

# ABE-LINK BENIN

## FINAL REPORT

APRIL 2006-JUNE 2007



**Contract No. EDH-I-00-05-00026-00**

September 2007

This report was produced for review by the United States Agency for International Development. It was prepared by Creative Associates International, Inc.

**ABE-LINK BENIN**  
**Final Report**  
**April 2006 – June 2007**

**Creative Associates International, Inc.**  
**ABE/LINK BENIN, Task Order #80**  
**Contract No. EDH-I-00-05-00026-00**

**Submitted September 28, 2007**

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### ***Organization of the report***

*USAID requires this report to present a comparison of actual activities and results with the plan and reasons why targets were not achieved or surpassed and why activities were delayed or not carried out. Following the background and results summary sections of the report is a detailed overview of results in table form that displays the project's deliverables, their results, and observations on activities related to the deliverable. This section is followed by discussion of the context in which the project took place, lessons learned and contract management issues.*

## I. Background

Project ABE-LINK BENIN was a fourteen-month Task Order under the ABE-LINK IQC, with the goal of providing assistance to the Benin Ministry of Primary and Secondary Education (MEPS) to improve the pedagogical system and address HIV/AIDS in the education sector. It was designed to be a transitional project between USAID's flagship education reform project EQUIPE (2003-2006) and USAID's Strategic Plan scheduled to begin in 2007. The project began on April 7, 2006 and terminated on June 8, 2007. The total amount of the Task Order was \$1,240,834.

### **Objectives**

USAID/Benin's Strategic Objective for education is that *"More Children Receive a Quality Basic Education on an Equitable Basis."* Of the four Intermediate Results (IR) of USAID's Basic Education Team activities, ABE-LINK BENIN addressed:

- IR #1: Improved Pedagogical System; and
- Cross-cutting activity: HIV/AIDS in the education sector.

Within this context, the objectives of the Task Order were to:

- Provide assistance to the Ministry of Primary and Secondary Education in the newly opened teacher training institutions by developing and producing teacher training guides and student assessment tools;
- Develop and implement a monitoring and evaluation system of pedagogical activities at school and school district levels;
- Assess students' learning; and,
- Strengthen the capacity of the MEPS to provide a sectoral response to the HIV/AIDS pandemic.

### **Management**

The project activities were managed under four Result Areas, which correspond to the Task Order objectives. Creative Associates worked with two sub-contractors: JBS International/Aguirre (formerly Aguirre International and still referred to as Aguirre), for the development and implementation of a monitoring and evaluation system of pedagogical activities, and Africa Consultants International (ACI), for strengthening the capacity of the MEPS to provide a sectoral response to HIV/AIDS. The main Beninese partners were the Ministry of Primary and Secondary Education's Division of Primary Education (DEP), Division of Pedagogical Inspection (DIP), Teacher Training Colleges (ENI), and Focal Unit for HIV/AIDS (UFLS).

### **Benin context**

While USAID has assisted Benin in making impressive strides in the overall improvement of its education system, primary education continues to face major constraints. Prolonged teacher strikes have caused significant losses of classroom time and impacted student

learning over the past six years. There is a dire shortage of adequately trained teachers: in 2004, of the 25,000 teachers in the system more than 40% were not qualified to teach. The government reopened three teacher training colleges in early 2006 to remedy this problem, but the proposed number of available spaces in these institutions will not be enough to significantly address the lack of trained teachers for the foreseeable future. USAID has worked in partnership with MEPS to put in place an in-service teacher training program and will continue to refine the training and extend it more broadly throughout the system. Encouragingly, by the end of the project, a newly revitalized National Institute of Educational Training and Research (INFRE) had effectively utilized teacher training curricula and materials produced through the EQUIPE and ABE-LINK BENIN projects to begin in-service training of community teachers and form a teacher service corps. During a meeting with the Minister on the last day of the project (June 8, 2007), the Chief of Party (COP) and Minister discussed various possibilities for training community teachers.

