benefit more from education inputs. Developing human capital, which requires investing in people through nutrition, health care, quality education, jobs and skills, is indispensable to end extreme poverty and create more inclusive societies (World Bank, Human Capital Project, 2018). In the long-term, the project will have an impact on economic growth through the human development of the country: greater number of graduates of Primary and LSE schools will acquire the necessary skills to enter the labor market or continue into upper secondary education. Once the graduates enter the labor market, they will earn higher wages due to their increased level of education.

99. **In terms of the benefits of education, investments in basic primary education generally produce very high economic returns.** Poor individuals may under-invest in education because of lack of resources, so public investment is justified. Further, education is associated with many non-monetary benefits to the individual and society, including better health and lower fertility. Therefore, the quality of education matters. The design of the project focuses on quality improvements that will establish the necessary foundation for a more efficient and effective early grade. These grades serve as the foundation for students to continue onto upper Primary and Secondary Education. International evidence shows that student learning is more closely associated with higher labor market productivity and earnings than mere school attendance. In the case of Benin, improving access to quality education for all is an essential element in the broader strategy for poverty reduction, particularly given the low primary completion rate of only about 71.3 percent in 2015/16, and the weak learning outcomes among those enrolled in school. The proposed project aims to improve internal efficiency by increasing promotion rate from 68.4 percent in 2017 to 78.0 percent in 2023.

B. Fiduciary

(i) Financial Management

100. A Financial Management (FM) assessment was conducted on the FM arrangements for the proposed project. The assessment covered the proposed Project Coordination Unit, the UATS in the MEMP. UATS is familiar with the Bank FM requirements and has managed the now-closed Benin Global Partnership for Education Program, FCBPME (P129600). The project's FM performance was rated Satisfactory following the last Specific Procurement Notices (SPN) mission of December 2017. UATS will be responsible for coordinating the day-to-day implementation of the project, including financial management, organizational aspects and monitoring and evaluation. Based on the assessment carried out in accordance with the FM Manual for World Bank Investment Project Financing Operations that became effective on March 1, 2010 and re-issued on February 10, 2017, it was established that UATS has acceptable FM capacity to implement the project.

101. In order to mitigate the fiduciary risks and enable UATS to carry out FM activities, the following actions will need to be implemented: (i) the recruitment of an experienced and qualified FM Expert, and Accountant, under terms of reference acceptable to IDA; (ii) the conclusion of an agreement with the General Inspectorate of Finance to include the project in its annual work program and carry out semi-annual internal auditing; (iii) the development of a manual of financial and accounting procedures as part of the Project Implementation Manual in form and substance acceptable to the Bank and including especially a clear description of the performance based disbursement mechanism (the Disbursement Linked indicator – DLI, and Eligible Expenditures Program - EEP framework); (iv) the revisiting of the project software parameters to take into consideration the specificity of the new Project, and (iv) the recruitment of an external financial auditor who will express yearly an independent professional opinion on the project financial statements and an Independent Verification Agent who will be responsible for the certification of the accuracy of the DLI achievements and actual EEP.

102. The overall risk for the project is rated Substantial taking into account the country context and the multiplicity of actors and beneficiaries who are located in remote and dispersed areas around the country. The proposed risk mitigation measures will strengthen the internal control environment and maintain the continuous timeliness and reliability of information produced by UATS and an adequate segregation of duties**.** These mitigation measures have been incorporated into the design of the project FM arrangements. It is established that the FM will satisfy the Bank's minimum requirements under Bank Policy and Directive – IPF once the proposed mitigation measures are met. [Detailed FM arrangements are provided in Annex 1]

(ii) Procurement

103. The Borrowers will carry out procurement for the proposed project in accordance with the World Bank's "Procurement Regulations for IPF Borrowers" (Procurement Regulations) dated July 2016 and revised in November 2017 under the "New Procurement Framework (NPF), and the "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants", dated July 1, 2016, and other provisions stipulated in the Financing Agreements.

104. Procurement will be carried out by UATS under the MEMP

105. All procuring entities as well as bidders, and service providers, i.e. suppliers, contractors and consultants will observe the highest standard of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.

106. The Borrower (with assistance from the WB) prepared the Project Procurement Strategy for Development (PPSD), which describes how procurement activities will support project operations for the achievement of PDOs and deliver Value for Money (VfM). The procurement strategy is linked to the project implementation strategy ensuring proper sequencing of the activities. It considers institutional arrangements for procurement; roles and responsibilities; thresholds, procurement methods, and prior review, and the requirements for carrying out procurement. It also includes a detailed assessment and description of state government capacity for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework. Other issues considered include the

behaviors, trends and capabilities of the market (i.e. Market Analysis) to respond to the procurement plan.

107. Project design will provide a window to enable the Borrower to carry out Advance Contracting and Retroactive Financing in accordance with Section V (5.1&5.2) of the WB Procurement Regulations for IPF Borrowers. The retroactive financing will be allowed up to 20 percent of the credit covering the expenditures incurred by the project, not more than 12 months before the date of the signing of the Legal Agreements for the WB Credit.

108. A detailed procurement description and institutional arrangements can be found in Annex 1, Implementation Arrangements.

C. Safeguards

(i) Environmental Safeguards

109. The project is rated Category C and does not trigger environment assessment. There are no major environment issues associated with the project, which primarily focuses on revision of curriculum, in-service training for teachers, capacity building of other staff, procurement of equipment and booklets and institutional reform.

(ii) Social Safeguards

110. The project does not trigger the involuntary policy since the project activities do not have impacts on land and do not require land acquisition, leading to involuntary resettlement and/or restrictions of access to resources or livelihoods.

(iii) Grievance Redress Mechanisms

Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

V. KEY RISKS

111. Overall risk of the proposed project is Substantial at the Concept stage. This rating will be revisited once the project design is refined. The risks per category are summarized in the Systematic Operations Risks-Rating Tool (SORT) in table 1 below.

Table 1: SORT Ratings

Risk Categories	Rating
1. Political and governance	**S**
2. Macroeconomic	**S**
3. Sector strategies and policies	M
4. Technical design of project or program	S
5. Institutional capacity for implementation and sustainability	S
6. Fiduciary	S
7. Environment and social	L
8. Stakeholders	L
Overall	S

(**Rating: H**igh, **S**ubstantial, **M**oderate, **L**ow)

112. **Political and governance risks are considered substantial**. Lack of certainty regarding political and governance developments creates a substantial risk at this point, particularly in the context of a new administration whose track-record is not yet fully established. As noted by the Government Action Plan (GAP), "corruption continues to affect, to an alarming degree, the functioning of all sectors". Vested interests have been able to affect courts' rulings on economic crimes. The President had proposed to revise the Constitution to foster transparency and accountability by public officers, but in April 2017 the National Assembly rejected the proposal. The new administration has ambitious public investment plans, rooted in electoral promises, and has demonstrated a willingness to push the public investment envelope beyond the levels and parameters agreed with the World Bank and the IMF, as supported by the IMF's Extended Credit Facility (ECF) program. The Government has proposed "innovative financing" approaches to fund its ambitious investment plan, which may have a significant impact on the budget and public debt levels. To mitigate this risk, multilateral institutions will support the Government by monitoring the Government's proposal and resisting financing approaches that could lead to internal imbalances. Within the context of the IMF Program, the Government refrained from entering into any pre-financing contracts. This commitment is a continuous performance criterion of the IMF-supported program, which partially mitigates political and governance risks.

113. **Macroeconomic risks are deemed substantial**. The expected fiscal adjustment is significant. Total revenue overperformed in 2017, driven by efforts to collect tax arrears. The large investment program proposed by the GAP entails significant risks. If the investment program does not result in significant

economic growth and revenue generation, increasing debt levels might be difficult to sustain. A joint WB/IMF Public Investment Management Assessment (PIMA) mission in October 2017 made recommendations that it would improve the management of public investments. GAP's reliance on Public-Private Partnerships (PPPs) is also a source of risks. New institutional structures and past performance in execution and procurement practices raise concerns around transparency, VfM and leakages. In particular, the high level of PPPs envisaged under the GAP gives rise to concerns around contingent liabilities. In addition, there is a risk of underestimating the increase in recurrent spending (operations and maintenance expenditures) stemming from the surge in capital spending. The use of results-based financing (DLIs) should help in ensuring the Government gives priority to the interventions most conducive to achieving PDOs.

114. **Sector strategies and policies risk is Moderate**. The proposed operation supports key priorities of the ESP 2018-30, which is fully in line with the GAP. The draft ESP 2018-30 sets a coherent and comprehensive set of measures aimed at addressing the main sector challenges identified in the 2016-17 sector analysis, undertaken with the support of the *Pole d'Analyse Sectorielle de Dakar*. The ESP is being supported by all the relevant education stakeholders, including donors. Consultations were held with all key stakeholders throughout the identification, and this will continue during preparation and implementation. In addition, key roles and responsibilities would be clearly defined for implementing entities,

115. **The risk related to the technical design of the project is rated as Substantial**. The main challenges in the design of the operation would be (i) the revision of CI and CP curriculum in French and Mathematics along with the preparation of materials for teaching and learning packages (lesson plans, posters, booklets for students) planned in sub-component 1.1; and (ii) the revision of entry and exit student-teacher profiles for the teacher training institution may involve reluctance from the teacher union; and (ii) introduction of the DLIs related to the related expenditure program. In terms of remedies, for (i) technical assistance will address the possible risk; for (ii) the government has started discussions with the teacher union, which is not yet reluctant to this change; for (iii) the Bank has been providing close guidance to the government in order to select the most adequate and realistic DLIs. This rating will be revisited by appraisal.

116. **Institutional capacity for implementation and sustainability risk is Substantial**. technical departments of MEMP and MESFTP, and the ministry of social affairs involved in the project will be in charge of the implementation of their respective activities. The main factor determining the rating is the weak capacity at central, district and school levels. To mitigate the implementation risks, the project adopts a capacity-building approach with specific activities to be financed that include: (i) provision of technical assistance to support the implementation of activities planned under subcomponents 1.1 (improving the curricula for a better quality of education) and 3.1 (evaluation of students learning outcomes); (ii) provision of technical expertise under the UATS, and its overall FM performance is satisfactory with adequate staffing and capacity; (iii) in-service training for technical staff at the central ministries and the decentralized offices in key areas; (iv) training sessions for school headmasters in school governance and how to provide pedagogical support to teachers. However, the risk of sustainability can be rated moderate, considering the high priority given by the Government to education through the current budget allocation, it is expected that non-salary expenditures could be increased in the sector budget and will be captured to provide the school package to girls beyond implementation of the proposed project.

117. **Fiduciary aspects are also rated Substantial**. Although there are adequate legal, regulatory and institutional frameworks in place in Benin on fraud and anti-corruption, this has not yet translated significantly into corruption reduction in the country. Control bodies do not have sufficient human and financial resources, and their capacities remain limited. In terms of procurement, the Government has put in place strong countering measures, in particular a new public procurement code (October 2017). The latter provides for the professionalization of the public procurement system along with a number of other measures designed to address systemic risks. However, the new procurement code is not yet fully operational. Systematic bottlenecks in the procurement prior review and signing contracts in the country can cause long delays in processing transactions even if the UATS has significant experience with World Bank procedures and its performance is considered satisfactory. The World Bank will continue to monitor closely the quality of fiduciary management and adjust in approach should the need arise. A detail action plan has been described in Annex 1 to address these risks.

118. **Risks relating to environmental and social safeguards is Low.** The proposed activities of the project do not include classrooms construction; all activities described in the proposed 3 components will focus on revision of curriculum, in-service training for teachers, capacity building of other staff, procurement of equipment and booklets and institutional reform which should have no environmental and social protection aspect. Some activities of the project are expected to generate primarily positive social impacts, including for vulnerable groups, particularly persons with disabilities. It will be important to adopt a gender-sensitive approach, particularly in the component 2 on equity, to enhance opportunities for women. No other significant social risks can be ascertained at this point, and Category C is also proposed from the social safeguards perspective.

119. **Stakeholders risk is rated as Low**. The project design is not only consistent with the PSE but is also the result of a participatory exercise involving all stakeholders, and it is based on solid technical assumptions developed in close relation with local, national and international partners.

VI. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Benin

Benin Global Partnership for Education Project Phase 3

Project Development Objectives(s)

The Project Development Objectives (PDO) are to: (i) improve the quality of teaching and learning in basic education with an emphasis on the early grades; and (ii) strengthen equity in primary education, particularly in four regions of the country.

Project Development Objective Indicators

Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Outcome 1: The quality of teaching and learning in school improved							
Percentage of grades 1 and 2 primary teachers rated satisfactory by an external agency in the use of the new educational kit developed under the project (Percentage)		0.00	0.00	50.00	55.00	60.00	60.00
Percentage of students in grade 2 (CP) who attained defined minimum standards on national learning assessment tests in reading (Total) (Percentage)		17.40	17.40	17.40	23.20	23.20	23.20
Percentage of students in grade 2 (CP) who attained defined minimum standards on national learning assessment tests in reading		16.80	16.80	16.80	22.80	22.80	22.80

Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
(Girls) (Percentage)							
Percentage of students in grade 2 (CP) who attained defined minimum standards on national learning assessment tests in mathematic (Total) (Percentage)		23.20	23.20	23.20	31.20	31.20	31.20
Percentage of students in grade 2 (CP) who attained defined minimum standards on national learning assessment tests in mathematic (Girls) (Percentage)		22.80	22.80	22.80	30.80	30.80	30.80
Outcome 2 Strengthen equity in primary education, particularly in four regions of the country.							
Intake rate in grade 3 (CE1) in deprived districts of Alibori and Borgou regions–Total (Percentage)		67.00	69.00	71.00	73.00	75.00	75.00
Female Intake rate in grade 3 (CE1) in deprived districts of Alibori and Borgou regions (Percentage)		70.70	72.00	73.50	75.00	76.00	76.00
Percentage of children with disabilities enrolled in primary school in Zou and Collines regions (Percentage)		4.70	4.70	6.70	7.70	10.00	10.00

Intermediate Results Indicators by Components

Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Component 1: Improving the quality of basic education							
National average of Promotion Rate in public primary schools (Percentage)	DLI 1	68.40	70.00	72.00	74.00	76.00	76.00
New reading booklets distributed in CI and CP (Number)		0.00	0.00	522,500.00	1,510,500.00	2,517,500.00	2,517,500.00
Grades 1 and 2 primary teachers trained (including head teachers) in early grade reading instruction and mathematics programs (Number)		0.00	0.00	21,800.00	43,600.00	43,600.00	43,600.00
Percentage of French, Mathematics, physics and English teachers using the new curricula in lower secondary public schools (Percentage)		0.00	0.00	50.00	75.00	90.00	90.00
New curricula for teachers training institutions (ENI and ENS) are implemented (Yes/No)		No	No	Yes	Yes	Yes	Yes
Component 2: Improving equity in basic education							
School uniforms distributed to grades 1 and 2 students in public primary schools in Alibori and Borgou regions (Number)		0.00	0.00	86,600.00	177,800.00	273,600.00	273,600.00
Children with disabilities having benefitted each year in Zou and Collines regions from the project interventions (Number)		0.00	0.00	300.00	500.00	700.00	700.00

Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Component 3: Strengthening education service delivery							
Headof sub-regional primary schools' inspectorate having achieved at least 75% of their performance-based contract (PBC) (Percentage)		0.00	0.00	50.00	70.00	85.00	85.00
System for learning assessment at the primary level is operational (Yes/No)	DLI 2, 2.1	No	No	No	Yes	Yes	Yes
Create Evaluation division with permanent staff with a 2-year action plan. (Yes/No)		No	Yes	Yes	Yes	Yes	Yes
Disseminate results of the 2017 National Learning Assessment in all the regions of the country, and publish them at the national level (Yes/No)		No	Yes	Yes	Yes	Yes	Yes
Analyze the end primary exam results of French and Math at school level and provide the analyzed results to at least 60% of primary schools in the country (Yes/No)		No	No	Yes	Yes	Yes	Yes
Difference between the highest students teacher ratio by district and national average (Number)	DLI 3	52.90	40.00	30.00	20.00	20.00	20.00
Percentage of schools that communicate school budget and students results through community briefing meetings at least once a year (citizen		0.00	50.00	60.00	70.00	75.00	75.00

Indicator Name	DLI	Baseline	Intermediate Targets				End Target
			1	2	3	4	
engagement) (Percentage)							

Monitoring & Evaluation Plan: PDO Indicators					
Indicator Name	**Definition/Description**	**Frequency**	**Datasource**	**Methodology for Data Collection**	**Responsibility for Data Collection**
Percentage of grades 1 and 2 primary teachers rated satisfactory by an external agency in the use of the new educational kit developed under the project	This indicator measures the number of grades 1 and 2 primary teachers rated satisfactory by an external agency in the use of the new educational kit (that includes lesson plans and booklets for early grade reading, posters for the development of oral French, and math teaching guides) after classroom observations divided by the number of teachers sampled for classroom observations *100. The targets were calculated based on the classroom observations carried out in 2017.	Annual	Teacher assessment consultant's report	Representative sample of grades 1 and 2 teachers	INFRE and an independent consultant
Percentage of students in grade 2 (CP) who attained defined minimum standards	This indicator measures the number of total students in	Once throughout	National learning	Representative sample of primary students	National Institute for Training and Research

on national learning assessment tests in reading (Total)	grade 2 (CP) who attained defined minimum standards in reading on national learning assessment tests using the PASEC methodology divided by the number of total students in grade 2 (CP) who took the national learning assessment tests in reading *100. The learning assessment will be conducted in year 3 and the results will be available in year 4.	the project life (in 2022)	assessment		in Education (Institut National Pour la formation et la recherche en Education-INFRE)
Percentage of students in grade 2 (CP) who attained defined minimum standards on national learning assessment tests in reading (Girls)	This indicator measures the number of girl students in grade 2 (CP) who attained defined minimum standards in reading on national learning assessment tests using the PASEC methodology divided by the number of girl students in grade 2 (CP) who took the national learning assessment tests in reading *100. The learning assessment will be conducted in year 3 and the results will be available in year 4.	Once throughout the project life (in 2022)	National learning assessment	Representative sample of primary students	National Institute for Training and Research in Education (Institut National Pour la formation et la recherche en Education-INFRE)
Percentage of students in grade 2 (CP)	This indicator measures the	Once	National	Representative sample	National Institute for

who attained defined minimum standards on national learning assessment tests in mathematic (Total)	number of total students in grade 2 (CP2) who attained defined minimum standards in mathematic on national learning assessment tests using the PASEC methodology divided by the number of total students in grade 2 (CP2) who took the national learning assessment tests in mathematic*100. The learning assessment will be conducted in year 3 and the results will be available in year 4.	throughout the project life (in 2022)	learning assessment	of primary students	Training and Research in Education *(Institut National Pour la formation et la recherche en Education-INFRE)*
Percentage of students in grade 2 (CP) who attained defined minimum standards on national learning assessment tests in mathematic (Girls)	This indicator measures the number of girl students in grade 2 (CP2) who attained defined minimum standards in mathematic on national learning assessment tests using the PASEC methodology divided by the number of girl students in grade 2 (CP2) who took the national learning assessment tests in mathematic*100. The learning assessment will be conducted in year 3 and the results will be available in year 4.	Once throughout the project life (in 2022)	National learning assessment	Representative sample of primary students	National Institute for Training and Research in Education *(Institut National Pour la formation et la recherche en Education-INFRE)*