Meanwhile, more needs to be done to address the threat of a rapid expansion of the HIV/AIDS epidemic and to mitigate the effects this could have within the education system. Benin's 2% prevalence rate is low compared to neighboring countries and has contributed to general complacency. HIV/AIDS is not really perceived as an urgent threat, a problem of development or a workplace issue. Benin has little data specifically related to HIV/AIDS and education. The government created a Focal Unit for AIDS Control (UFLS) in April 2004 within the MEPS. Its mission includes developing a strategic plan to control sexually transmitted infections (STI) and AIDS, training MEPS personnel and raising awareness of STI and AIDS. Over the life of the project, the Ministry of Primary and Secondary Education became a stronger participant in the inter-sectoral process and collaborated more closely with the Ministry of Health and its national committee and program for the fight against AIDS (CNLS and PNLS.) Activities within the primary and secondary education system afford an excellent opportunity for reaching students with HIV/AIDS messages that warn of the dangers of unprotected sex and encourage them to postpone becoming sexually active.

## II. Results

By the end of the 2004-2005 academic year, the Ministry of Primary and Secondary Education (MEPS) had completed the introduction of a new, competency-based curriculum throughout the six grade levels in primary education. Project ABE-LINK BENIN assisted the Ministry in reinforcing teacher training and monitoring systems and practices to support improved implementation of the curriculum and in strengthening the Ministry's capacity to address HIV/AIDS in the education sector.

**Result 1: Development of pre-service teacher training guides for the newly opening teacher training colleges.** Benin's pre-service teacher training colleges lacked written guidance for trainees and their tutors in the Ministry's new curriculum. ABE-LINK BENIN worked with teachers and other experts in the Ministry of Primary and Secondary Education to produce a pre-service teacher training guide. The guide covers all subjects in the curriculum and provides guidance on student assessment, psychology, legislation and professional ethics, and equity in the classroom. Gender equity and HIV/AIDS are addressed throughout. The project produced and distributed 1000 copies of these guides, primarily to meet the needs of trainees in each of the three Teacher Training Colleges (TTCs). In addition to this guide, the project revised and printed enough copies of the Primary School Students Learning Assessment Tool and the Primary School Monitoring Record for the use during the training sessions that were conducted at each of Benin's three TTCs for 90 trainers. Feedback on the utility of these documents has been very positive.

**Result 2: Monitoring and Evaluation system of pedagogical activities at school and school district levels developed and implemented.** Monitoring and evaluation (M&E) of teaching and related practices are recognized weaknesses in the education system. With support from ABE-LINK BENIN the Ministry developed and implemented a set of M&E strategies, tools and plans to help move towards the results-based style of management proposed by Benin's new president. The plans and tools were piloted by teachers, directors, pedagogical unit leaders (RUP), pedagogical counselors (CP) and inspector heads of school districts (C/CS) in 15 school districts. An evaluation of this experience pointed out specific areas of strength and weakness for each of the levels of actors. The Directors of Primary Education (DEP), Pedagogical Inspection (DIP) and National Institute for Training and Research (DINFRE) stated that these tools required that a much stronger and synergistic relationship be developed between their divisions, which they appreciated. The DIP, charged specifically with monitoring pedagogical activities in schools nationwide, expressed his support for the strategy and stated his intention to use the M&E tools in all primary schools. Even secondary teachers and inspectors are demanding similar M&E documents for their schools.

**Result 3: Assessment of students' learning.** Competency-based learning is notoriously difficult to assess, and the importance placed on exams in Benin puts an extra burden on examination systems. The examination used to grant students a certificate for completing primary education (CEP) needed attention. In June 2005, the first cohort of students completed the six years of the new curriculum, and CEP results demonstrated that the first examination under this new system had not been sufficiently rigorous (with a 98.7% pass rate). ABE-LINK BENIN was charged with analyzing the content and system of

exam administration, grading and data entry and analysis for the CEP given the following year, June 2006, with reference to the experience of previous years. Overall, the findings demonstrated an exam administration system that was effective and relatively efficient but a grading system that was not reliable. Complementary to this study was an assessment of student learning in grades 3-6, which was conducted in 175 schools nationwide in December 2006. The findings of this study were disappointing in terms of learning levels demonstrated by the majority of students but also revealed a number of effective schools – both public and private – throughout the country. Proposals for a follow-up study during the 2007-2008 academic year have been approved by the donor community and Ministry. A final study examined student learning as compared to the learner profile for students having completed six years of study. These three reports presented the Ministry with a full picture of student performance and the assessment system around the country on the new curriculum.

**Result 4: Improved management of the education sector’s response to HIV/AIDS.**

The Ministry lacked a comprehensive plan for mitigating the impact of HIV/AIDS on the education sector. In addition to helping finalize the Education Sector Policy on HIV/AIDS, ABE-LINK BENIN strengthened the Ministry’s Focal Unit on HIV/AIDS (UFLS) and improved working relationships among ministerial departments and between different Ministries in responding to HIV/AIDS. Training for central and decentralized UFLS members in the practical health and development aspects of HIV/AIDS as they are experienced in the African context was complemented by training in strategic management of the HIV/AIDS threat to educational systems. The project initiated Benin’s first multi-sectoral working session to discuss HIV/AIDS statistical indicators and pilot-tested the instrument it helped the statistical service of the MEPS to develop. An international authority in the field conducted a study of recent interventions in the sector, specifically the introduction of HIV/AIDS and life skills in student curricula and teacher development materials.

### III. Program Progress

Dates	Deliverable	Activities and Results	Observations
<b>IMPROVED TEACHING PERFORMANCE</b>			
<b>Result 1. Development of pre-service teacher training guides for the newly opening teacher training colleges</b>			
<p>Date due: October 31, 2006</p> <p>Date Submitted: April 10, 2007</p>	<p>1. One pre-service teacher training guide based on the existing competency-based approach and curriculum developed and implemented in each of the following subject components: French, Math, Science and Technology Education, Social Education, Art Education, Physical Education, Student Assessment, Psychology, Legislation and Professional Ethics, and Equity in the classroom. Gender balanced, HIV/AIDS awareness, and messages are integrated where appropriate in the guide.</p>	<p>This guide was written by curriculum and teacher training experts from the Primary Education and Pedagogical Inspection divisions (including practicing teachers, directors and inspectors) as well as technicians from the Ministry's Human Resources and Planning and Forecasting Divisions. The guide is organized in three sections: Legislation, Ethics and Professional Training; Teacher Knowledge; and Pedagogical Practices. Gender Equity and HIV/AIDS were addressed throughout the manual; they were also treated as specific subjects within the Teacher Knowledge and Pedagogical Practices sections of the guide, figuring as subjects for specific reinforcement within the context of teacher training sessions. Key Ministerial texts, to which teachers often lack access, were included in the appendix, bringing the length to approximately 300 pages.</p>	<p>Production of this training guide began early on in the project, but the Result 3 Evaluation research activities took precedence over the development of this guide through the first two quarters of the project, which delayed the production schedule. The initial version of this guide was used during the training of Teacher Training College trainers in April-May 2007 and revised to include their feedback before being finalized and printed. Discussion with Ministry officials and teachers during and outside of the workshops revealed a high level of interest for this guide, going well beyond teacher trainees to practicing teachers and education officials.</p>