Intake rate in grade 3 (CE1) in deprived districts of Alibori and Borgou regions– Total	Total number of new entrants in grade 3 (CE1) in Alibori and Borgou regions divided by the 8-year-old population (Total/girls) in Alibori and Borgou regions, *100	Annual	Education statistical yearbook	School census	Programming and Planning Directorate (*Direction de la Programmation et de la Prospective- DPP*)/ MEMP
Female Intake rate in grade 3 (CE1) in deprived districts of Alibori and Borgou regions	Female number of new entrants in grade 3 (CE1) in Alibori and Borgou regions divided by the 8-year old population of girls in Alibori and Borgou regions	Annual	Education statistical yearbook	School census	Programming and Planning Directorate (Direction de la Programmation et de Prospective-DPP)
Percentage of children with disabilities enrolled in primary school in Zou and Collines regions	Total number of children with disabilities enrolled in primary school in Zou and Collines regions divided by the number of children with disabilities in Zou and Collines regions *100	Annual	Report	Administrative data	Directorate of Persons with Disabilities and the Third Age (*Direction des Personnes Handicapées et du Troisième Age*)/ MASMF

Monitoring & Evaluation Plan: Intermediate Results Indicators					
Indicator Name	**Definition/Description**	**Frequency**	**Datasource**	**Methodology for Data Collection**	**Responsibility for Data Collection**
National average of Promotion Rate in public primary schools	This indicator measures the proportion of students enrolled in public schools at a given school year who will study in the next grade in the following school year.	Annual	Education statistical yearbook	School census	Directorate of Programming and Planning (*Direction de la Programmation et de la Prospective*)/ MEMP
New reading booklets distributed in CI	Cumulative number of	Annual	Project	Collection of delivery	Directorate of primary

and CP	reading booklets consistent with the new curricula distributed in CI and CP in public and private schools		report	notes by school from the providers responsible for the distribution of booklets	education (*Direction de l'Enseignement primaire-DEP*)
Grades 1 and 2 primary teachers trained (including head teachers) in early grade reading instruction and mathematics programs	Cumulative number of grades 1 and 2 primary teachers and head teachers in public and private schools trained in the use of the new educational kit (that includes lesson plans and booklets for early grade reading, posters for the development of oral French, and mathematics teaching guides.)	Annual	Training report	Collection of teachers training reports from the sub regional inspectorates	National Institute for Training and Research in Education (*Institut National Pour la formation et la Recherche en Education-INFRE)/ MEMP*
Percentage of French, Mathematics, physics and English teachers using the new curricula in lower secondary public schools	Number of French, Mathematics, physics and English teachers using the new curricula in lower secondary public schools (LSPS) divided by the total number of French, Mathematics and English teachers in LSPS	Annual	Report	Collection of report from the school head	National Engineering Institute for Training and Capacity Building for Trainers (*Institut National d'Ingénierie de Formation et de Renforcement des Capacités des Formateurs- INIFRCF)*
New curricula for teachers training institutions (ENI and ENS) are implemented	The revised curricula for the ENI and ENS taking into account the entry and exit student-teachers profiles as well as the teaching of two subjects by teachers in LSS respectively are used for the	Annual	Report	Collection of report from the ENI and ENS head	Directorate General of Higher Education (Direction Générale de l'Enseignement Supérieur-DGES)

	initial training of teachers.				
School uniforms distributed to grades 1 and 2 students in public primary schools in Alibori and Borgou regions	Cumulative number of school uniforms distributed to grades 1 and 2 students (both girls and boys) in public schools in Alibori and Borgou regions	Annual	Report	Collection of uniform distribution reports from public primary schools' head teachers in Alibori and Borgou region	Directorate of Primary Education (*Direction de l'Enseignement Primaire-DEP*)
Children with disabilities having benefitted each year in Zou and Collines regions from the project interventions	Number of children with disabilities in primary and secondary schools having benefitted each year from the project interventions in Zou and Collines regions.	Annual	Report	Administrative data	Directorate of Persons with Disabilities and the Third Age (*Direction des Personnes Handicapées et du Troisième Age*)/ MASMF
Headof sub-regional primary schools' inspectorate having achieved at least 75% of their performance-based contract (PBC)	Number of Chiefs of sub-regional primary school inspectorates having achieved at least 75% of their performance-based contract (PBC) divided by the total number of Chiefs of regional primary school inspectorates (45 currently) having received PBC grant	Annual	Report	Evaluation of Chief of regional primary schools' inspectorate annual PBC report	Directorate of Pedagogical Inspection and Innovation (*Direction de l'Inspection et de l'Innovation Pédagogique -DIIP*)/ MEMP
System for learning assessment at the primary level is operational	This indicator measures whether basic elements of a learning assessment system exist at the primary level. Basic elements include: (I) the overall enabling environment for assessment activity in the country	Annual	Report	Administrative report	National Institute for Training and Research in Education (*Institut National Pour la formation et la Recherche en Education-INFRE)/ MEMP*

	(policies, organizational structures, human/fiscal resources); and (ii) the technical quality of the instruments used (design, alignment with curricula, administration, analysis, appropriateness of use of results).				
Create Evaluation division with permanent staff with a 2-year action plan.	A Division responsible to carry out periodic standardized assessments of learning outcomes (i) has been created and equipped with necessary human resources; and (ii) has prepared a 2-year action plan.	Annual	Report	Administrative data	INFRE
Disseminate results of the 2017 National Learning Assessment in all the regions of the country, and publish them at the national level	The main results and recommendations of the 2017 learning assessment is shared through a workshop which includes, among other, inspectors and pedagogical advisers in each of the 12 regional directorates	Annually	Report of INFRE	Administrative report	INFRE
Analyze the end primary exam results of French and Math at school level and provide the analyzed results to at least 60% of primary schools in the country	The end primary exam results are analyzed for French and Math subjects at school level and sent to at least 60% of public primary schools in the country	Annual (starting in 2021)	Report	Administrative data	INFRE

Difference between the highest students teacher ratio by district and national average	The highest students teacher ratio by district minus the national average of students teacher ratio	Annual	Education statistical yearbook	School census	Directorate of Programming and Planning (Direction de la Programmation et de la Prospective-DPP)/ MEMP
Percentage of schools that communicate school budget and students results through community briefing meetings at least once a year (citizen engagement)	Number of schools in the sample that communicate school budget and student results through community briefing meetings at least once a year divided by the total number of schools in the sample	Annual	Report	Representative sample of schools	Directorate of Programming and Planning (*Direction de la Programmation et de la Prospective-DPP*)/MEMP

Disbursement Linked Indicators Matrix

DLI 1	National average of Promotion Rate in public primary schools			
Type of DLI	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Intermediate Outcome	Yes	Percentage	2,500,000.00	12.89
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	68.40			
Year 1: Oct 1, 2019 to Sept 30, 2020	70.00		563,000.00	Total financing allocated to DLI*(value achieved -baseline v
Year 2: Oct 1, 2020 to Sept 30, 2021	72.00		1,057,000.00	Total financing allocated to DLI*(value achieved -previous y

Year 3: Oct 1, 2021 to Sept 30, 2022	74.00	880,000.00	Total financing allocated to DLI*(value achieved -previous y
Year 4: Oct 1, 2022 to Sept 30, 2023	76.00	0.00	Total financing allocated to DLI*(value achieved -previous y

DLI 2	System for learning assessment at the primary level			
Type of DLI	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Intermediate Outcome	Yes	Yes/No	2,000,000.00	10.31
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	No			
Year 1: Oct 1, 2019 to Sept 30, 2020	No		600,000.00	Lump sum
Year 2: Oct 1, 2020 to Sept 30, 2021	No		400,000.00	Lump sum
Year 3: Oct 1, 2021 to Sept 30, 2022	Yes		800,000.00	Lump sum
Year 4: Oct 1, 2022 to Sept 30, 2023	Yes		200,000.00	Lump sum

DLI 2.1	Implement at least 80% of newly revised CI and CP curricula in public schools			
Type of DLI	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Intermediate Outcome	No	Yes/No	800,000.00	4.12
Period	**Value**		**Allocated Amount (USD)**	**Formula**

Baseline	No			
Year 1: Oct 1, 2019 to Sept 30, 2020	Yes		400,000.00	
Year 2: Oct 1, 2020 to Sept 30, 2021	Yes		400,000.00	Lump sum
Year 3: Oct 1, 2021 to Sept 30, 2022	Yes		0.00	
Year 4: Oct 1, 2022 to Sept 30, 2023	Yes		0.00	

DLI 2.2	Implementation of the national learning assessment for grades 2 and 5 in Mathematics and French			
Type of DLI	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Intermediate Outcome	No	Yes/No	1,000,000.00	5.15
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	No			
Year 1: Oct 1, 2019 to Sept 30, 2020	No		0.00	
Year 2: Oct 1, 2020 to Sept 30, 2021	No		0.00	
Year 3: Oct 1, 2021 to Sept 30, 2022	Yes		1,000,000.00	Lump sum
Year 4: Oct 1, 2022 to Sept 30, 2023	Yes		0.00	

DLI 2.3	Publication and dissemination of results of the national learning assessment carried out by the new Division			
Type of DLI	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Outcome	No	Yes/No	200,000.00	1.03
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	No			
Year 1: Oct 1, 2019 to Sept 30, 2020	No		0.00	
Year 2: Oct 1, 2020 to Sept 30, 2021	No		0.00	
Year 3: Oct 1, 2021 to Sept 30, 2022	No		0.00	
Year 4: Oct 1, 2022 to Sept 30, 2023	Yes		200,000.00	Lump sum

DLI 3	Difference between the highest students teacher ratio by district and national average			
Type of DLI	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Intermediate Outcome	Yes	Number	1,320,000.00	6.80
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	52.90			
Year 1: Oct 1, 2019 to Sept 30, 2020	40.00		518,000.00	Total financing allocated to DLI*(value achieved -baseline v
Year 2: Oct 1, 2020 to Sept	30.00		401,000.00	Total financing allocated to

30, 2021			DLI*(value achieved -previous y
Year 3: Oct 1, 2021 to Sept 30, 2022	20.00	401,000.00	Total financing allocated to DLI*(value achieved -previous y
Year 4: Oct 1, 2022 to Sept 30, 2023	20.00	0.00	Total financing allocated to DLI*(value achieved -previous y

Verification Protocol Table: Disbursement Linked Indicators	
DLI 1	National average of Promotion Rate in public primary schools
Description	This indicator measures the proportion of students enrolled in public schools at a given school year who will study in the next grade in the following school year. It is calculated from the determination of repetition (Tr) and dropout (Ta) rates provided annually by the MEMP statistical yearbook. The formula is the following: Promotion rate = 100% - (Tr + Ta).
Data source/ Agency	DPP/MEMP's database will be the primary source for the calculation of the target
Verification Entity	A third party consultant will be competitively selected to verify the DLI
Procedure	Disbursement of the tranche will be made after receipt of the MEMP statistical yearbook including a spreadsheet on the calculation of promotion, repetition and dropout rates set forth per district along with the school-year database and verification by the world Bank. In addition, the statistical yearbook will be available on INFRE website and the link sent to the World Bank. The variable part is paid in pro-rata to the progress achieved from the baseline to the target . For the first year, the formula is: allocated amount*(value achieved -baseline value)/ (year 3 target-baseline). For the other years, the formula is : allocated amount*(value achieved -previous year's value)/(year 3 target-baseline)
DLI 2	System for learning assessment at the primary level
Description	This indicator measures whether basic elements of a learning assessment system exist at the primary level. Basic elements include: (i) the overall enabling environment for assessment activity in the country (policies, organizational structures, human/fiscal resources); (ii) the technical quality of the instruments used (design, alignment with curricula, administration, analysis, appropriateness of use of results); and (iii) the national assessment test conducted for grades 2 and 5 in

	Mathematics and French under the new evaluation division.
Data source/ Agency	Annual
Verification Entity	The World Bank
Procedure	The report of the national learning assessment carried out under the supervision of the new Division is available and the results shared through a workshop which includes, among others, inspectors and pedagogical advisers in each of the 12 regions of the country. This indicator will be considered achieved when DLI 2.1, 2.2, 2.3, and 2.4 have been achieved.
DLI 2.1	Implement at least 80% of newly revised CI and CP curricula in public schools
Description	Collect data from a representative sample of public primary schools in the country to verify if they are implementing 80% of the revised CI and CP curricula.
Data source/ Agency	Report of the INFRE
Verification Entity	The World Bank
Procedure	A representative sample of schools will be randomly selected, and the INFRE will carry out an evaluation of the level of implementation of the curricula, and send the report to the World Bank.
DLI 2.2	Implementation of the national learning assessment for grades 2 and 5 in Mathematics and French
Description	The first national learning assessment in Mathematics and French for grades 2 and 5 is carried out under the supervision of the new Division.
Data source/ Agency	Annual
Verification Entity	The World Bank
Procedure	Report (including methodology and sample of the test) confirming National Learning Assessment conducted for Grades 2 and 5 sent to the World Bank.

DLI 2.3	Publication and dissemination of results of the national learning assessment carried out by the new Division
Description	The report of the national learning assessment carried out under the supervision of the new Division is available and the results shared through a workshop with, among others, inspectors and pedagogical advisers in each of the 12 regions of the country
Data source/ Agency	Annual
Verification Entity	The World Bank
Procedure	Report of the first learning assessment results available on the INFRE website and the link sent to the World Bank

DLI 3	Difference between the highest students teacher ratio by district and national average
Description	The student/teacher ratio is calculated as following. The number of students in a district to divided by the number of teachers working in classrooms in that district. The indicator measures the highest student teacher ratio by district minus the national average of student teacher ratio.
Data source/ Agency	Annual
Verification Entity	A third party consultant will be competitively selected to verify the DLI
Procedure	Disbursement of the tranche will be made after receipt of statistical yearbook including a spreadsheet on the calculation of the student teacher ratio per district along with the school-year database and verification by the World Bank (WB). in addition, the statistical year book will be available on INFRE website and the link sent to the WB. The variable part is paid in pro-rata to the progress achieved from the baseline to the target. For the first year, the formula is: allocated amount*(baseline value-value achieved)/ (baseline-end target). For the other years, the formula is: allocated amount*(previous year's value-value achieved)/(baseline-end target).

ANNEX 1: Implementation Arrangements and Support Plan

COUNTRY: Benin
Benin Global Partnership for Education Project Phase 3

1. The new GPE Phase 3 supports the 2018-30 Education Sector Plan (ESP), which is a sector-wide program for all education sub-sectors based on a credible simulation model and a national sector strategy "Lettre de Politique Sectorielle". The ESP was validated by the Government on June 13, 2018 and endorsed by education donors, on July 2018. It will be implemented by the three ministries in charge of education, with MEMP playing a leading role in coordination. However, the operational coordination of PSE activities is entrusted to the STP of the ESP, which also prepares the education sector review.

2. Due to the good collaboration between the donors and the reduction of the number of transactions as well as the mobilization of all the actors around the program of mutual funds, the resources of this proposed project can be pooled with those of the other donors who have just started the preparation of new projects. The detailed description of pooled fund mechanism is in Annex 5.

3. The Government and donors, through the Local Education Group *(Groupe Local Education- GLE)*, agreed on the institutional arrangement set-up as spelled out below:

I- Project Institutional and Implementation Arrangements

Arrangements for piloting and monitoring at the Central Level

4. **Project Steering Committee (PSC).** A PSC, chaired by the Minister of pre-and primary schools (MEMP) , will be established as a condition of project effectiveness. The PSC will meet at least twice a year to, among others tasks: (i) ensure consistency of project activities with regards to sectoral policy; (ii) validate the biannual progress report of the project as well as the Annual Work Plan and Budget *(Plan de Travail Annuel et Budget-PTAB);* (iii) identify and find solutions to difficulties that may arise in the implementation of the project; (iv) take proactive measures to ensure effective project implementation; and (v) coordinate project monitoring and evaluation activities.

5. The PSC will be chaired by the MEMP, leader of the Ministers of Education, and co-chaired by the MESTFP. The STP Head and UATS Coordinator will jointly work as secretary of the PSC that will be composed of: (i)Secretary General of the MEMP and MESTFP'(ii) specific central directors of the MEMP *(Director of the National Institute for Training and Research in Education - INFRE; Director of Primary Education – DEP; Director of Pedagogical Inspection and innovation - DIIP; Director of Programming and Planning - DPP; Director of Financial Affairs - DAF*) and MESTFP (*Director of National Engineering Institute for Training and Capacity – INIFRIC; Director of General Secondary Education - DESG; Director of pedagogical Inspection, Innovation and Quality - DIPIQ; DPP-DAF*); (iii) two regional directors of the MEMP and MESTFP of which the one from Alibori region) ; (iv) the SG and the Director of Persons with Disabilities and the Third Age of the Ministry of Social Affairs and Micro Finance (MASM); (v) the DPP and the General Director of Higher Education; (vi) a

representative of the Ministry of Finance as well as the Ministry of Development and (vii) fiduciary UATS Specialist.

6. **Technical Support and Monitoring Unit** *(Unité d'Appui Technique et de Suivi - UATS).* The existing UATS, which is a technical assistance provider as well as the day-to-day coordinator of the project has a good experience of project implementation and management with World Bank's procedures and standards. It will, notably, provide support to: (i) ensure that the grant resources are taken into account in the annual budgeted action-plan of the recipient's ministries; (ii) reinforce planning, programming and budgeting of project activities; (iii) reinforce the project's procurement, monitoring and evaluation and FM aspects; (iv) prepare project's reports; (v) facilitate internal and external communications; and (vi) carry out the evaluation and assessment of project activities. The UATS comprises: a coordinator, a financial analyst, and specialists in procurement, monitoring and evaluation, along with support staff. However, the procurement specialist has been recently recruited as a civil servant and will be replaced by the approval of the project by the Bank Board of Directors.

7. **Disbursement and Procurement Monitoring Committee** (*Comité de suivi des décaissements et des Marché - CSDM)*: The CSDM will facilitate the procurement and disbursement process within the Ministry of Finance in order to reduce administrative bottlenecks. The CSDM will be chaired by the Ministry of Finance Director of Cabinet. It will be comprised of representatives of (i) directorates and agencies of the Ministry of Finance involved in the procurement and disbursement process (DNCMP, DGB, CAA, CF, DGTCP); (ii) procurement units, DPPs, DAFs of the two ministries involved in the project; (iii) UATS representatives including the coordinator and fiduciary specialists; and (iv) representatives of General Directorates of Development Policies (DGPD) and Investment and Development Financing (DGFID) of the ministry of development. The CSDM will meet once per two months to develop and provide quick and effective solutions to the problems identified. The report of each meeting will be sent to the SG/MEMP.

Arrangements for Technical Implementation

At the central level

8. Technical departments of the three ministries involved in the program will be in charge of the implementation of their respective activities. All project implementation arrangements are based on existing Government systems and procedures although some of these existing systems will be strengthened through the project to improve their effectiveness. In order to develop the institutional capacity for project implementation, apart from UATS assistance, other technical assistance will be provided for pedagogical works, including the development of teaching and learning materials; student learning assessment, and assessment of the percentage of teachers rated satisfactory after classroom observations.

9. Since the implementation of the GPE/FCB program takes place within the technical departments of the three ministries, implementation responsibilities for the components and sub-components of the GPE program are as follow:

Table 1.1: Detailed responsibilities by components and subcomponents

Components (*individual in charge*)	Sub-components	Implementing Entity	Directorates involved in the implementation
1: Improving the quality of basic education. ***Director of the National Institute for Training and Research in Education-(INFRE).***	1.1 Improving the curricula for a better quality of education.	INFRE/ MEMP	**MEMP**: DIIP and DEP **MESTFP**: DIPIQ and INIFRCF
	1.2 Improving teachers' knowledge on curricula and teaching practice.	INFRE/ MEMP	**MEMP**: INFRE, DIIP and DEP **MESTFP**: DIPIQ, INIFRCF and DESG
	1.3 Improving initial teachers' education in teacher education institutions.	SG/MEMP	**MEMP:** INFRE, DIIP and DEP **MESTFP:** DESG, DIPIQ and INIFRCF **MESRS**: DGES
2. Improving equity in basic education. ***Director of Primary School.s***	2.1 Improving equity in the deprived districts of Alibori and Borgou regions.	DEP/MEMP	**MESTFP**: DIPIQ
	2.2 Promoting the school integration of children with disabilities in the Regions of Zou and Collines.	DPHTA/MASM	**MEMP**: DEP NGO ISEH
3. Strengthening education service delivery and Project Management. ***Director of Pedagogical Inspection and Innovation (DIIP).***	3.1 Strengthening the capacity of the Ministries of Education and the Monitoring and Evaluation (M&E) system.	DIIP/MEMP	**MEMP**: INFRE, DEP and DPP **MESTFP**: DIPIQ and DPP
	3.2 Ensuring project management.	UATS	**MEMP**: SG **MESTFP**: SG

10. The Administration and Finances Department for *MEMP (Direction de l'Administration et des Finances DAF/MEMP)* will be responsible for coordinating the preparation and execution of the PTABs, submitting financial reports, and ensuring financial management. It will work closely with the other DAFs. The financial management specialist of the UATS will provide assistance to all the DAFs involved in the program.

11. The Procurement Units (PU) of the three ministries supported by the UATS procurement specialist, with the MEMP PU as leader, will be responsible for all procurement activities at the central level.

12. Since the implementation arrangements are similar to the ones of the closed GPE project, the existing Operations Manual will be revised before the negotiations to include new activities. The Operation Manual will include: (i) improved definition of the roles and responsibilities as well as relationships between the involved parties; (ii) improved procedural description for planning, programming and monitoring the implementation of the proposed activities; (iii) formatted tables required to monitor implementation and results; and (iv) updated procurement procedures in line with the new national procedures instruments (i.e. direct support to schools, targeting). Local donors will be pro-active and ensure close supervision based on the government risks management action plan.

At the Regional and Sub-Regional Level

13. The regional directorates of education (DDEMP for MEMP, and DDESTFP for MESTFP) will coordinate and supervise the project activities in each of the 12 regions of the country. The Regional Directorates of Persons with Disabilities and the Third Age will play the same role in Zou and Collines regions as part of the support provided to children with disabilities. With regards to the Performance-Based Incentives (PBI) with School Sub-Regional Inspectorates, the head of DDEMP will be responsible for signing PBCs with each School Sub-Regional Inspectorate head and monitoring its implementation. The PBC for regional inspectorates for secondary schools will be signed by the DIPIQ with each head of regional inspectorates.

14. For primary schools, School Sub-Regional Inspectorates, under the supervision of DDEMPs, will be responsible for the completion and implementation of the annual work program (AWP) in their respective areas. As such, the School Sub-Regional Inspectorate head, in close collaboration with the pedagogical advisors under their supervision, as well the heads of the divisions within the School Inspectorate, will be responsible for: (i) implementing the in-service training planned by the project; (ii) overseeing the distribution of girls' uniforms; (iii) implementing its PBC; and (iv) compiling the data supplied by the schools for M&E. The data will be sent to the DDEMPs on a quarterly basis and the relevant Central Department will be copied on all such correspondence. To carry out these responsibilities, the heads of Sub-Regional School Inspectorates will benefit from training in management in association with project activities.

At the School Level

15. COGEP will be responsible for all project activities taking place in the school, including the distribution of textbooks to students, students' uniforms, and schools' kits. The COGEP will make publicly available the financing received from the Government and will also communicate the schools' results to the community and deliver basic school statistics indicators to the Sub-Regional School Inspectorate for primary schools and Regional Directorate for secondary schools.

Special implementation arrangements for the Borgou and Alibori regions if needed

Alibori and Borgou regions are very close to countries where there are serious security concerns. While the government has been working to prevent security problems in these regions, the project will carry out sensitization campaigns targeting opinion leaders, religious leaders, political and administrative officials to draw attention on risks associated with religious fundamentalism. However, capacity of communities will be strengthened to implement community-based procurement approach for implementing project 'activities if the risks arise.

II- Financial Management and Disbursements arrangements

16. **A Financial Management (FM) assessment was undertaken in order to evaluate the adequacy of the FM arrangements for the project.** The assessment covered the proposed Project Coordination Unit, the Technical Support and Monitoring Unit (Unité d'Appui Technique et de Suivi - UATS in French) in the Ministry of pre and primary school (Ministère des Enseignements Maternel et Primaire - MEMP). UATS

is familiar with the Bank FM requirements and has managed the now-closed Benin Global Partnership for Education Program - FCBPME (P129600). The project's FM performance was rated Satisfactory following the last SPN mission of December 2017. UATS will be responsible for coordinating the day-to-day implementation of the Benin Global Partnership for Education Project Phase 3, including financial management, organizational aspects and monitoring and evaluation. Based on the assessment carried out in accordance with the FM Manual for World Bank Investment Project Financing Operations that became effective on March 1, 2010 and re-issued on February 10, 2017, it was established that UATS has acceptable financial management capacity to implement the project.

17. UATS will be responsible for coordinating the day-to-day implementation of the project, including financial management, organizational aspects and monitoring and evaluation. These include budgeting, disbursement, financial management, reporting, supervision, management of the Designated Account, and auditing.

18. **Budgeting Arrangements:** The manual of procedures the UATS had used for the Benin Global Partnership for Education Program (P129600) already includes detailed budgeting procedures, and the preparation of annual work plan. It will be revised to incorporate the new project specifics. The budgeting arrangements for the project will follow the government's budgeting system. Annual work plans and the budgets will be submitted to the World Bank for no-objection not later than November 30 of each year proceeding the year the work plan should be implemented. The budgeting system under the UATS will build on lessons learned. The budgetary discussions will begin at least six months before the fiscal year of implementation and will consider the procurement plan as the starting point. Once the budget is approved, it will be integrated in the computerized accounting system to serve as a basis for a budget execution monthly follow-up, based on variance analysis.

Accounting Arrangements

19. **Accounting policies and procedures:** The manual of procedures the UATS had used for the Benin Global Partnership for Education Program (P129600) details the accounting systems, policies, and administrative and financial procedures which is acceptable to the Bank. It will be updated to include specific procedures related to this operation.

20. **Accounting staff:** UATS should retain staffing resources that are adequate for the level of project operations and activities and are sufficient to maintain accounting records relating to project financed transactions, and to prepare the project's financial reports. The FM function will be carried out by a team composed of a qualified and experienced Financial Management Specialist in charge of the supervision of all project's FM activities; and a qualified and experienced Accountant. This staff will be recruited through a competitive process in compliance with the World Bank's Procurement Regulations. The team will have the overall FM responsibility over budgeting, accounting, financial reporting, flow of funds, internal control, and auditing. The FM staff's capacity will be reinforced over the project implementation period through the rolling out of a training plan that includes sessions on IDA disbursement procedures and financial reporting arrangements, among others.

21. **Accounting information systems software:** The Program expenditures will continue to be recorded and accounted in the government account system. However, the accounting reports and Annual Financial

statements will be prepared in accordance with the SYSCOHADA using an appropriate accounting software to be purchased with multi-project, multi-site, and multi-donor features, and customized to generate its financial reports. The installation of this software has to be completed within three months after project's effectiveness.

22. **Accounting standards:** The prevailing accounting policies and procedures in line with the West African Francophone countries accounting standards – SYSCOHADA - currently in use in Benin on-going Bank-financed operations will apply.

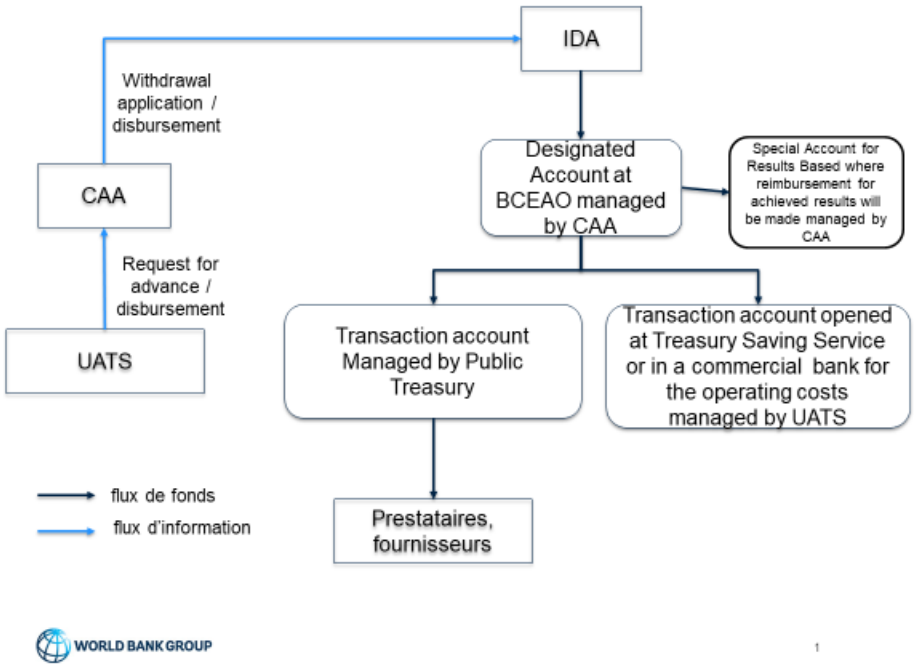
Internal Control and Internal Audit Arrangements

23. **Internal controls**. The manual of procedures used under the Benin Global Partnership for Education Program (P129600) financing will be updated to include additional specific requirements related to the new project with specific sections on anti-corruption aspects and the existing internal control arrangements will be applied.

24. **Internal audit**. The Inspection Générale des Finances (IGF) should adequately conduct the internal audits of the project. However, IGF need to include the project within its work plan to ensure that the internal audits are done semi-annually using a risk-based approach. These semi-annual internal audit reports need to be submitted to the Bank within 45 days after the end of the semi-annual period. These audits should cover operations expenditure including per diems, travel advance, workshop costs and other soft expenditures, to ensure they are used in an economical manner and for the purposes intended.

25. **Governance and Anti-corruption arrangements**. To enhance transparency and accountability, the UATS will have to deal with fraud and anti–corruption in accordance with the World Bank Anti-Corruption Guidelines referred to in the Financing Agreement will apply.

Funds Flow Arrangements



Disbursement Arrangements

26. The table below summarizes the project's disbursement arrangements.

Table 1.2 Disbursement Arrangements

Disbursement Categories	**Amount of Grant (US$, millions)**	**Percentage of Expenditure to be Financed**	**Disbursement Cycle**	**Disbursement Condition**
(1) Eligible Expenditure Program (EEP)	5.82	100	Reimbursement of eligible expenditure based on certification of DLIs achieved and expenditure reported in bi-yearly EEP	Achievement of DLI targets
(2) Goods, Non-Consulting Services, Consultants' Services, Incremental	13.08	100	Advance to Designated Accounts	None

Disbursement Categories	Amount of Grant (US$, millions)	Percentage of Expenditure to be Financed	Disbursement Cycle	Disbursement Condition
Operating Costs, Training and Workshops				
(3) Supervision grant	0.5	100	Direct disbursement to the world Bank	None
(4) Competitive grants		—	Advance to DA	
TOTAL	19.4	—		

27. For Category 2 (Sub-Components 1.1, 1.3 2, 3.2 and 3.3), one Designated Account will be established at the Central Bank (BCEAO). World Bank financing for these components will be 100 percent for goods, non-consulting services, consultants' services, incremental operating cost, training, and workshops. Disbursement under these components would be transaction based. Payments at central level for significant amounts will be made directly from this account whereas payments at decentralized levels will be pre-financed by the Public Treasury with a monthly reconciliation and reimbursement on the Program Designated account. However, the transactions account opened at Treasury Saving Service or in a reputable commercial bank will be managed by UATS for financing specified operating costs.

28. The Designated account will be funded, based on a realistic cash forecast derived from the approved annual work plan. Disbursements from the Bank will be based on bi-annual Interim Unaudited Financial Report (IFRs). IFRs will be supplemented by (i) Bank reconciliation statements of the designated account; (ii) cash-flow forecast for the following two semesters; (iii) the list of payments against contracts that are subject to Bank prior review, and (iv) a list of payments against contracts that are not subject to prior review.

29. In addition to making advances to the Designated Account, other disbursement methods (reimbursement, direct payments, and special commitment) will be available for use. Further instructions on the withdrawal of proceeds will be outlined in the Disbursement Letter.

30. The disbursements for component 2 and sub-Components 1.2, and 3.1 will be made against achievement of DLIs targets. A certain amount of grant proceeds has been allocated to each DLI, referred to as the DLI price, which is the amount that the UATS can claim as disbursements against EEPs if that DLI has been achieved and verified. These EEPs are a part of the Program’s recurrent expenses of the eligible activities, clearly identifiable in the Program’s financial statements, and shall primarily comprise Program’s staff salaries or other operational costs of the program. The price for each DLI has been agreed.

31. This mode of disbursement will mainly involve reimbursement of certified EEPs supported with achieved DLIs' and other relevant documentation. The disbursements will be made against identified EEPs, and the triggers will be the actuals values of predefined DLIs. Decisions over compliance and disbursement against indicators will be made based on annual reports prepared by the UATS and submitted to the Independent Verification Agent with necessary documentation assuring that they have been satisfied. The World Bank will receive the EEP spending and DLI assessment report by the end of March following each implementing year and will finally advise on the amount to be reimbursed to the Program which should not exceed the actual value of the EEPs that generate the results or DLI levels to be paid. Disbursements against EEPs and DLIs will flow to a special account to be opened at the Central Bank (BCEAO).

32. Carryforward of amounts not disbursed. If the World Bank has received only partial evidence of compliance under the DLIs and/or the recipient has not presented enough eligible expenditures under the EEPs to disburse the full planned disbursement amounts, only part of the full planned amount will be disbursed. The World Bank may, at its discretion, authorize that the unwithdrawn portion of the financing resulting from this lack of evidence be carried forward to the subsequent withdrawals, provided that this occurs, the amount to be disbursed by the World Bank, in the aggregate under all subsequent withdrawals, shall not exceed 100 percent of the sum of the total amounts of EEPs incurred at that time.

33. Distribution of carried forward disbursements. The amounts carried forward for subsequent withdrawals because of the nonachievement of DLIs may be disbursed only if at the time of the subsequent withdrawal, (a) the applicable DLIs have subsequently been achieved and (b) the recipient has submitted documentation of eligible expenditures in the amount at least equal to the withdrawal amount requested. The amounts carried forward due to lack of documentation of eligible expenditures in the amount at least equal to the amount requested for withdrawal may be disbursed at the time of the subsequent withdrawal only if such amount of eligible expenditures is then submitted.

34. Final disbursement. If any amount allocated to Component 2 remains to be withdrawn from the loan balance due to partial evidence of compliance with the DLIs and/or lack of documentation of eligible expenditures, the Association may, at its discretion, authorize this remaining amount to be disbursed as an exceptional disbursement, before the closing date, in accordance with the DLI formula, and provided the recipient has submitted documentation of eligible expenditures in the amount at least equal to the withdrawal amount requested.

35. A total of 3 DLIs will be financed from the US$5.8 million allocated to EEPs. The tentative disbursement schedule is set out in the table below.

Table 1.3 Disbursement Linked Indicators, Disbursement Arrangements and Verification Protocols

Results	DLIs and Target[26]	Amount Allocated (US$)	Amount in SDR	Indicative timeline for DLI achievement-planned disbursements			
				Year 1 (2019	Year 2 (2020)	Year 3 (2021)	Year 4 (2022)
Efficiency	DLI 1.: Increase in the national average of promotion rate in public primary schools.	2,500,000		563,000	1,057,000	880,000	0
		2,500,000		563,000	1,057,000	880,000	0
Learning outcomes	DLI 2: Improve teaching and system for learning assessment at the primary level is operational	2,000,000		400,000	400,000	1,000,000	200,000
Equity	DLI 3: Reduce the difference between the highest pupil teacher ratio by district and national average	1,320,000		417,000	401,000	502,000	0
		1,320,000		417,000	401,000	502,000	0
	Total Financing Allocated	5,820,000		1,780,000	1,458,000	2,382,000	200,000

Financial Reporting Arrangements

[26] Targets will be met by December 31st of each year.

36. The UATS with the support of MEMP's DAF will prepare semi-annual un-audited IFRs in form and content satisfactory to the World Bank, which will be submitted to the World Bank within 45 days after the end of the reporting period. These can combine both report based and results-based disbursements as long as disclosures related to the EEPs and verified DLRs are included.

    The formats and contents of the IFR will be agreed during the negotiation and will include the following information:

    - Statement of Sources and Uses of Funds;
    - Statement of Uses of Funds by Project Activity/Component.
    - Designated Account Activity Statement;
    - Bank statements for both the Designated and Project Account and related bank reconciliation statements;
    - Summary statement of Designated Account expenditures for contracts subject to prior review; and
    - Summary statement of Designated Account expenditures not subject to prior review.
    - Statement of Reimbursable EEPs;
    - DLIs reconciliation Form
    - List of DLIs achieved and verified
    - Statement of Disbursement Linked Results.

External Audit Arrangements

37. Annual financial audit and DLI verification. An external independent and qualified private sector auditor will be recruited to carry out the audit of the project's financial statements. The auditor will express an opinion on the Annual Financial Statements and perform the audit in compliance with International Standards on Auditing. The auditor will be required to prepare a Management Letter detailing observations and comments, providing recommendations for improvements in the accounting system and the internal control environment. The audit report on the annual project financial statements and activities of the DA will be submitted to IDA within six months after the end of each project fiscal year.

38. An Independent Verification Agent will be responsible for the verification of the annual EEP Spending and Results Reports. The agent will issue an annual opinion on the accuracy and fair view of the information presented by the UATS on the EEP and DLI. This certificate should be sent to the World Bank by the end of March following each implementing year. The Program's external audit reports together with Management Letters should be submitted to the World Bank within six months after the end of each fiscal year, which is December 31.

    Table 1.4 Financial Management Action Plan

Issue	Remedial Action Recommended	Responsible Entity	Completion	Effectiveness Conditions
Staffing	Recruit an FM team comprising (a) a qualified and experienced financial expert and (b) a qualified and experienced accountant.	MEMP/UATS	Three months after effectiveness	N
Information system accounting software	Set up a 'multi-project' computerized accounting system to fit project needs and generate useful information and financial statements.	MEMP/UATS	Three months after effectiveness	N
Financial reporting: Interim Financial Report (IFR)	Format, content, and frequency of the IFR were discussed during project negotiation.	MEMP/UATS	During the negotiation	N
Administrative, Accounting, and Financial Manual of Procedures	Update the Project Implementation used under the Benin Global Partnership for Education Program (P129600) financing to include additional specific requirements related to the new project with specific sections on anti-corruption aspects.	MEMP/UATS	By the effectiveness	Y
Internal audit	Conclude an agreement with the General Inspectorate of Finance to include the project in its annual work program and carry out semi-annual internal auditing Submit semi-annual internal audit reports to the Bank within 45 days after the end of the audit period.	MEMP/UATS	Six months after effectiveness	
External financial auditing and DLIs verification	Appoint an external auditor acceptable to IDA and an Independent Verification Agent on DLI mechanism.	MEMP/UATS	Six months after effectiveness	N

39. **Financial covenants.** Financial covenants are the standard ones as stated in the Financing Agreement Schedule 2, Section II (B) on FM, Financial Reports and Audits and Section 4.09 of the General Conditions.