<p>Date due: November 30, 2006</p> <p>Date Submitted: June 6, 2007</p>	<p>2. 900 copies of the pre-service teacher training guide reproduced and delivered to MEPS. Delivery proof submitted to USAID TOCTO.</p>	<p>1000 copies of this guide were produced, 70 of which were distributed to the technicians producing the guide as well as various divisions of the Ministry. The remaining 930 (310 for each of the three teacher training colleges) were formally presented to the Minister during a ceremony at the Porto Novo Teacher Training College on June 6, 2007.</p>	<p>The printing of the teacher training guide, originally planned for November 15, 2006 was an administrative task that pending finalization of the guide itself (deliverable 1.)</p>
<p>Date due: August 14, 2006</p> <p>Date Submitted: August 14, 2006</p>	<p>3. Primary School Students Learning Assessment Tool revised for all the six grades in French, Math, Social Education, Art Education, Scientific and Technology Education, and Physical Education and, 90 copies reproduced for teacher trainers at the newly opened teacher training colleges. Print-ready CD and 2 printed hard copies in French delivered to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>During the months of July and August 2006, local consultants with considerable experience in the production of training documents and assessment tools worked together with Ministry colleagues to produce these tools. The TOCTO shared these documents with Ministry officials in order to solicit their input for improvement, which was integrated into finalized versions of the tools. These tools were compiled in booklet form, printed and distributed to participants in the Training of Trainer sessions (deliverable 5.) Feedback on the utility of these documents has been very positive.</p>	<p>This collection of tools was further revised throughout the year based on the requests of and in collaboration with Ministry colleagues. This collection has proved to be an essential element in the furtherance of training in competency-based evaluation. The trainers receiving these tools (and initial training in their use) were very enthusiastic regarding the practical nature of these tools.</p>
<p>Date due: September 15, 2006</p>	<p>4. Primary School Monitoring Record revised for all the six grades in French, Math, Social Education, Art Education,</p>	<p>This monitoring record was produced in tandem with the evaluation tools (deliverable 3) and distributed to teacher trainers during the training</p>	

<p>Date submitted: September 15, 2006</p>	<p>Scientific and Technology Education, and Physical Education and 90 copies reproduced for teacher trainers at the newly opened teacher training colleges. Print-ready CD and 2 printed hard copies in French delivered to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>sessions that took place at each of the three teacher training colleges.</p>	
<p>Date due: December 15, 2006  Date submitted: May 30, 2007</p>	<p>5. Teacher trainers at the newly opened teacher training colleges trained on the use of the Guide, the Learning Assessment Tool and the Monitoring Record. Training report in French submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>The Pre-Service Teacher Training Guide (deliverable 1), along with the Primary School Students Learning Assessment Tool (deliverable 3) and the Primary School Monitoring Record (deliverable 4) provided the basis for the 3-day training sessions that were undertaken at each of the three teacher training colleges (Porto Novo, May 2-4; Abomey, May 8-10, Djougou, May 14-16) (See Appendix 1 for participant lists.)</p>	<p>The training of trainers for deliverable 5 could not be undertaken in the autumn, as originally planned, because the teacher training guides had not been produced. However, the spring training worked out to be more strategically appropriate because Ministry individuals responsible for the training of the new cohort of student teachers were not named until March 2007 (Please see the Challenges section for further detail.)</p>

<b>Result 2. Monitoring and Evaluation system of pedagogical activities at school and school district levels developed and implemented</b>			
<p>Date Due: August 30, 2006</p> <p>Date Submitted: August 25, 2006</p>	<p>6. The document on the responsibilities of the Inspector Head of school district drafted by MEPS (DEP and DIP) that determines the roles and functions of inspectors heads of school districts (C/CS) finalized. Print-ready CD and 2 printed hard copies in French delivered to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>The document outlining the roles and responsibilities of inspector heads of school districts (C/CS), an initial version of which had been adopted by the DEP and DIP in January 2006, was updated by a local consultant working with experts from those two <i>Directions</i> during July 2006. On July 31, the document was validated in a dynamic meeting gathering C/CS from 15 <i>circonscriptions</i> as well as experts from the whole range of ministerial actors.</p>	<p>This document, in addition to being the foundation on which the three related plans and tools were based (deliverables 7-9), has been used by the Ministry in several new strategies. The division of secondary education has requested that a similar document be produced for that level of schooling.</p>
<p>Date due: September 29, 2006</p> <p>Date submitted: September 29, 2006</p>	<p>7. A plan to revitalize the teachers support network (RAP) developed and implemented in 15 selected school districts. Print-ready CD and 2 printed hard copies in French delivered to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>The deliverable 6 document outlining the responsibilities of C/CS served as the foundation for elaboration of this revitalization strategy. Dr. Alfred Frederick, primary consultant for sub-contractor Aguirre, proposed initial versions of these tools, which he had developed with a group of Beninese experts in July and August 2006. A workshop bringing together most of the same actors that had participated in the July 31 validation seminar for the</p>	<p>The language for this deliverable state that the plan should be developed and implemented. However, given the early date of submission of the deliverable (before the beginning of the academic year in October) and the fact that the content of deliverable 10 is specifically described as evaluating implementation of the plan, implementation of the revitalization plan took place during the 2006-2007 academic year and is described in the</p>