40. **Implementation Support Plan.** FM implementation support missions will be carried out twice a year for all the implementing entities based on their Substantial FM residual risk rating. Implementation Support will also include desk reviews such as the review of the IFRs and audit reports. In-depth reviews and forensic reviews may be done were deemed necessary. The FM implementation support will be an integrated part of the project's implementation reviews.

41. **Conclusion.** The conclusion of the assessment is that the FM arrangements in place meet the World Bank's (IDA's) minimum FM requirements under Bank Policy and Directive for Investment Project Financing operations, and subject to the implementation the FM action plan above, are therefore adequate to provide, with reasonable assurance, accurate and timely information on the status of the project required by World Bank. The overall FM risk is Substantial and will be mitigated through the actions described above.

III- Procurement arrangements

42. The Borrowers will carry out procurement under the proposed project in accordance with the World Bank's "Procurement Regulations for IPF Borrowers" (Procurement Regulations) dated July 2016, and revised in November 2017 under the "New Procurement Framework (NPF), and the "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants", dated July 1, 2016, and other provisions stipulated in the Financing Agreements.

43. All procuring entities as well as bidders, and service providers, i.e. suppliers, contractors and consultants shall observe the highest standard of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.

44. The Borrowers shall prepare and submit to the Bank a General Procurement Notice (GPN) and the Bank will arrange for publication of GPN in United Nations Development Business (UNDB) online and on the Bank's external website. The Borrowers may also publish it in at least one national newspaper.

45. The Borrowers shall publish the Specific Procurement Notices (SPN) for all goods, works, non-consulting services, and the Requests for Expressions of Interest (REOIs) on their free-access websites, if available, and in at least one newspaper of national circulation in the Borrower's country, and in the official gazette. For open international procurement selection of consultants using an international shortlist, the Borrower shall also publish the SPN in UNDB online and, if possible, in an international newspaper of wide circulation; and the Bank arranges for the simultaneous publication of the SPN on its external website.

46. The project design will provide a window to enable the Borrower to carry out Advance Contracting and Retroactive Financing in accordance with Section V (5.1 & 5.2) of the Procurement Regulations for IPF Borrowers. The retroactive financing will be allowed up to 20% of the credit covering the expenditures incurred by the project, not more than 12 months before the date of the signing of the Financing Agreements.

Institutional Arrangements for Procurement:

47. Activities implementation will be carried out by the Technical Support and Monitoring Unit (Unité d'Appui Technique et de Suivi - UATS in French) under the Ministry of pre and primary school (Ministère des Enseignements Maternel et Primaire - MEMP) who will use World Bank standard bidding documents for open International approach. For the remaining procurement using open national approach, the National SBD as agreed with the WB will be used or, if not available, shall be developed and agreed with the WB.

48. The MEMP should establish a Procurement Commission that will be chaired by the nominated Person in charge of Procurement. The Person in charge of Procurement will also designate his Secretary who will serve as a secretary to the Commission. The documents (BD, RfP, BER) conjointly elaborated by the Procurement Commission and the UATS will be submitted for decisions of the procurement control commission of the MEMP or to the decisions of the National Procurement Control Directorate (Direction Nationale de Contrôle des Marchés Publics under the Ministry of Finance depending of the competency of the procurement control threshold. The person in charge of procurement, the procurement commission and the procurement control commission will be established in accordance with articles 10 to 17 of the new procurement code No 2017-04 dated of October 19, 2017.

49. *Project Procurement Strategy for Development*: As part of the preparation of the project, The Borrower (with assistance from the WB) prepared the Project Procurement Strategy for Development (PPSD) which describe how procurement activities will support project operations for the achievement of project development objectives and deliver Value for Money (VfM). The procurement strategy is linked to the project implementation strategy ensuring proper sequencing of the activities. It considers institutional arrangements for procurement; roles and responsibilities; thresholds, procurement methods, and prior review, and the requirements for carrying out procurement. It also includes a detailed assessment and description of state government capacity for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework. Other issues considered includes the behaviors, trends and capabilities of the market (i.e. Market Analysis) to respond to the procurement plan.

50. The recruitment of civil servants as individual consultants or as part of the team of consulting firms will abide by the provisions of paragraph 3.23 (d) of the Procurement Regulations.

51. *Procurement Plan*: The Borrowers and his Implementing Agency prepared detailed 18-month procurement plans which will be agreed by the Government and the Bank during the loan negotiations. The Procurement Plan will be updated in agreement with the Bank Team annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

52. The scope of procurement is described in the Project Procurement Strategy for Development and the Procurement Plan agreed by the Bank and summarized below.

53. The procurement activities that are critical for the success of this operation will consist of Printing initial reading booklets for school children, Printing educational kits for primary teachers; consulting services.

54. Training, Workshops, Study Tours, and Conferences: Workshops, Seminars and Conferences. Training activities would comprise workshops and training, based on individual needs, as well as group

requirements, on-the-job training, and hiring consultants for developing training materials and conducting training. Selection of consultants for training services follows the requirements for selection of consultants above. All training and workshop activities (other than consulting services) would be carried out on the basis of approved Annual Work Plans / Training Plans that would identify the general framework of training activities for the year, including: (i) the type of training or workshop; (ii) the personnel to be trained; (iii) the institutions which would conduct the training and reason for selection of this particular institution; (iv) the justification for the training, how it would lead to effective performance and implementation of the project and or sector; (v) the duration of the proposed training; and (vi) the cost estimate of the training. Report by the trainee(s), including completion certificate/diploma upon completion of training, shall be provided to the Project Coordinator and will be kept as parts of the records, and will be shared with the Bank if required.

55. A detailed training and workshops' plan giving nature of training/workshop, number of trainees/participants, duration, staff months, timing and estimated cost will be submitted to IDA for review and approval prior to initiating the process. The selection methods will derive from the activity requirement, schedule and circumstance. After the training, the beneficiaries will be requested to submit a brief report indicating what skill have been acquired and how these skills will contribute to enhance their performance and contribute to the attainment of the project objective.

56. Operational Costs: Operational costs financed by the Project would be incremental expenses, including office supplies, vehicles operation and maintenance cost, maintenance of equipment, communication costs, rental expenses, utilities expenses, consumables, transport and accommodation, per diem, supervision costs, and salaries of locally contracted support staff. Such services' needs will be procured using the procurement procedures specified in the Project Implementation Manual (PIM) accepted and approved by the Bank.

57. Procurement Manual: Procurement arrangements, roles and responsibilities, methods and requirements for carrying out procurement shall be elaborated in detail in the Procurement Manual which may be a section of the PIM. The PIM shall be prepared by the Borrowers and agreed with the Bank not later than within three months.

58. Procurement methods: The Borrowers will use the procurement methods and market approach in accordance with the Procurement Regulations.

59. Open National Market Approach is a competitive bidding procedure normally used for public procurement in the country of the Borrower and may be used to procure goods, works, or non-consultant services provided it meets the requirements of paragraphs 5.3 to 5.6 of the Procurement Regulations.

60. The thresholds for particular market approaches and procurement methods are indicated in the below table. The thresholds for the Bank's prior review requirements are also provided in the table below:

Table 1.5 Thresholds for Procurement Methods, and Prior Review

Note: The thresholds are for all countries unless indicated otherwise for specific items.

No	Expenditure Category	Contract (C) Value Threshold* [eq. USD]	Procurement Method	Contracts Subject to Prior Review / [eq. US$]
1	Works	C ≥ 10,000,000	Open Competition International Market Approach and Direct Contracting	≥ 10,000,000
		200,000 < C < 10,000,000	Open Competition National Market Approach	None .
		C ≤ 200,000	RfQ	None
2	Goods, IT and non-consulting services	C ≥ 1,000,000	Open Competition International Market Approach and Direct Contracting	≥ 2,000,000
		100,000 < C < 1,000,000	Open Competition National Market Approach	None
		C ≤ 100,000	RfQ	None
3	National shortlist for selection of consultant firms	C < 100,000	for Consulting Services	None
		C ≤ 300,000	for Engineering and Construction Supervision	None
4	International shortlist for selection of consultant firms	C ≥ 100,000	for Consulting Services	≥ 1,000,000
		C > 300,000	for Engineering and Construction Supervision	≥ 1,000,000
5	Selection of Individual consultants	All Values	All Approaches	≥ 300,000
6	Direct contracting	All Values		As agreed in the Procurement Plan
7	Training, Workshops, Study Tours	All Values	Based on approved Annual Work Plan & Budgets (AWPB)	Annual Work Plan & Budgets (AWPB)

Note: The thresholds in the above Table are for the purposes of the initial procurement plan for the first 18 months. The thresholds will be revised periodically based on re-assessment of risks. All contracts not subject to prior review will be post-reviewed.

61. Procurement Risk Rating: The project procurement risk prior to the mitigation measures is "Substantial". The risk can be reduced to a residual rating of "Moderate" upon consideration of successful implementation of the mitigation measures.

The risks and mitigation measures are provided in the table below.

Table 1.6 Procurement Risk Assessment and Mitigation Action Plan

Procurement Risk	Mitigation measure	Responsibility and Deadline	Risk level Initial/residual
Benin			Substantial/Moderate
UATS/MEMP			
Lack of capacity (non-compliance with procedures)	Recruit a procurement specialist Update the existing manual in order to introduce procurement arrangements planned for this project	UATS Within 3 Months after signing of the Grant Agreement	
Non-designation of the person in charge of procurement and non-establishment of the procurement commission and the procurement control commission	Nominate the person in charge of procurement and establish the procurement commission and the procurement control commission with accordance articles 10 to 17 of the new procurement code No 2017-04 dated of October 19, 2017	MEMP Within 3 Months after signing of the Grant Agreement	
Weak capacity of the procurement specialist, the procurement commission, the procurement control commission, the National procurement control directorate in NPF procedures	Capacity building will be provided by the Bank on NPF procurement.	UATS and WB During project implementation	
Insufficient capacity in preparing technical specifications and TOR	Obtain short term TA for drafting of technical specifications when required	UATS During project implementation	

IV- Monitoring and Evaluation arrangements

62. The guiding principle. The guiding principle of the project M&E and review processes is to strengthen and use the established systems of the Government. The agreed M&E indicators with the Local Education Group (LEG) include some of the indicators of the PSE and project-specific indicators.

63. Results framework: A framework for results and evaluation has been developed and agreed with the Government through the Local Education Group (LEG). The outcome framework defines the baseline, indicators and targets to assess progress in the project implementation. It also defines disbursement indicators, sources, data collection officers and data verification procedures. The achievement of the PDO indicators will be measured with five outcomes indicators consisting of three indicators on systematic improvements in learning and teaching and two indicators capturing the PDO level results on equity. The selection of the PDO indicators allows for a succinct impact and combined assessment of the impact of the project. In addition, 12 intermediate indicators measure outputs of each component. It should be noted that although not included in the results framework, the Primary Completion Rate (PCR) will be monitored by the MEMP to assess progress made towards achievement of the Sustainable Development Goals (SDGs).

64. Implementation arrangements for results monitoring rely upon the MEMP: The Monitoring and Evaluation Unit (MEU) in the MEMP will take the lead on M&E activities for the GPE project supported by the M&E specialist in the UATS. The MEU of the MEMP will closely work with other MEUs involved in the project and the STP, which is responsible for the monitoring of PSE indicators. Some of the project indicators will be provided by the DPPs as part of the EMIS work. All data pertaining to results indicators to be provided by the DPPs are currently collected on an annual basis. The core technical departments carrying out activities under the project will provide inputs to the MEUs. Procedures and tools will be detailed in the implementation manual for indicators to be provided by these core departments; with the exception of indicators that will be informed after surveys financed by the project

65. Specific analytical work. Some indicators from the results framework will be fed by annual surveys that will be carryout during the project. Surveys regarding learning achievements and teachers' performance after classroom observations will be carried out under the direct supervision of INFRE, which will be assisted by experts or an independent firm.

66. Specific arrangements for the monitoring of the results-based system (DLIs) for some activities under components 2 and 3. Since disbursement would require unequivocal evidence of compliance with the DLIs to be presented by the MoE, the Government would be expected to provide the requisite information to evaluate achievement in a timely and comprehensive manner. Verification of achievement of DLIs will be undertaken in ways that are both credible and sustainable by using to the fullest extent possible, existing government systems for oversight and monitoring, paired with an independent or third-party agent if necessary. The verification protocols vary according to the nature of the DLI, including the review of administrative documents and data, and spot checks to schools or other MoE entities, as described in the verification protocols in Annex 3.

67. Measures to ensure the statistical yearbook delivery on time. To reduce delays in the publication of the statistical yearbook, the program will finance capacity-building in the Ministries for Data Collection and

Analysis by recruiting 25 short term consultants (two for each of the 12 regions and one for the central level) for 5 months a year.

68. Reports. A progress report will be prepared twice a year on the status of project implementation and outcomes as well as updated data on performance indicators. The UATS will ensure that reports are produced on time and forwarded to the PSC for discussion and approval before being communicated to the Bank and partners. In addition, the UATS will be responsible for the interim financial report of the program.

69. For the Bank, the M&E system is designed based on the outcome and output indicators defined in the results framework. The progress in meeting the monitoring indicators will be reviewed by the Bank's semi-annual supervision missions. In addition, a mid-term review will be conducted, approximately 2 years after the project effectiveness, to assess overall progress in project implementation, update the results monitoring framework, review allocation across components, re-assess the risks and propose corrective measures for the achievement of development objectives.

70. Annual joint sector review. As part of the overall education program, the Government will organize joint reviews once a year to assess the progress of the GPE project as well as the education program as a whole. The Joint Annual Review will be held in April/May. The review will be organized by the STP, involving all stakeholders, including donor partners and NGOs active in the education sector; teachers unions, parents associations and communities. Reviews will end up with recommendations and steps to be taken to address observed weaknesses. Prior to the joint review, the World Bank first supervision mission will be organized, and the planning of this mission will be done to enable members to participate to the annual joint review.

V- Implementation Support Plan

Strategy and Approach for Implementation Support

71. The strategy to support the ministries involved in the project implementation is organized around four main axes: (i) fiduciary oversight throughout the implementation of the project; (ii) joint review of project implementation; (iii) dialogue with the Government; and (iv) technical assistance.

72. The fiduciary oversight will enable the bank to fulfill its fiduciary obligations and verify the project's compliance with the Bank's fiduciary requirements, including FM and procurement arrangements and outcomes.

73. Financial management. The project will be supervised according to a risk-based approach. Supervision will focus on the status of an FM system to verify whether the system continues to operate well and provide support where needed. It will comprise among other things, the review of audit reports and IFRs, advice to task team on all FM issues, review of annual audited financial statements and management letters. Based on the current risk assessment, which is Substantial, there will be two on-site visits per year during the implementation and a review of transactions will be performed on these occasions. Based on the

outcome of the FM risk assessment, the below implementation support plan is proposed. The objective of the implementation support plan is to ensure the project maintains a satisfactory FM system throughout the project's life.

FM Activity	Frequency
Desk reviews	
Interim financial reports review.	Bi-annually
Audit report review of the program.	Annually
Review of other relevant information such as interim internal control systems reports.	Continuous as they become available
On site visits	
Review of overall operation of the FM system.	Twice yearly
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit and other reports.	As needed
Transaction reviews (if needed).	As needed
Capacity building support	
FM training sessions	During implementation and as needed.

74. Procurement. The UATS and ministries' procurement capacity needs reinforcement. At the closing of the previous GPE project, the UATS worked without the procurement specialist, who had been recruited into the civil service by the Government. To address risk areas it will be necessary to recruit a procurement specialist and an external procurement auditor. The overall project procurement risk has been rated Substantial. The following measures were agreed to mitigate the remaining risks plan.

Activity	Frequency
On site visits	
Review of overall procurement operations.	Twice yearly (Implementation Support Mission)
Monitoring of actions taken on issues highlighted in audit reports.	As needed

Transaction reviews .	As needed
Capacity building support	
Training workshops to explain/train/raise awareness of implementing entities.	By first quarter of project implementation and as needed during implementation.

75. Regular joint reviews carried out semi-annually by the Bank and the Government will review the progress and achievement of agreed targets and results, as indicated in the project's results framework. The reviews will also allow for the feedback of project beneficiaries and other stakeholders on the implementation, results and need for any potential adjustments. During each review, the necessity for and type of additional implementation support will be identified.

76. Continuing dialogue with the government will facilitate early identification of problems and obstacles that could potentially delay implementation and enable timely provision of technical advice and support to remove such obstacles. This will contribute to a "just-in-time" identification of issues without the need to raise these during formal reviews.

77. Technical assistance will be provided, especially during the first year, by key specialists to ensure a punctual implementation process.

Implementation Support Plan and Resource Requirements

78. Based on the project's nature, scope and existing implementation capacity, the operation will benefit from: (i) day-to-day implementation support; (ii) semi-annual support missions, and (iii) technical support missions. A continued effective partnership with the LEG will be sought at every opportunity. The implementation support plan will be reviewed once a year and adapted to ensure that it meets the implementation support needs.

79. Day-to-day implementation support with a global perspective: The Banks's task team will provide close support and regular monitoring of project progress. This support will extend from technical to fiduciary aspects. Throughout implementation, monthly meetings will be organized with the UATS and the technical directorates to monitor project progress. Main issues, agreements, and action plans of the meetings will be recorded in "minutes" which will be used for discussion and monitoring in the subsequent meetings. Table 5.1 lists the skills mix required for staff.

80. Semi-annual implementation support mission (ISM). Twice a year ISM will be held with the government and donors to assess project progress. The main objectives of bi-annual ISMs will be to: (i) conduct strategic policy dialogue on major sector matters, including examining progress of the PSE; (ii) review progress of the activities and follow up on implementation bottlenecks to keep implementation on track and ensure performance of expected results; and (iii) examine the project indicators. Financial and

procurement reviews will be part of the ISM, in order to maintain a coherent approach in assessing project progress. The bi-annual ISMs will include field visits in order to collect first-hand, qualitative information on project implementation status, progress and performance. Findings and recommendations from the ISM will be documented in *Aide Memoires* and shared with the MoEs and other DPs.

81. Technical support missions will be carried out in specific areas where external expertise is needed to provide assistance with innovation of the education sector in Benin and build technical knowledge of the national counterparts. Specific areas of focus include: development of teaching and learning materials; classroom observation and linkage with in-service teacher training as well as remedial activities; and students' learning assessment.

82. Tables 1.7 and 1.8 below describe the implementation support plan and skills mix required

Table 1.7: Implementation Support Plan

Time	Focus	Skills Needed	Resource Estimate Staff week (SW)
Year 1	External audits	Auditors	8 SW
	EMIS	IT Specialist	4 SW
	Curriculum reform, including development of teaching and learning materials	Curriculum Specialist	8 SW
	Preparation of teacher training modules	Teacher Training Specialist	4 SW
	Monitoring and evaluation	Monitoring and Evaluation Specialist	2 SW
	Student learning assessment	Learning Assessment Specialist	4 SW
	Monitor performance of procurement	Procurement	4 SW
	Monitor performance of financial management	Financial management	4 SW
Years 2 - 3	External audits	Auditors	16 SW
	Curriculum reform, including development of teaching and learning materials	Curriculum Specialist	6 SW
	Preparation of teacher training modules	Teacher Training Specialist	4 SW

Time	Focus	Skills Needed	Resource Estimate Staff week (SW)
	Monitoring and evaluation	Monitoring and Evaluation Specialist	2 SW
	Student learning assessment	Learning Assessment Specialist	8 SW
	Monitor performance of procurement	Procurement	6 SW
	Monitor performance of financial management	Financial management	6 SW

Table 1.8: Skills Mix Required

Skills Needed	Number of Weeks	Number of Trips	Comments
Task Team Leader/Education Economist	18 SW annually	n/a	Country Office-based
Education Specialist	36 SW annually	n/a	Country Office-based
Procurement Specialist	8 SW annually	n/a	Country Office-based
Financial Management Specialist	2 SW annually	n/a	Country Office-based
Monitoring and Evaluation Specialist	2 SW annually	1 trip annually	TBD
Curriculum Specialist	6 SW annually	2 trips annually	Consultant
Teacher Training Specialist	2 staff weeks annually	1 trip annually	Consultant

ANNEX 2: Detailed project description

COUNTRY: Benin
Benin Global Partnership for Education Project Phase 3

Component 1: Improving the quality of basic education (US$ 12.0 million)

1. This component aims to improve: (i) the curricula to enhance the quality of basic education; (ii) teachers' content knowledge and teaching practices in primary and lower secondary schools; and, (iii) the system of initial teacher training in teacher education institutions (ENI and ENS).

Sub-component 1.1 Improving the curricula for a better quality of education (US$5.1 million)

2. The objective of this sub-component is to improve Primary and LSE level curricula in order to enhance students' learning.

3. This sub-component 1.1 will fund:

- ***For Primary Education:*** (i) reviewing and revising French (Early Grade Reading and immersion) and Mathematics curricula for CI and CP, and supplement teacher guides with lesson plans and student booklets and other materials for CI and CP with the assistance of international technical experts; (ii) printing and distributing Early Grade Reading booklets for CI and CP, 10 posters and supplement teacher guides with lesson plans for CI and CP; and (iii) monitoring the implementation of teaching-learning materials in a classroom setting.

- ***For Lower Secondary Education***: (i) reviewing the French, Mathematics, Physics, and English curricula for developing teacher guides for each of these subjects for all Grades ; (ii) printing, and distributing the curricula and the guides including their electronic form (flash drives, online) for all Grades; and (iv) monitoring the implementation of the revised curricula through teaching and learning materials in classroom situations.

4. In addition to analysis of the curriculum mentioned in the sectoral and institutional context, further analysis shows that Early Grade Reading, including the "immersion" period[27] (oral language development for French), is not taught in French following the most recent contributions of cognitive sciences, in order to help students to show tangible progress in oral French, and reading competencies (decoding / encoding, automaticity, fluidity and comprehension).

5. The government of Benin has decided to continue using French as language of instruction despite research evidence has shown that Early Grade Reading instruction in children's mother tongue is more effective than teaching in a language that children do not speak and understand (Fafunwa et al., 1989; Heugh et al., 2006; Thomas & Collier, 2002; Yohannes, 2009). In addition, when children acquire skills such as reading comprehension strategies (Royer & Carlo, 1991), phonemic awareness and word

[27] "Immersion period" has a duration of around 3 months of grade 1 and allows children whose mother tongue is not French to be introduced in the French language (oral language development).

reading skills (August & Shanahan, 2006) in one language, then those skills are transferred in other languages. The above findings are particularly salient for a multi-lingual context as is the case in Sub-Saharan Africa. Based on research findings on early grade reading, many countries in the Sub-Saharan region have started introducing mother tongue in schools especially as language for instruction for early grade reading instruction. By 2018, promising results start to emerge in countries with focus on Early Grade Reading, such as Senegal, Kenya, Liberia, DR of Congo. Programs have rigorous baselines and ex-post assessments – impact evaluations published. The results on Early Grade Reading Assessments using mother tongue seem promising, if appropriate instruction methodology is used based on phonics, (National Panel for Early Grade Reading, 2000, 2008 USA).

6. To improve students' foundational learning (reading-writing and numeracy) in early grades, it is necessary to review the CI and CP curricula for Early Grade Reading/writing and oral French, and for numeracy.

7. Revision of the Early Grade Reading Program, based on systematic phonics instruction, (National Panel for Reading, 2000; 2007, USA) will comprise:

   a) The revision of the immersion period at the beginning of CI to better support accelerated oral language development (French language) by: (i) setting the expected learning outcomes to be reached by the majority of students (minimum vocabulary in French, expressive language, responsive language) and revising the content of the program for the immersion period; (ii) developing lesson plans (as a complement to the existing teaching guide); and (iii) developing and revising appropriate teaching and learning materials (posters, storybooks to be read aloud by teachers);

   b) The revision of phonics instruction, focusing on (i) the definition of expected learning outcomes on Early Grade Reading, to be reached by the majority of students at the end of CI and CP and the annual programs in CI and CP; (ii) developing well-structured, explicit and systematic lesson plans and other appropriate teaching and learning materials (reading booklet for each student to practice Early Grade Reading, posters etc.). The Early Grade Reading, teaching and learning materials will be well-structured, explicit, following a systematic progression of learning throughout the school year. Reading booklets (with decoding texts) will be available for each student in CI in order to maximize the time that students will practice reading, both in the classroom and at home.

8. Revision of the Mathematics instruction program in CI and CP will comprise: (i) revising the curricula including expected learning outcomes; (ii) developing supplemental materials to the teacher guide with well-structured and explicit lesson plans following a clear progression throughout the school year; and (iii) developing and revising the Mathematics workbook for CI and CP.

9. A core technical team will be established by the MEMP that will include national experts, experts from NGOs or agencies who have experience in developing early grade learning programs and teaching and learning materials. The technical team will receive local and international technical assistance.

10. Implementation of the revised curricula, including CI and CP teaching-learning materials, will be sequenced over time as shown in Table 1 below:

Table 1: Planning of curriculum reform activities for grades 1 and 2

School years			
Sept 2019- August 2020	**Sept 2020- August 21**	**Sept 2021-August 22**	**Sept 2022- August 23**
Review of Mathematics and reading curriculum for CI and CP..	Distribution in early September of (i) learning materials (posters); (ii) CI teaching guides (in reading and Mathematics); and (iii) CI reading booklets.	Distribution of (i) CP teaching guides (in reading and Mathematics); and (iii) CI and CP reading booklets.	Distribution of CI and CP reading booklets.
Development of teaching guides (lessons plan) and learning materials (posters+ story books) for CI, including early reading and Mathematics.	Development of teaching guides (lessons plans) and learning materials for CP, including early reading and Mathematics.		
Preparation of reading booklet for CI.	Preparation of reading booklet for CP.		
Revision of Mathematics textbook for CI.	Revision of Mathematics textbook for CP.		
Printing of CI teaching guide (qty: 23,000), learning materials (qty: 8,000) and reading booklet (qty 550,000).	Printing of CP teaching guides (qty 23,000) and CI and CP reading booklets (qty: 560,000+480,000).	Printing of CI and CP reading booklets (qty: 570,000+4900,00).	

11. Early grade reading decodable textbooks for both CI and CP will be distributed to every student in both public and private schools, at a ratio 1:1. Mathematics workbooks will be distributed by the Government at the same ratio.

12. Teacher Guides (Lesson Plans) on both Early Grade Reading Instruction and Mathematics will be distributed to all CI and CP teachers, 2 guides (1 reading and 1 math) per teacher in public and private schools.

13. Due to the limited resources, the kit of ten (10) posters + 1 set of booklets with stories to read aloud by a teacher for the development of oral French in CI will be provided only to public schools, in a ratio 1 set per CI class.

14. The development and reproduction of all teaching and learning materials will be accompanied by the training and coaching of teachers and school directors at the school and Pedagogical Units (*Unites Pédagogiques - UP*) levels (see sub component 1.2).

15. In addition to the summative (standardized) evaluations to be carried out by the regional Directorates of pre-school and Primary Education, an external assessment of students' learning outcomes will be carried out during the third year of implementation of the project, to assess the progress made and, if necessary, make adjustments of the key elements of the Early Grade Reading Instruction program and Early Grade Mathematics Instruction Program, including approach, materials and teacher training and support (see component 3).

16. ***Lower Secondary Education***. Competency-based curricula have been implemented for the past 10 years and more are being evaluated in view of poor learning outcomes. The findings show the urgency of revising the existing French, Mathematics, Physics, and English curricula[28], aiming at a reduction of the scope and better focus on the fundamental knowledge and competencies to be acquired by all students at this level of education. Subject knowledge and competences will be defined by sub-cycle, LSE being broken down into two sub-cycles (sub-cycle 1: 6th and 5th grades and sub-cycle 2: 4th and 3rd grades). Based on the expected knowledge and competencies to be acquired by all students, teaching and learning practices will be spread out over the two grades of each sub-cycle. Specifically, for English, the revision of the curriculum will first focus on oral communication without neglecting the other competencies, such as the ability to respond appropriately in a written message and the ability to produce a simple text of various types and functions. Well-structured and explicit teacher guides with a clear progression along the school year will be developed to support the implementation of the new curricula for French, Mathematics, Physics, and English. Subject teachers will receive the respective curricula and teacher guides, which will also be available in electronic form (flash drives, online). Teacher training and support to implement the revised curricula by using effectively the teacher guides (with lesson plans) is part of sub-component 1.2.

17. The implementation of the lower secondary schools (LSS) curricula will be sequenced over time as shown in the table 2 below:

Table 2: Planning of curriculum reform activities for LSS

Sept 2019- August 2020	**Sept 2020- August 21**	**Sept 2021-August 22**	**Sept 2022- August 23**
Review of French, Mathematics and English curricula for sub-cycle 1: grades 7 and 8.	Distribution in early September of French, Mathematics, physics and English curricula (qty 20,000) and teaching guides (20,000) for sub-cycle 1 to schools.	Distribution in early September of French, Mathematics, physics and English curricula (qty 20,000) and teaching guides (20,000) for sub-cycle 2 to schools.	

[28] Given the limited resources of the project, it has been agreed to focus project interventions on these four core subjects. The Government will research other resources to fund the remaining subjects.

Preparation of teaching guides for sub-cycle 1	Review of French, Mathematics and English curricula for sub-cycle 2: grades 9 and 10		
Printing of new French, Mathematics, Physics, and English curricula (qty 20,000) for sub-cycle 1 along with teaching guides (qty: 20,000) for schools.	Preparation of teaching guides for sub-cycle 2		
	Printing of new French, Mathematics, Physics, and English curricula for sub-cycle 2 along with teaching guides for schools		

18. A technical team, which will be divided into four sub-teams (French, Mathematics, Physics, and English), will be set up by the MESTFP for the review of curricula and teaching guides in the four disciplines. For the first sub-cycle, the new curricula and teacher guides for the four disciplines will be developed and printed for all lower secondary school teachers in the four disciplines in all lower secondary schools before the end of the first year of project implementation. Curricula and teacher guides (lesson plans) for the second sub-cycle will also be developed and printed for all lower secondary school teachers in the four disciplines before the end of the second year of implementation of the project. This will allow each lower secondary school enough copies to meet the needs of each teacher, including the electronic access.

19. Under the project, the MESTFP will establish a monitoring and evaluation system of the implementation of the revised curricula and teacher guides.

Sub-component 1.2: Improving teachers' knowledge on curricula and teaching practices (US $6.4 million)

20. The objective of this sub-component is to prepare, test and implement the changes to be introduced in teacher training aimed at improving teachers' curricula, content knowledge and teaching practice skills in basic education, including time management. It aims to contribute to higher effectiveness of teachers' in-service training and support, at CI and CP, and at LSE, with the aim of improving learning outcomes. The training and support program will cover the entire territory and will be closely monitored and reported through regular evaluations.

21. This sub-component will support:

- ✓ ***For Primary Education***: (i) the design of training modules and tests; (ii) training CI and CP teachers and school directors on Early Grade Reading and Mathematics instruction program; (iii) training school directors on coaching; and (vi) the data collection, consultant services and the dissemination of the evaluation of classroom teaching and learning practices. The overall

implementation and monitoring will be included in the performance contracts of the Head of the Regional School Inspectorates (*Chef de Region Pédagogique*) and the departmental directorates.

- ✓ ***For Lower Secondary Education****:* (i) the design of tested training modules in French; Mathematics, Physics, and English; (ii) training of the discipline leaders on the four modules (curricula subject content, teaching/learning practices and coaching); and (iii) support of school-based coaching.

Teacher training on subject content and teaching and learning

22. **Key principles**. At both, Primary and LSE levels, a three-year training plan will be developed and updated progressively each year for teachers, school directors, pedagogical advisors and inspectors. Trainers will be pedagogical advisors and inspectors, supported by other experienced trainers.

23. The in-service, training plan will be fully embedded into the existing public system of training and will be focused on capacity building to ensure ownership and sustainability.

24. The training plan will include the following steps: (i) identification of the detailed content of each module based heavily on teaching and learning materials developed by the project (sub-component 1.1); (ii) preparation of the modules by the two technical teams for Primary and lower LSE responsible for the curricula revision and the preparation of the teaching and learning materials (sub-component 1.1.), with technical support of local and international expertise; (iii) testing together with teaching and learning materials in a classroom situation to assess their relevance ; (iv) finalization of modules by the technical teams and validation by a wider team; (v) constitution of the national team of trainers based on the two technical teams for the instruction of trainers; (vi) multiplication of training modules; and (vi) training of school directors and teachers .

25. Testing of teaching and learning materials and training modules will consist of two steps: a try-out in the classrooms by the technical teams and an implementation by a sample of teachers, who will be observed to detect successes and challenges.

26. ***At Primary Education level***: In-service training program will cover (i) curricula content knowledge of French Early Grade Reading and Mathematics; (i) how to practically implement the Early Grade Reading Instruction Program in the classroom; (ii) how to use effectively the teaching and learning materials (the supplemental teacher guide with lesson plans and student booklets for reading and other materials) developed in sub-component 1 for Early Grade Reading programs; and (iii) how to implement the Early Grade Mathematics Programs and use of the new Mathematics guides for the CI and CP and student workbooks.

27. In-service training and support for primary school teachers will take place in three ways:
    - coaching at school level: School principals will first be trained on program content and methodology of coaching, especially for the Early Grade Reading Instruction, including the immersion program, who will then train teachers;

- group training at the level of each community, under the supervision of pedagogical advisers (CP) and heads of pedagogical regions (CRP);

- support and training at the level of Pedagogical Units[29] (UP) where teachers from five to six schools meet twice a month under Pedagogical Unit Leaders (RUP and CORUP). For better support to teachers, the PU will be restructured.

28. While these three types of training exist in the system, changes will be introduced to make them more effective.

29. To make coaching at the school level functional and more effective, the role of the school heads as first pedagogical supporters will be revitalized. School heads will receive, in the first year of the project, appropriate training in coaching in order to enable them to support teachers to better implement the Early Grade Reading Instruction and Mathematics Program, expected to improve learning outcomes.

30. Pedagogical advisers (CP) and heads of pedagogical regions (CRP) will be trained on the Early Grade Reading Instruction Program and Early Grade Mathematics Program and be key in implementing the initial in-service training of all teachers on the 2 programs.

31. The Pedagogical Units will be restructured and divided into sub-units, thus becoming more efficient and effective by delivering training sessions responding to teacher needs. Instead having all teachers of a UP meeting to exchange on a specific topic relevant only for some teachers, (for example the teaching of Mathematics in elementary classes), they will meet by sub-cycle to deal with pertinent topics. However, meetings from all sub-cycles will be organized (i) at the beginning and end of the year to launch the UP sessions and at the end for the assessment; and (ii) once a quarter to address general themes, selected for the school year. This restructuring has the advantage of addressing at least 10 specific topics per sub-cycle. An administrative act will be taken by MEMP to make not only effective this restructuring but also compulsory UP sessions for teachers, especially as these sessions are held during teaching hours.

32. In order to ensure the successful implementation of the revised curricula and the teaching and learning materials (sub-component 1), the project will support training for CI and CP teachers and school heads on the Early Grade Mathematics and Reading Instruction Programs, including the immersion period, the development of oral French and the use of a teacher guide with lesson plans and student booklets for Early Grade Reading practice and writing. The directors and trainers of the teacher pre-service institutes (ENI) will also be involved in the training to enable the introduction of the new programs into the pre-service teacher training curricula. The training sessions will be facilitated by the Pedagogical Advisers with the support of inspectors and other resource persons in the pedagogical regions. The number of teachers and school heads to be trained is about 23,000 per year in the first two years (first year for CI and second year for CP) for Early Grade Mathematics and Reading

[29] A pedagogical unit covers an average of five schools in which about 30 teachers gather twice a month under two leaders (RUP and CORUP).

instruction programs. The training will be replicated annually for newly appointed school heads and teachers in CI and CP classes (about 10% of the teachers to be trained, i.e. about 2,300 newly appointed teachers and school heads to be trained over 2 years). Additional training will take place at the Pedagogical Units level over the life of the project and will take into account results of classrooms observation as part of the monitoring of progress made under this component. The schedule of the training activities is as follows:

Table 3: Schedule of training activities for primary school teachers.

School years			
Sept 2019- August 2020	**Sept 2020- August 21**	**Sept 2021-August 22**	**Sept 2022-August 23**
(i) Training of school heads in coaching (ii) Training of Pedagogical Advisers and heads of pedagogical sub-regions (CRP) on early grade reading instruction and math program	Training in early September of CI teachers and head teachers on Early Grade Reading Instruction and Mathematics Program (EGRI&MP)	Training in early September of CP teachers and head teachers on EGRI&MP Training of new CI teachers on EGRI&MP	Training in early September of new CI and CP teachers on EGRI&MP
Coaching at school level by school heads and continued training at the level of Pedagogical Units (UP) level	Coaching at school level by school heads and continued training at UPs level	Coaching at school level by school heads and continued training at UPs level	Coaching at school level by school heads and continued training at UPs level

33. ***At Lower Secondary Level:*** In-service training will focus on teaching guides in French, Mathematics, Physics, and English developed in sub-component 1.

34. In-service training will be provided to support teachers implementing the revised curricula in the classroom, including the use of new teaching guides in French, Mathematics, Physics and English, and the use of formative evaluation.

35. All the training courses will be organized in pedagogical clusters *(bassins pedagogiques)*, led by the Pedagogical Advisers with the support of the Secondary Education Inspectors. In view of the large number of contract teachers, the trainings will target the "school leaders" in these four disciplines, who will be supported to be able to train and support the teachers of their own schools. Subject leaders will also receive specific training in coaching to enable them to better function as coaches within their schools. The training' s planning over the life of the project for the secondary school teachers is as follows:

Table 4: Schedule of training activities for LSE teachers.

Sept 2019- August 2020	**Sept 2020- August 21**	**Sept 2021-August 22**	**Sept 2022- August 23**
	Training in early September of subject leaders in sub-cycle 1 teaching guides (French, Mathematics, Physics, and	Training in early September of subject leaders in sub-cycle 2 teaching guides (French, Mathematics,	

	English)	Physics, and English)	
	Training of subject leaders in coaching	Coaching at the school level by subject leaders	Coaching at the school level by subject leaders

Monitoring and evaluation

36. In order to assess the progress made under this sub-component, in particular at CI and CP, an evaluation of teacher competencies and classroom practices will be carried out by technical expertise during the second and fourth years of the project's implementation. The selected consultancy agency will work closely with INFRE to support and build the capacity and help the design, implementation and analysis of the findings, which will conduct an evaluation under the consultant's supervision in the third year of the project. This evaluation will cover a sample of schools and will include an evaluation of teaching and learning practices implemented, having as reference the lesson plans, the training modules and the time on task.

Subcomponent 1.3: Strengthening Initial Teacher Education (ITE) in teacher education institutions (US$ 0.5 million)

37. This sub-component will support (i) revising the curricula; (ii) capacity-building of trainers and tutors of traineeships; (iii) additional equipment for the ENI and ENS resource centers; and (iv) study tours of the technical team.

38. The SABER Teacher policy framework in Benin (2012), showed that policy goals such as setting clear expectations for teachers, attracting the best into teaching, preparing teachers with useful training and experience, recruiting and training teachers were at emerging or latent status. In addition, the PASEQ 2014 and National Assessment 2018, confirmed poor results on learning outcomes. Thus, considering the evidence showing low capacity of newly qualified teachers from Pre-service Training Institutes (ENI), it is strategically imperative to take key actions to renew the training program of these institutions, to prepare teachers to work effectively in schools and help all children to improve learning outcomes. The project will (i) support the review of entry and exit professional profiles of student teachers (the exit profiles will include acquisition of curricula content knowledge and appropriate and clearly defined teaching competencies and practices); and (ii) strengthen the capacity of ENI trainers to better prepare future teachers towards the exit student teacher professional profile. A prerequisite to the above will be a Government action to increase the number of ENI trainers through new recruitments to fill the gap identified in these institutions.

39. The review of the entry and exit student-teacher profiles as recommended in the PSE 2018-30 will lead to a revision of the ENI training benchmarks and curricula, including a revision of: (i) training curricula, including the duration of the training and the hourly credits devoted to academic knowledge and to teaching-learning practices in schools; and (ii) the mode of certification. The Government is

committed to putting in place the necessary regulations to sustain this reform teachers training institutions.

40. ***For Primary Education,*** the revised teacher education curricula in the *Teacher Training Colleges* will focus on including modules on Early Grade Reading and Early Grade Mathematics Instruction programs, as they are designed, implemented and revised during the life of the proposed project.

41. ***For Lower Secondary Education,*** a bilateral partnership through the AFD supports a LSE reform called "reform of colleges". The reform has recommended creating small size lower secondary schools close to the communities. A prerequisite to achieve this goal is to train teachers for teaching two subjects. The implementation of this reform requires, among other things, a revision of the training program in ENSs, devoted to the initial training of teachers of secondary education.

42. Revision of training curricula in both, the ENI and ENS will be done in coordination with the 2 Technical teams carrying out the curricula reform, including the teaching and learning materials and teacher in-service training (see sub-component 1.1, and 1.2) in both, Primary and LSE. A core number of members of the 2 technical teams enriched with teacher trainers and other experts will also carry out the curricula reform in both the ENI and ENS. The Teacher Education Technical group, divided in the 2 sub-groups for ENI and ENS will benefit from capacity-building on international best practices developed in teacher training, in particular in the implementation of Early Grade Reading, including the immersion period and Early Grade Mathematics, and French and Mathematics in lower secondary.

43. The process of revising the curricula of the ENI and ENS includes the development of instructional tools and materials (ICT tools, interactive platforms, etc.) for the implementation of these curricula and will be accompanied by the strengthening of training capacities of trainers and tutors and the provision of resource centers with additional equipment and multimedia tools (including high-speed internet). Capacity-building will include training for the facilitation of interactive platforms and the creation of digital databases (video-tutorials) to support learning.

Component 2: Improving equity in basic education ($3.1 million)

44. This component aims to promote equitable access to schooling through support to (i) CI and CP students in public primary schools in deprived districts of Alibori and Borgou regions in terms of access and quality of education; (ii) children with disabilities in the regions of Zou and Collines and specialized education and training centers.

Sub-component 2.1 - promoting equity in the Region of Alibori (US$1.7 million)

45. To encourage children, especially girls, to attend and stay in school by reducing household spending on education, the closed FCB-PME project provided annually to CI and CP female students in the 25 deprived districts supported by the project, school kits consisting of school supplies, other didactic materials (excluding textbooks) a school bag; and school uniforms. In view of progress made in student enrollment in these districts, this intervention has been considered cost-effective to improve access to school. Given the limited resources of the project, an agreement has been reached with the LEG to

focus this intervention in the Alibori and 5 out of 8 districts in the Borgou[30] region, which are the two regions with the most deprived districts in the country.

46. The proposed project will finance in the deprived districts of Alibori and Borgou regions: (i) communication, awareness and mobilization campaigns to convey the benefits of education to village and religious leaders, villagers and parents in the communities and to better understand community needs; and (ii) uniforms for all public CI and CP students (about 96,000 per year).

47. In primary school the most suitable action is to provide a school kit consisting of a uniform, stationeries (notebooks, pens and other learning materials, excluding textbooks) and a school backpack for all students of CI and CP in the public primary schools in the deprived districts of Alibori and Borgou regions. Due to the limited resources of the project, for all CI and CP students in public primary schools in the deprived districts of Alibori and Borgou regions, the project will finance uniforms while UNICEF Benin will finance stationery and backpacks in these districts. Given the bottlenecks in the Government procurement process which did not allow the distribution of the school kits in due time during the implementation of the closed GPE project, the Bank will examine the possibility of delegating this activity to UNICEF which has demonstrated its capacity to arrange the provision of the package consisting of uniforms (financed by the proposed project), stationery and backpacks (financed by UNICEF Benin) to students early at the start of the school-year. The distribution of school uniforms and school kits will start in year 2 of the project because the first year will be used for the procurement.

48. An information and awareness campaign in local languages on the importance of education will precede the distribution of the kits. The campaign will include (i) a communication strategy, including the development and implementation of an action plan and key messages; and (ii) the establishment of a partnership with community radio stations to convey the importance of schooling on the radio broadcast. The awareness campaign will also inform on the distribution of the school kits and textbooks. Two resource persons will be recruited to accompany radio hosts in the design and translation of key messages for a period of 2 months per year, to ensure the effective implementation of the campaign. Both resource persons and facilitators will be trained annually.

49. The distribution of the kits will be completed no later than 2 weeks after the start of each school year and is under the responsibility of the head teachers (assisted by the COGEP Office).

50. At the primary school level, it is planned to provide incentives to schools with the greatest improvement in enrollment rates based on data collected during the school census and validated by the head of sub-regional school inspectorate (CRP). This will motivate the directors and members of the school management committees (COGEPs) to carry out door-to-door awareness-raising visits for school enrollment. The annual amount of the school enrolment incentive will be US$ 17,000 (about 9 million CFA francs) per school year. The COGEP members of schools selected for this incentive will be trained to prepare a school improvement plan. A monitoring system on appropriate use of the funds and tracking will be developed in the project implementation manual.

Sub-component 2.2: promoting the school integration of children with disabilities in the Regions of

[30] All six districts in Alibori and five out of eight districts in Borgou are considered deprived (see map in the Annex 7)

Zou and Collines (US $ 1.4 million)

51. The pilot phase of the previous FCB-PME program, implemented by the NGO Equilibre Bénin through the component "School integration of 300 Disabled Children (ISEH)" in the Zou region showed tangible results in terms of school performances, the life skills of beneficiary students and the positive change in student's perception of disability. The pilot phase will continue in Zou and will be extended to Collines, (two adjoining regions which were under the same regional administration two years ago) with specific support to specialized institutions for children with disabilities. This will contribute to the sustainability of the pilot's achievements regarding the access and integration of students with disabilities in the school system and better coverage of students' needs.

52. This sub-component will support in Zou and Collines regions (i) community awareness and mobilization campaign on schooling for children with disabilities targeting opinion leaders, political and administrative officials, mass media, PTA, teachers and pedagogical advisory body; (ii) education system's stakeholders strengthening including teacher training and mentoring on inclusive education; (iii) medical consultations and care for children with disabilities; (iv) provision of school kits, specialized equipment and specific technical aids for children with disabilities[31]; (v) training for community facilitators and itinerant teachers; (vi) purchase of 2 buses to transport visually impaired children from and to schools; and (vii) system strengthening for implementation, coordination and monitoring of the teaching activities towards the students with special needs, in both primary and lower secondary schools. In addition, children with a severe visual handicap in the project targeted municipalities will be identified and enrolled in specialized schools in other regions with strengthened capacities by the project. Implementation of the above-mentioned activities will help to collect data on children with disabilities in the 2 regions. Lessons learned from the results of this sub-component will inform policy development and be shared with other countries.

53. The Government of Benin is committed to strengthening the protection, rights and well-being of persons with special needs, including school-age children. Inclusion of children with disabilities and other children with special needs in schools is one of the priorities of the ESP 2018-30 and specific policies are under preparation to support this. To ensure equitable access to school for children with disabilities, public and private schools and training centers support about 2,000 students with special needs. Measures are also being taken to ensure the school integration of students with special needs through the community-based rehabilitation strategy coordinated by a Management Unit (UG-RBC) under the auspices of the Directorate for Persons with Disabilities. The RBC scheme comprises 37 districts and promotes the support and follow-up of around 3,500 disabled persons each year through rehabilitation and integration activities will serve as a foundation for the project implementation. The pilot program was also based on the RBC scheme.

Component 3: Strengthening the delivery of education services (US$3.8 million)

54. The aim of this component is to strengthen the institutional capacity and the Monitoring and Evaluation (M&E) system, including the compliance with the agreed Disbursement Linked Indicators (DLIs). Specifically, the component will support: (i) capacity-building of Ministries of Education (MEMP and MESTFP), including M&E; and (ii) project management.

[31] This includes orthopaedical equipment, canes, tricycles, wheelchairs, orthoses, crutches, and glasses etc.

Sub-component 3.1: Strengthening the capacity of the MEMP and MESTFP, and the M&E system (US $2.7 million)

55. This sub-component will support (i) grants to regional inspectorates, linked to performance-based contracts (PBC) to improve teachers' pedagogical support; (ii) electronic tablets to pedagogical advisers and inspectors to record data on-the-go; (iii) capacity building for the monitoring of learning outcomes; (iv) capacity-building activities linked to the project activities; (v) the full use of the first phase of the Education Management Information System (SIGE), developed and supported by the recently closed GPE project; (vi) the extension of the SIGE to also cover secondary education; (vii) the data collection, analysis and production of statistical yearbooks for primary and secondary schools; (viii) the preparation and implementation of the necessary protocols/tools to strengthen the human resources management system in order to improve teachers deployment; (ix) the dissemination of existing studies in the sector.

56. The PBCs aim to strengthen: (i) inspections' impact on the overall quality improvement at the school level, including teachers' pedagogical support, following inspectors' and educational advisors' class visits; (ii) incentives for school enrolment, especially for girls in communes where the GERs deviate too much from the national average; and (iii) the repetition and drop-out reduction in both Primary and Lower Secondary Education. A performance/results-based contract will be signed with each head of the educational region recipient of a project grant. Within the framework of the PBC, each regional inspectorate will prepare a detailed action plan

Capacity building of regional school inspectorates

57. During the school year 2016-17, 85 primary school districts country-wide were consolidated into 45 regional school inspectorates under the supervision of an inspector, the Head of Pedagogical Region (CRP). However, the consolidated sub-regional school inspectorates struggle to support the quality of the learning process for several reasons, including: i) the teacher-pedagogical staff of Regional Inspection ratio is too high (251:1); and (ii) allocated resources for inspections are insufficient for effective teacher support. As a matter of fact, many teachers spend several years in schools without inspector or pedagogical advisers' visits, in addition to insufficient in-service trainings. Moreover, delay in the delivery of the reports on the classroom visits hampers timely remedial action. The 2017 National Learning Evaluation showed a positive impact of the inspection-led teacher training on learning outcomes and thus emphasizes their usefulness.

58. Therefore, the proposed project will provide (i) grants to regional inspectorates, linked to PBCs to improve teachers' pedagogical support in primary and lower secondary schools; and (ii) electronic tablets to pedagogical advisers and inspectors to record data on-the-go, which in turn will reduce transaction costs for the inspectors and also enable them to conduct more school visits. Prior action for the full use of electronic tablets will be the formatting of school inspection reports and automatic data entry sheets.

59. The PBCs aim to strengthen (i) the impact of inspections on the overall quality improvement at the school level, including teachers' pedagogical support, following inspectors' and educational advisors'

class visits; (ii) incentives for school enrolment, especially for girls in communes where the GER deviate too much from the national average; and (iii) the repetition and drop out reduction in both primary and lower secondary education. A performance/results-based contract will be signed with each head of the educational region recipient of a project grant.

60. Within the framework of the PBC, each regional inspectorate will prepare a detailed action plan that will include:
    - ✓ The totality of the quality improvement initiatives led by the inspections, in particular (i) the Teacher Capacity Building/Support Program with topics focused on early grade reading/writing and mathematics instruction (ii) Inspectors and Pedagogical advisors' inspections and class visits to monitor and support teachers' pedagogical practice improvement, including the implementation of the new teaching and learning materials developed in component 1 for CI and CP; and (iii) successful delivery of the curricula at the classroom level;
    - ✓ actions to be taken to monitor repetitions and dropouts' reduction, in particular, the implementation of related ministerial administrative measures;
    - ✓ the specific measures to promote enrolment, especially for girls in municipalities with low enrolment rates; and
    - ✓ the additional initiatives to improve the state subsidies management and promote the participatory management in the schools.

61. The available resources for each regional inspection will be allocated as follows: 80 percent for education quality improvement actions and schools' performances and 20 percent for other actions. Twenty (20) districts countrywide with the lowest enrolment rates will benefit from additional funds for the enrolment promotion.

62. The PBC action plans will cover up to 3 years, adjusted at the end of each year based on progress made to achieve the annual objectives and will include (i) activities categorized by objective; (ii) the first annual costs and the financial projections for the following years; (iii) the agreed upon results; and (iv) the indicators for monitoring progress.

63. Key indicators that will be used for the monitoring of PBCs are:
    - ✓ The number of participating teachers in the training sessions;
    - ✓ The number of inspections and class visits by inspectors and education advisers;
    - ✓ The percentage of schools that have complied with the maximum repetition percentage set within each sub-cycle;
    - ✓ The percentage of schools in the 20 communes with low enrolment rates that increased enrollment in CI, and in particular for girls at least 10 percent at the end of the school year compared to the previous school year.

64. The PIM will provide more details in the use of the tablets. In addition, the PBC grant manual will be developed under the project. The PBC will be annually audited by the MEMP's directorate of general inspection.

Capacity building for the monitoring of learning outcomes

65. An evaluation of the learning outcomes was carried out in 2014 for Grade 2 and Grade 6 using the PASEC model. In 2017, a national assessment of student learning achievements in Grades 2 and 5 was also conducted. The latter used a methodology that cross-PASEC with the Service Delivery Indicators (SDI)[32]. So far, learning outcomes assessments, whether national or international, are being conducted by ad hoc committees with technical assistance.

66. The aim here is to establish an entity responsible to carry out periodic standardized assessments of learning outcomes in French and Mathematics and to equip the service with necessary human and financial resources for operationalization. It was agreed with the government that the student learning outcomes assessment service will be established at INFRE and will be provided with key staff (see Annex 1 for profiles) so as to enable it to continue similar works after project closing. The service staff will be supported by a Learning Outcomes Assessment Specialist.

67. The government's strategy is to: i) analyze the results of the end of primary schools exam annually; (ii) conduct a National Assessment of Learning Outcomes every two year, while following the same methodology and protocols as in previous years to ensure comparability of results; and (iii) use the PASEC evaluation as an international evaluation. Benin will participate in the next PASEC evaluation 2019 and will carry out the national assessments of Learning Outcomes in grades 2 and 5 in 2022.

68. The Learning Assessment Division, established at INFRE, is expected to ensure the implementation of the National Assessments of Learning Outcomes in 2022, including dissemination of results at the regional directorate of pre- and primary schools (*Direction départementale des enseignements maternel et primaire- DDEMP)* and CRP level. For the first 2 years of the project, the Division of INFRE should develop a remediation action plan for addressing main recommendations of the 2017 national learning assessment. The main activities to be implemented by the Learning Assessment Division are described in the Annex 2. The project will finance the equipment, the operational costs of the service as well as the capacity building of the staff.

Capacity building for the project implementation

69. In order to improve the overall management of the system, the project will fund capacity-building activities linked to the project activities, which include: (i) provision of technical expertise; (ii) In-service training of technical staff of central ministries and decentralized services in procurement, statistics, monitoring and evaluation and reporting of project activities; and (iii) training sessions for school directors and COGEP/COGES members to promote participatory school-based management; to develop their skills in sharing student learning outcomes within schools and in the community, and to develop plans on how to improve the students learning outcomes by using the resources allocated to the schools. It is expected that the above training will install/improve social accountability mechanisms such as posting, disseminating and sharing the learning outcomes findings and school

[32] The Service Delivery Indicators (SDI) initiative is sponsored by the World Bank, the African Development Bank and the Economic Research Consortium for Africa. The aim of the initiative is to fill critical data gaps regarding the behavior, and therefore the performance and quality, of service providers. In education, these gaps include data on teacher absenteeism, time spent in class, availability of teaching materials, etc. Some, but not all, are also addressed by the Program for the Analysis of the Education System (PASEC) of Francophone Education Ministers (CONFEMEN).

budgets with the community. In that way communities will be informed about what is happening in schools and can be mobilized to support the school plans for improvement.

70. Finally, sub-component 1.2 will strengthen school directors' pedagogical and administrative skills to better aid their teachers. Furthermore, given that the disproportionate deployment of qualified teachers has a negative impact on school completion and learning outcomes in some regions, the project will assist the MEMP in (i) establishing and validating a teacher deployment methodology, with focus on newly recruited teachers to provide poorly served municipalities, where the student/teacher ratio is above the national average; and (ii) to monitor the teacher assignment coherence indicator (R2 the ratio teachers: students, calculated for public primary schools), which needs to be improved, since schools with the same number of students may have very different numbers of teachers deployed.

Monitoring and evaluation

71. The objective is to improve the capacity of the MoEs to follow the agreed PES indicators and progress in the implementation of the project based on the project results framework and to monitor progress towards archiving the DLIs. To this end, the project will support the STP responsible on monitoring the ESP indicators on behalf of the MoEs. Similar support applies for the monitoring services of the MoEs and NGOs to report on citizen feedback on service delivery with the view to identifying and addressing bottlenecks. Concerning the Education Management Information System (SIGE) the project will support (i) the full use of the first phase of the SIGE, developed and supported by the recently closed GPE project; (ii) the extension of the SIGE to also cover the secondary education; (iii) the data collection, analysis and production of statistical yearbooks for primary and secondary schools; (iv) the preparation of school report cards with summarized set of key educational indicators (e.g. enrolment, dropout, student performance, absenteeism) for all public schools; and (v) the preparation and implementation of the necessary protocols/tools to strengthen the human resources management system in order to improve teachers deployment.

72. In addition, to reduce delays in the publication of the statistical yearbook, the program will finance capacity-building in the ministries in the field of data collection and analysis by recruiting for 5 months each year 25 short term consultants (2 for each of the twelve regions and 1 for the central level)

***Sub-component 3.2 Ensuring project management* (US$1.1 million)**

73. The objectives are to ensure the effective implementation of the daily operations of the project and to build knowledge and competencies to improve services delivery. The key activities related to project management include: project coordination, technical coordination, financial management, contracting processes, archiving data management and support to the secretariat. Finally, the project will support a study on the underlying challenges, opportunities, budgetary implications, as well as the strategy and implementation of basic education according to the Education Sector Plan covering pre-school education Primary and LSE, including non-formal education.

Nota: The World Bank supervision amount of US$ 0.5 million has been included in the grant allocation

ANNEX 3: GPE Variable part

COUNTRY: Benin
Benin Global Partnership for Education Project Phase 3

1. Variable part and eligible expenditure programs: Phase 3 of the GPE project is funded by a GPE grant for a period of four years. According to the financial support model introduced in May 2014 by the GPE, the funding consists of a fixed and a variable part. The fixed part of 70 percent is released when preconditions for the support of the GPE are fulfilled by the country namely: (i) existence of a sector plan for quality education; (ii) commitment to national funding; (iii) existence of an Open Data Information System. The variable part supports the adoption of transformative policies and strategies aimed at improving: (i) learning outcomes (ii) efficiency and (iii) equity in basic education. A total amount of the GPE grant being US$ 19.4 million, of which the variable part is US$ 5.82 million. Access to resources under this variable part depends on achieving targets for a number of indicators and measures that condition disbursement within agreed timeframes. The selection of these indicators must take into account their transformative nature at the sector level in each area, including the improvement of equity, efficiency and learning at the level of basic education. These indicators can be of processes, outputs or outcomes, and indicators and expected results will be reviewed and endorsed by the Local Education Group (LEG) before finalization.

2. The introduction of the variable component is intended to encourage the government recipients of the GPE resources to undertake fundamental reforms in all three areas while funding the entire program supported by the proposed GPE Project and related to Education Sector Plan (ESP).

3. Disbursement Linked Indicators: the proposed indicators of the variable part are as follows:

   (1) Efficiency: Increase primary promotion rate to improve primary completion rate;

   (2) Learning outcomes: Strengthen the monitoring of student learning in CP2 and CM1 through standardized assessments of learning in French and Mathematics;

   (3) Equity: Reduce student/ teacher ratio in underserved districts.

   (1) Efficiency: Increase primary promotion rate to improve primary completion rate.

4. Compliance with GPE requirements for indicators with transformative effect DLIs under the Efficiency Category are consistent with GPE's goal of improving the efficiency of the system, especially for primary education. The proposed activities will reduce repetition rates. Given the strong correlation between repetition and drop-out, the reduction in the repetition rate leads to the improvement in promotion rates, which will contribute to a reduction in drop-out rates.

5. **The goal is to increase the promotion rate at primary education to improve primary completion.** Achieving this goal would lead to reducing repetition and dropouts. The following activities planned under this project should contribute to this goal: (i) strengthening the capacity of school heads so they can better provide support to teachers under their responsibility; (ii) strengthening reading skills in CI and CP; (iii) teacher counseling and training; and (iv) revision of curricula (including textbooks and teaching guides) both in CI and CP as in ENI. The same is true of the more equitable and efficient distribution of textbooks that the Government strives to provide annually to students to maintain the textbook/ student ratio at 2 to 1. Government's decision to extend canteen coverage from 30 percent in 2018 to 51 percent in 2019 will help to improve, among other things, the retention and attendance of children at school. In addition to the above activities, another measure is considered to reduce repetition and dropout is re-organizing the primary cycle into three cycles. This involves the extension of the current sub-cycle measure in force in CI-CP to the other primary sub-cycles by limiting the repetition within CE1 and CE2 sub-cycles to 5 percent and to 10 percent between CM1 and CM2.

6. **Activities.** Achieving this indicator involves implementing the following activities:
   - **Taking measures to limit repetition in CE1 and CM1 to 5% and 10% respectively**: It will require extending the order or decree re-organizing the first sub-cycle including CI-CP to other primary sub-cycles. This activity will be reinforced by accompanying measures: (i) students supervised by the same teacher in a sub-cycle; (ii) identification of learning difficulties by the teacher in order to take remedial measures; (iii) set-up of working groups by the teacher during remediation and/or consolidation activities outside official hours.
   - **Timely provision of booklets to CI and CP students**
   - **Strengthen performance indicators aimed at improving quality and school performance in the CRP PBC in their areas of competence:** The implementation of this activity involves the adoption of an order establishing the terms, criteria and conditions for the transfer of resources to the CRPs of the beneficiary areas of the program. An action plan developed by the CRPs is validated by the stakeholders. This plan is subject to monitoring and evaluation.
   - **Take steps to ensure adherence to the school calendar for a complete learning time:** the implementation of this activity will be through the regular holding of the Sectoral Council for Social Dialogue sessions for the prevention and anticipation of crises that can cripple a peaceful school year. The implementation will also involve taking the necessary measures to ensure that the classes (i) start in public schools on the first day of the new school year in all grades; and (ii) end on the eve of school exams.

7. **Indicator relating to disbursement**. Total allocation under Efficiency is US$2,500,000.

   DLI 1: Increase in the national average of promotion rate in public primary schools
   Year 1: Target: 70.0%. Allocated amount: US$ 714,000
   Year 2: Target: 72.0%. Allocated amount: US$ 893,000
   Year 3: Target: 74,0%. Allocated amount: US$ 893,000

8. In order to strengthen the internal efficiency of the system, increasing the promotion rate will reduce school drop-out. The results chain of activities to achieve this goal is presented in the table below.

Table 3.1: Results chains

N°	Activities	Outputs	Indicators of effect
1	Take measures to limit repetition at CE1 and CM1 grades respectively to 5% and 10% respectively Continue the non-repetition measure in CI grade.	The repetition thresholds set within each sub-cycle are respected.	Repetition and dropout rates are reduced in the primary education; which leads to the improvement of the promotion rate.
2	Strengthen the immersion program at the beginning of schooling at the CI grade.	The immersion program including the guide for teachers is available.	
3	Make available the textbooks of French and mathematics in the 1st sub-cycle at the latest on the first two weeks of back-to- school	Student/textbook ratio for French and mathematics will be 1:1.	
4	Strengthen performance indicators aimed at improving quality and school performance in the CRP objectives contract in their areas of competence	Percentage of performance contracts with an objective of improving internal rates of performance	
5	Take steps to ensure adherence to the full school calendar.	Measures to keep to the school calendar are taken and implemented.	
6	Identify and implement innovative measures to boost the functioning of Pedagogical Units.	Teaching practices in class situations are improved.	

9. **Description of the indicators:** The indicator to be followed in relation to this objective, which is to improve the primary completion rate, concerns the increase of the promotion rate. It helps to assess the effectiveness and efficiency of an education system. It is calculated from the determination of repetition (Tr) and drop (Ta) rates provided annually by the MEMP statistical yearbook. The formula is the following: Promotion rate = 100% - (Tr + Ta). Targets for each year, verification process and disbursement rules are summarized in the table 3.4 below.

(2) Learning outcomes: Set up an operational system for learning assessment at the primary level

10. **Compliance with GPE requirements related to indicators with transformative effects**: These indicators are consistent with GPE's goal of improving student learning and learning outcomes. It also makes it possible to set up for the first time in Benin a perennial system for the assessment of student achievements and remediation in learning.

11. **The aim is to improve the monitoring of student learning outcomes through standardized assessments in French and Mathematics.** A standardized approach allows the comparability of the evaluation over time. These evaluations will be carried out by sampling with a regional representation including both public and private schools. The national results will be disseminated nationwide and the results of each region will be disseminated at the regional level (and if possible at District Education offices) to allow the ownership of the results at the decentralized level. Pending further evaluations of the new program, the first step would be to publish and disseminate the main results of the 2017 national assessment and implement the related recommendations.

12. **Indicator relating to disbursement**. Total allocation under Learning Outcome is US$2,000,000.

    DLI 2: Improving teaching and system for learning assessment at the primary level is operational

    Years 1 and 2: Implement at least 80% of newly revised CI and CP curricula in public schools. Allocated amount: US$800,000 (year 1: US$400,000 and year 2 US$ 400,000).

    Year 3: Target: Conduct the first national learning assessment for grades 2 and 5 under the newly established division. Allocated amount: US$1,000,000.

    Year 4: Target: Publish results of the first national assessment for CP and CM1 at the national level and disseminate them in all the regions of the country. Allocated amount: US$200,000.

13. **Description of the indicators:** This indicator measures whether (i) newly revised CI and CP curricula are used in public schools and (ii) the first learning assessment in French and Mathematics in 2022 are conducted under the newly established assessment division under INFRE, published and disseminated both at national and regional levels. There are prerequisites of basic elements of a learning assessment system that need to happen before the learning assessment is conducted. Basic elements of learning assessment include: (i) the overall enabling environment for assessment activity in the country (policies, organizational structures, human/fiscal resources); and (ii) the technical quality of the instruments used (design, alignment with curricula, administration, analysis, appropriateness of use of results). \

14. **Activities.** The National Institute for Training and Research in Education (*Institut National Pour la formation et la recherche en Education)* will be responsible for the assessment of elementary learning. The goal is to establish an assessment division under the INFRE and have it operational. Although the establishment of an assessment division is not a DLI, this is a prerequisite to achieve the DLI. This involves that the new Division is equipped with permanent resources so as to enable it to continue similar work after project closing. The INFRE assessment division will collaborate in the short and medium term with the National PASEC Team, ensuring the results of the evaluation as well as the next national one are widely disseminated in the regional level To effectively carry out its activities, the INFRE assessment division must have a permanent staff, i.e. at least 2 pedagogues (with at least the level of academic advisor), a statistician (with at least Bac +3 years of higher education) and an

assessment specialist (consultant or technical assistant). As a national learning assessment was conducted in 2017 for CP and CM1 the first activities would be to disseminate the main results and recommendations of this evaluation at the regional level and to develop at the level of each DDEMP a remediation action plan for addressing teacher deficiencies and a teacher monitoring plan in terms of inspection and class monitoring, which must be included in the performance-based contracts of the CRPs. It is expected that this division will ensure the implementation of the planned national assessments, including dissemination of results at the level of the DDEMPs (and CRPs). The division of learning assessment of INFRE should set out a 2-year working plan to be included in the project's annual work plan, which will be submitted to the Bank for no-objection. The division will also submit a report on the implementation of the monitoring and remediation plans. In addition, the division will carry out an evaluation in a representative sample of schools to check that at least the 80 percent (agreed with the MEMP) of newly revised CI and CP curricula have been used in classrooms. Although this is not a DLI, the assessment division, with support from technical assistance if necessary, will analyze the national end primary exam results of French and Mathematics at school level. Analyzed end primary exam results will be shared to each public school through school report cards, which will also include summarized set of key educational indicators (e.g. enrolment, dropout, student performance, absenteeism) The analysis will compare each school with strength and weakness of thematic areas and average results of schools in the district, region, and national. The analyzed results will help the head of sub-regional school inspectorates design the remediation training for teachers as part of PBC.

15. **Background and justification**: The assessment of student achievements is an essential tool to (i) identify weaknesses in learning and remedial measures to be implemented to correct teacher deficiencies; and (ii) develop appropriate strategies for monitoring teachers in class situations. Several sources of information agree that the level of student achievements in the Beninese education system is below expectations.

16. The results chain is shown in the table below.

Table 3.2: Results chains

	Activities	Outputs	Indicator of effect
Primary Education Sub- sector	Publish the results of the 2017 learning assessment at the national level	The results of the 2017 national assessment are published at the national level and disseminated at national and regional levels	Improving student learning in French and Mathematics
	Organize workshops at the level of the DDEMPs to disseminate the main results and recommendations and develop a plan of actions to address the deficiencies (textbooks, learning time, training/counselling for teachers, etc.) teachers and a monitoring plan (inspection and class visit) to be included in CRP performance contracts		
	Monitor the implementation of CRP performance contracts to ensure that remediation and monitoring plans are implemented	The remediation and monitoring plans are implemented	

	Equip the evaluation service of educational achievement	The evaluation service is operational	
	Recruit an international consultant to support the evaluation service		
	Participate in the 2019 PASEC evaluation in collaboration with the PASEC Committee	A report on the participation in PASEC evaluation work is available	
	Participate in the organization of PASEC tests, analysis and results dissemination		
	Analyze the end primary exam results of French and Math at school level and provide the analyzed results to public primary schools	Analyzed results sent to at least 60% of public primary schools	
	Implement newly revised CI and CP curricula in public schools.	At least 80% of the curricula implemented	
	Conduct national assessments in 2022	The results of the 2022 national assessment are published at the national level and disseminated at national and regional levels	
	Publish results at the national level		
	Organize workshops at for DDEMPs to disseminate the main results and recommendations and develop an action plan to address the shortcomings identified		
	Implementation of recommendations of the learning assessments as well as action plan developed at the regional level	Implementation of remedial action plan to improve learning	
	Review of curricula and teaching documents if necessary.	Curricula and teaching documents reviewed as needed	

(3) Equity: Reduce student / teacher ratio in underserved districts

17. **Compliance with GPE requirements for indicators with transformative effect**: These indicators are consistent with the GPE goal of reducing inter-regional disparities in the allocation of teaching staff in primary schools. It also corrects persistent dysfunctions in the allocation of teaching staff through an objective and effective mechanism, which now makes the authorities accountable at deconcentrated and decentralized levels.

18. **The objective is to reduce the student teacher ratio (STR) in underserved communes by identifying the number of vacancies to be filled per commune, the recruitment of new teachers and their assignment**. The STR tremendously varies between districts. The national average of STR in public primary school is 63.4 and the average STR in the public primary schools in the highest district is 116.3 (2017/18 school year), which means the difference between the highest STR by district and national average is as large as 52.9. Criteria to be used by the MEMP to identify beneficiary districts for new teachers are districts whose STRs are higher than the national average of 63.4**.** After the allocation of teachers recruited per education sub-region, Heads of Educational Sub Regions (CRP) have to make an equitable distribution of these teachers according to internal disparities confirmed by the sectoral diagnosis. It is possible to have a lower STR in remote areas because it is the MEMP's policy that newly hired teachers must stay in the same location for at least three years before they can request to move to another location. The existing incentives provided to teachers in the remote areas will be reviewed by the MEMP. It should be noted that the World Bank Development Policy Operation

(DPO) underway with the Government will trigger "recruitment of teachers". The number of teachers to be recruited is about 3 600 teachers in the coming years.

19. **Indicator relating to disbursement**. Total allocation under Equity is US$1,320,000.

DLI 3: Reduce the difference between the highest STR by district and national average.

Year 1: Target: 40.0. Allocated amount: US$518,000
Year 2: Target: 30.0. Allocated amount: US$401,000
Year 3: Target: 20.0. Allocated amount: US$401,000

Targets for each year, verification process and disbursement rules are summarized in the table 3.4 below

20. **Activities.** Achieving this indicator involves implementing the following activities:

- **Selection of districts:** This selection will be made from the calculation of the STRs at the level of public schools in each district. These STRs are calculated on the basis of available data from the most recent statistical yearbook according to permanent teachers available in each district. They are then compared to the national average.
- **Assessment of the needs of teachers in underserved districts:** This evaluation will be based on the determination of the number of teachers to be allocated to the priority districts (underserved), simulations made on the basis of a **basic hypothesis aimed at significantly reduce the difference of STRs between the districts with high STRs and the national average.**
- **The selection of schools to be completed:** Once districts underserved identified in this way, it is left to the Heads of Educational Regions (CRP) assigned to beneficiary districts, the task of selecting the schools to benefit from the recruitment of teachers, taking into account primarily the primary schools in their jurisdiction, whose STRs, calculated according to the number of permanent teachers available, are the highest.

In addition, in order to ensure a good control of the STR in the long term, the government should define the minimum number of students necessary for the creation of pedagogical group

21. As mentioned in the previous paragraph, the use of the STR will help put in place effective measures to address the inequalities observed in the allocation of teachers. The results chain is shown in the table below.

Table 3.3: Results Chains

	Activities	Outputs	Indicator of effect
Primary Educatio	Update of the Order No. n°2016-206/MEMP/DC/ SGM/CTAAS/DAF/SP of August 12th, 2016 regulating the transfer policy for nursery and	The Order No. n°2016-206/MEMP/DC/ SGM/CTAAS/DAF/SP of August 12th, 2016 regulating the transfer	Reduce the STRs of underserved districts

	primary education staff by including a mechanism for allocating teachers giving priority to underserved districts.	policy of nursery and primary education staff is updated.	
	Select on the basis of recent statistical data produced by the MEMP, communes underserved by teachers to carry out targeted interventions.	Districts underserved by teachers are selected.	
	Evaluate and staff on the basis of future recruitments schools in municipalities underserved by teachers. In the current context, this responsibility belongs to the PRCs.	Newly recruited teachers are primarily assigned to schools in districts that are poorly served by the CRPs.	
	Review of incentives provided to teachers in remote areas	Incentives reviewed and approved by the MEMP.	
	Review of criteria to create a pedagogical group in primary schools	Criteria reviewed and approved by the MEMP.	

22. **Description of the indicators:** The indicator measures the highest student teacher ratio (STR) by districts minus the national average of STR. The STR by district is used to assess the need for teachers and to monitor the equitable management of teachers in underserved districts. It is calculated by relating the number of students in a district to the number of teachers working in classrooms in the area. It is published annually in the MEMP statistical yearbook. From STR projections based on the expected number of students over the program period and the actual number of teachers, the need for teachers[33] in underserved districts will be determined. The actual number of teachers to recruit is the difference between the needs calculated over two consecutive school years.

23. The table below shows the description of DLIs, targets, amount of each DLI, verification process, and disbursement rule. A third-party consultant will be competitively selected with terms of reference approved by the Bank to verify the achieved DLIs where relevant. Before the submission of achieved DLIs to the Bank for verification, the MEMP should ensure that they have been validated by the Local Education Group.

Table 3.4: Description of DLIs, targets, amount of each DLI, verification process, and disbursement rule

	DLIs	**Baseline**	**Year 1**	**Year 2**	**Year 3**	**Year 4**
1. Efficiency	**Increase in the national average of promotion rate in public primary schools**	68.40	70.00	72.00	74.0	76.0 (No DLI)
	Total amount allocated: US$2,500,000		US$714,000	US$893,000	US$893,000	

[33] Need for teachers = projected student population / projected STR.

	DLIs	Baseline	Year 1	Year 2	Year 3	Year 4
	Cumulative			US$1,620,000	US$2,500,000	
	Month of target achievement verification		May	May	May	
	Month of disbursement		July	July	July	
	Indicator Verification process: DPP/MEMP's database will be the primary source for the calculation of the target achieved					
	Disbursement Rule: Disbursement of the tranche will be made after the receipt of statistical yearbook including the calculation of the promotion rate along with the school-year database and verification by the World Bank. The variable part is paid in pro-rata to the progress achieved from the baseline to the target. For the first year, the formula is: allocated amount*(value achieved -baseline value)/ (end target-baseline). For the other years, the formula is: allocated amount*(value achieved -previous year's value)/(end target-baseline).					
2. Learning outcomes	Improving teaching and s**ystem for learning assessment at the primary level is operational**	No	No	No	Yes	Yes
	Steps to achieve this indicator (Breakdown of DLIs)		Implement at least 80% of newly revised CI and CP curricula in public schools		Conduct the first national learning assessment for CP and CM1 under the newly established division	Publish results of the national assessment for CP and CM1 at the national level, and disseminate them in all the regions of the country
	Amount allocated: US $2,000,000		US$400,000	US$400,000	US$1,000,000	US$200,000
	Cumulative amount			US$800,000	US$1,800,000	US$2,000,000
	Month of target achievement verification		August	August	August	January
	Month of disbursement		October	October	October	March

	DLIs	Baseline	Year 1	Year 2	Year 3	Year 4
	Indicator Verification process:		Report (including methodology and sample of data collection) confirming that at least 80% of newly revised CI and CP curricula are implemented in public schools in year 1 and year 2.		Report (including methodology and sample of the test) confirming National Learning Assessment conducted for CP and CM1	Report of the first learning assessment results available on the INFRE website
3. Equity	**Reduce the difference between the highest STR by district and national average**	52.9	40.0	30.0	20.0	20.0 (No DLI)
	Total amount allocated: US$ 1,320,000		US$518,000	US$401,000	US$401,000	
	Cumulative		US$518,000	US$919,000	US$1,320,000	
	Month of target achievement verification		May	May	May	
	Month of disbursement		July	July	July	
	Indicator Verification process: DPP/MEMP's database will be the primary source for the calculation of the target achieved					
	Disbursement Rule: Disbursement of the tranche will be made after receipt of statistical yearbook including the calculation of the STR along with the school-year database and verification by the World Bank. The variable part is paid in pro-rata to the progress achieved from the baseline to the target. For the first year, the formula is: allocated amount*(value achieved -baseline value)/ (baseline- end target). For the other years, the formula is: allocated amount*(value achieved -previous year's value)/(baseline- end target)					

Project activities for which funding is tied to the Variable Part

The table below describes which activities DLI funds will support.

Table 3.5: Project activities for which funding is tied to the Variable Part

Components/sub-components	Activities	Amount in US$
Sub-component 1.2. Improving teachers' knowledge on curricula practices	In-service training for lower secondary teachers	1,564,000
Sub Component 1.3: Improving pre-service training in teachers training institutes	Additional equipment	194,286

Sub-component 2.1. Promoting equity in the deprived districts of Alibori and Borgou region	All activities of the sub-component	1,693,027
Sub-component 2.2: Promoting the school integration of children with disabilities in Zou an Collines Regions	All activities of the sub-component	1,360,000
Subcomponent 3.1 Strengthening the capacity of the Ministries of Education and the Monitoring and Evaluation (M&E) system	Transfers to primary school inspectorates	559,543
	Transfer to secondary regional inspectorates	139,886
	Purchase of tablets for inspections and class visits monitoring	116,571
	Extension of the EMIS to secondary education	83,402
	Recruitment of statisticians to support the collection and production of statistical yearbook	109,286
Total		**5,820,000**

ANNEX 4: Donor contribution in the education sector

COUNTRY: Benin
Benin Global Partnership for Education Project Phase 3

The table below shows the donor contribution in the Benin education sector. The US$ amount described under each institution is the balance as of 2018, which indicates the donor contribution from 2018-2023 in the Benin education sector is approximately US$105 million. According to the ESP, the total recurrent financial gap in the entire education sector during the same period is approximately US$136 million.

Table 4.1 Donor contribution in the education sector

Institutions	Covered areas	Amount in US$	Years	Areas of intervention
UNICEF	(i) Access, retention; (ii) equity and inclusion; (iii) quality; and (iv) Management	13,860,000	2019-2023	Nationwide but focus on Alibori, Borgou and Zou regions
DDC	(i) Access, retention; and (ii) equity and inclusion	5,945,000	2018-2020	Nationwide but focus on Alibori and Borgou regions
	(i) Quality and (ii) Management	9,909,000	2018-2022	TBD
	Professional training	6,936,000	2019-2021	TBD
	Literacy	3,963,000	2018-2020	Borgou and Alibori regions
AFD	No information available			
World Bank	Access and Quality of basic education	19,400,000	2019-2023	Nationwide
	Access and Quality of higher education	3,200,000	2015-2019	
	Access and Quality of higher education	6,000,000	2019-2023	
GIZ	(i) Access, retention; (ii) equity and inclusion; (iii) quality; and (iv) Management; and (v) Professional training	5,963,000	2017-2020	Alibori, Borgou, Ouémé, Mono regions
Educo	(i) Access, retention; (ii) equity and inclusion;	2,181,000		
JICA	No information available			
PAM	No information available			

CRS	(i) Access, retention; (ii) equity and inclusion; (iii) quality; and (iv) Management; and (v) Professional training	21,350,000	2017-2022	Alibori and Borgou regions
	(i) Access, retention; (ii) equity and inclusion; (iii) quality; and (iv) Management; and (v) Professional training	1,960,000	2017- 2019	Borgou region
World Educatio n	No information available			
KFW	No information available			
USAID	No information available			
Aide et Action		227,000	2018-2022	Atlantique, Littoral, Ouémé, Borgou, Atacora, Donga, and Alibori regions
Plan Internati onal Benin	(i) Access and retention, and (ii) equity and inclusion	1,454,000		Atlantique, Littoral and Atacora regions
Plan Internati onal Benin	(i) Access and retention, and (ii) equity and inclusion (iii) quality	363,000	2018- 2019	Couffo and Atacora regions
	(i) Access and retention, and (ii) equity and inclusion	636,000	2017-2020	Atacora region
		1,745,000	2018-2023	Collines region
WeWorld	No information available			
Total		**105,092,000**		

ANNEX 5: Financial mechanism of pooled fund

COUNTRY: Benin
Benin Global Partnership for Education Project Phase 3

1. In accordance with the Paris Declaration on Aid Effectiveness to Development, education signed a Joint Financing Arrangement (JFA) and agreed to provide support to the 2006-2016 Education Sector Plan (called Ten-Year Plan for the Development of Education -PDDSE) through the establishment in 2008 of a pooled fund (called Common Fund Budgetary or FCB) to be used to finance certain sub-programs that are related to PDDSE: pre-primary, primary and secondary education as well as literacy and adult education.

2. Donors that have participated in the first pooled fund called (Fast Track Initiative FCB or FTI-FCB) are: Denmark, the Netherlands, the French Development Agency (AFD), the German Development Bank (KfW) and the World Bank through the FTI, now GPE. For the first pooled fund (2008 - 2014), while the contribution of FTI was US$76.1 million, other donor contributions were US$74 million, and the government contribution was US$17.3 million from the Government. For the second pooled fund (2014 - 2018), the GPE contribution was US$42.3 million and US$18.2 million from other donors.

3. Under the provisions of the JFA, the total financial contributions are fully integrated into the programming of the State budget and finance law and implemented in accordance with the country financial procedures, budget and public accounting. However, with regard to procurement, it was agreed to use the World Bank procurement and procedure methods and standard documents.

Budgeting of pooled fund resources

4. Pooled fund resources are integrated to the budget program of the beneficiary ministries. These programmed budgets are in accordance with the guidelines and the framework letter sent by the Ministry of Finance (MEF). Thus, donors complied with the principle of predictability by providing timely information on their support.

5. The program budget includes actions to be performed for the current year and the corresponding resources. The program budgets of the ministries are aggregated after adoption in the State Budget. For an overall assessment of the activities and objectives of PDDSE, an Annual Budgeted Work Plan (PTAB) is prepared and includes activities to be financed from the pooled fund. The pooled fund program is extracted from the overall PTAB. It comprises the components and sub-components, activities and sub-activities, procurement plan and activities (subject to non-objection by the World Bank on behalf of the pooled fund donors), and the schedule of implementation. The activities to be financed under the GPE are earmarked by nature and geographic localization and this allows easy tracking of the GPE expenditures in the government Project Financial Management (PFM) system.

Mobilization of Funds and provision of the Central Bank of West Africa (BCEAO) designated account

6. Request of GPE resources are based on an interim financial report (IFR), which indicates the estimated expenditure for the coming semester. After approval of the report by the World Bank, the corresponding resources are transferred to the BCEAO designated account. This represents an advance to be justified entirely or in part upon the request of disbursement. Any unjustified balance is deducted from the new financial request.

7. Other donors of the FCB provide their resources based on a letter of order issued by the MEF on the amount to mobilize with the clearance by the donors and the Project Management Unit (PMU).

Execution of expenditures

8. Budget execution under the program follows the government PFM with the following mandatory steps: (i) expenditure commitments; (ii) clearance of expenses, (iii) order for execution; and (iii) payment of expenses. The first three steps are under the responsibility of the education sectorial ministries and the fourth step is devoted to the General Directorate of the Treasury and Public Accounting of MEF. However, some aspects of these procedures have been adjusted to fit Bank fiduciary requirements. For examples: (i) national procurement procedures are used provided that they do not conflict with the procedures of the World Bank; (ii) international Bidding Documents are the Standard Documents published by the World Bank; (iii) competitive of consultancy services documents, which need prior approval submitted to the World Bank on behalf of the concerned donors. In any case the first two contracts are subject to World Bank Non-objection regardless of the amount. Depending on the threshold, other contracts are subject to prior-review or post-review.

9. Other activities without formal contracts (workshops, local training) will necessitate Terms of References prepared by the Directorate managing the activity and submitted to donors for non-objection.

10. The General Directorate of the Treasury and Public Accounting (DGTCP) after regulatory controls of all payments send a note to the PMU Coordinator indicating the situation of unpaid expenditures and which needs transfer of additional funds the request is validated by the PMU coordinator who will then give the order for the transfer of the requested equivalent amount from the BCEAO account to the Public Treasury Ordinary Account allowing the DGTCP to clear the pending payments. In case of pending payments of small amount, the DGTCP can pre-finance from the Treasury Account and get reimbursed from the BCEAO account with prior approval of the PMU Coordinator. All expenses are recorded in the Integrated Public Finance Management System (SIGFIP) as for the government spending.

Monitoring of expenditure by donor

11. For the government, funds are fungible, and activities bear no reference to a particular donor contributing to the pooled fund. However, to enable the tracking of the GPE resources which

disbursed on the basis of the IFR, all activities performed on GPE resources are identified internally by the Technical Support and Monitoring Unit (UATS) under MEMP and known by donors.

Reporting, internal controls and audits

12. IFRs are produced by the UATS at the end of each semester and submitted to the pooled fund donors. The UATS also produces a report on the implementation of the program used for the two semi-annual sector reviews.

13. Like the state expenditures, a prior- review control is carried out by the Delegation of Financial Control of MFE for all expenditures of the program. The post review control is the responsibility of General Inspectorate under MEMP through frequent verification missions during the year. In addition, the program financial statements are audited at the end of each fiscal year and the related report submitted by the independent auditor within six months after the end the related fiscal year.

ANNEX 6: Project Team

COUNTRY: Benin
Benin Global Partnership for Education Project Phase 3

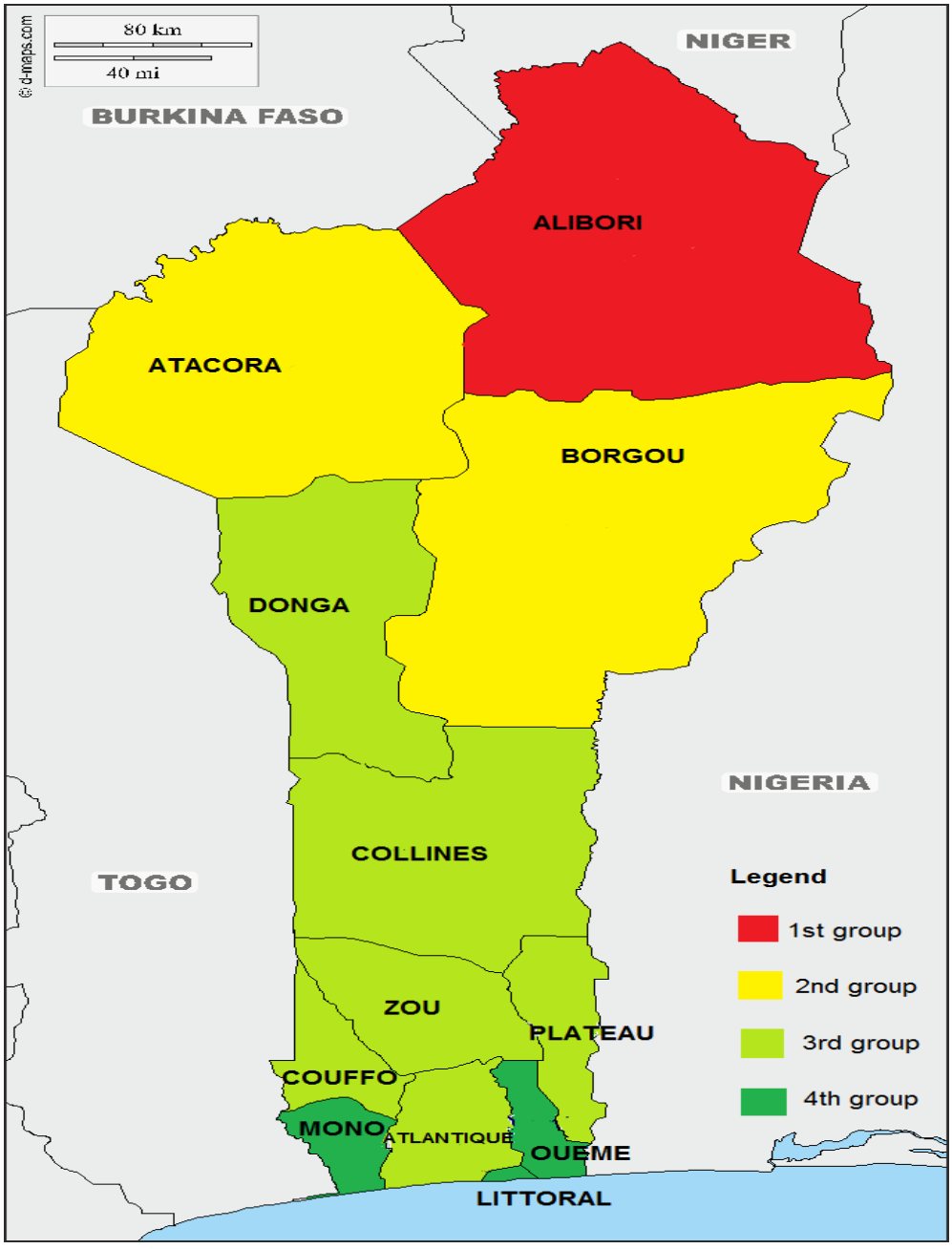
Table 6.1: Project team

Bank Staff Name	**Role**	**Specialization**	**Unit**
Yacinthe Gbaye	Team Leader(ADM Responsible)	Education	GED07
Mathias Gogohounga	Procurement Specialist(ADM Responsible)	Procurement	GGOPF
Angelo Donou	Financial Management Specialist	Financial Management	GGOAW
Ryoko Tomita	Team Member	Education	GED07
Abdoulaye Gadiere	Environmental Specialist	Safeguards	GEN07
Gertrude Marie Mathilda Coulibaly Zombre	Social Safeguards Specialist	Safeguards	GSU01
Bintou Sogodogo	Team Member	Team assistant	GED07
Saba Nabeel M Gheshan	Counsel	Counsel	LEGAM
Sylvie Charlotte Ida do Rego	Team member	Team assistant	AFMBJ

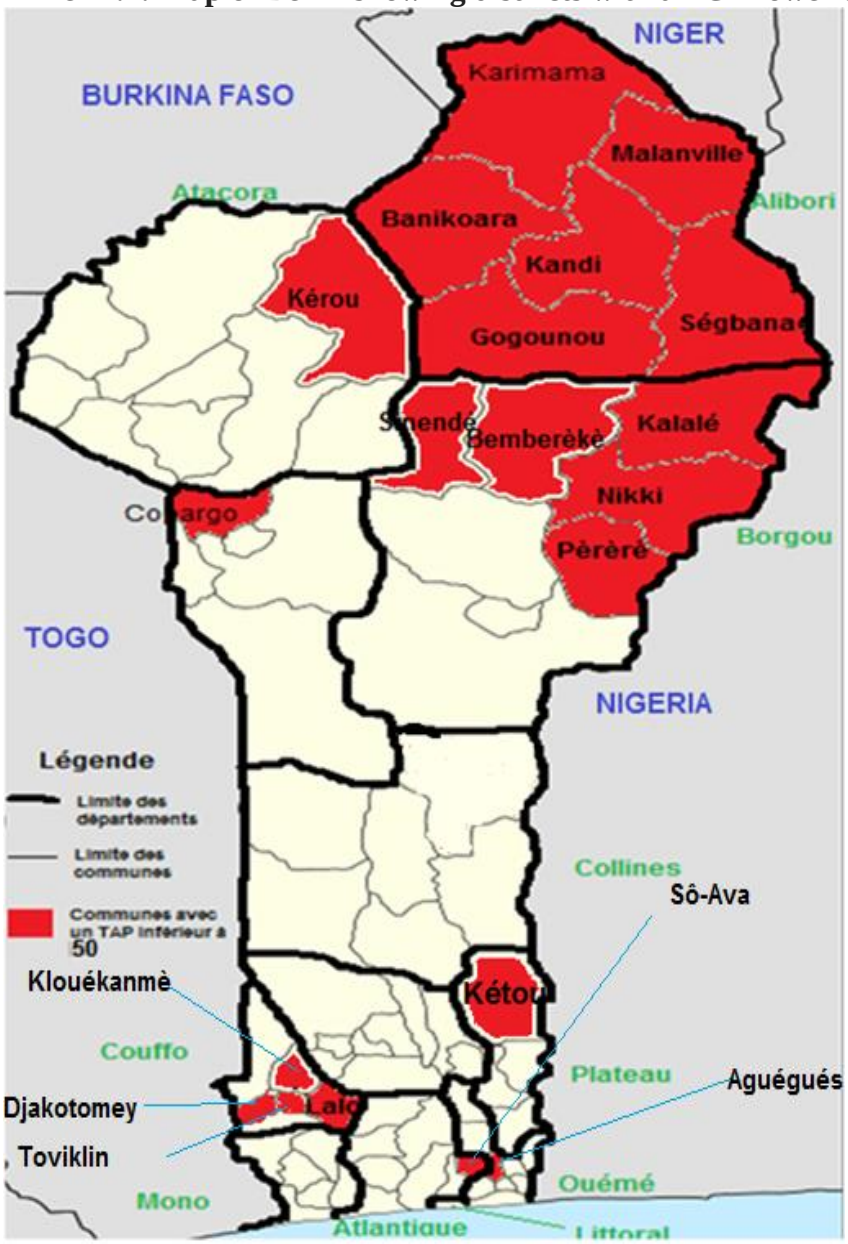
ANNEX 7: Map

COUNTRY: Benin
Benin Global Partnership for Education Project Phase 3

Annex 7.1: Classification of the regions of Benin with regards to GIR and PCR



Annex 7.2: Map of Benin showing districts with a PCR lower than 50%



Note: The following four (4) districts did not meet the criteria of "deprived districts" in 2013: (i) in the region of Couffo: Toviklin, Djakotome; klouekame; and (ii) in the region of Borgou: Bembereke