		<p>aforementioned responsibilities document and who were involved in the implementation of the revitalization strategy and assessment tools in the fifteen selected school districts, was held during the week of August 7-11. During and after the workshop, these tools, along with their implementation plans (deliverables 8 and 9), were harmonized and finalized by project staff and Ministry partners before being validated on September 25, 2006.</p>	<p>deliverable 10 report.</p>
<p>Date due: September 29, 2006</p> <p>Date submitted: September 29, 2006</p>	<p>8. An Inspector head of school district (C/CS)'s monitoring and evaluation (M&amp;E) tool and an implementation plan for the 15 selected school districts developed. Print-ready CD and 2 printed hard copies in French of Inspector head of school district Performance Monitoring and Evaluation Plan delivered to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>As with the deliverable 7 plan, the deliverable 6 document outlining the responsibilities of C/CS and pedagogical counselors (CP) served as the foundation for elaboration of these M&amp;E tools and the implementation plan.</p>	<p>The M&amp;E tools were produced not only for the C/CS but also for the pedagogical counselors (CP) in order to fully delimit the responsibilities for all the levels of actors in the system. The tools for the C/CS and CP have been particularly helpful and discussion surrounding the indicators quite heated due to the fact that there have traditionally been many inexplicit expectations of C/CS as well as unclear job descriptions. The C/CS have sometimes been referred to as the Achilles heel of the educational system, especially in the context of decentralization,</p>

			since there is so much responsibility for efficient operation of the system that centers on them from the top and the bottom.
Date due: September 29, 2006  Date submitted: September 29, 2006	9. A teacher's monitoring and evaluation (M&E) tool developed and an implementation plan developed in 15 selected schools. Print-ready CD and 2 printed hard copies in French of Teacher performance monitoring and evaluation plan delivered to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.	As with the deliverable 7 revitalization plan and deliverable 8 M&E tools for C/CS and CP, the deliverable 6 document outlining the responsibilities of C/CS served as the foundation for elaboration of these M&E tools and their implementation plans for teachers, school directors and pedagogical unit leaders (RUP). Representatives of all these levels took part in the development of these tools and plans.	In order to provide M&E tools and implementation plans to the full range of actors in Benin's primary education system, the development of tools and plans for this deliverable went beyond those for teachers to include those for school directors and pedagogical unit leaders (RUP).
Dates due: December 22, 2006  March 30, 2007  Dates submitted: December 22, 2006  March 30,	10. The plan to revitalize the RAP and the M&E tools for C/CS and teachers implemented in 15 selected school districts. Quarterly implementation report in French submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.	The first quarterly report was submitted very soon after the official launching on November 2, 2006 of the RAP revitalization plan and M&E tools for various actors. From December 12-14 there was a series of meetings to evaluate the level of implementation of the tools. These meetings were held with 20 pedagogical counselors on the first day, 30 school directors and pedagogical unit leaders the	The process of implementing the RAP revitalization plan and using the M&E tools developed was of great interest to the Minister. On December 1, 2006, the Director of primary education (DEP) wrote to the project requesting information regarding the implementation of the documents validated the previous months. The project duly responded on December 6, 2006.

2007		<p>second, and 15 inspector heads of school districts the third. Participants completed questionnaires regarding the strengths and weaknesses and the vision of their school districts and schools, as well as providing quantitative information, including the number of school visits undertaken since the beginning of the academic year. This data was analyzed and the first quarterly report submitted in December. Consultations were held with each of these groups of actors in February-March, which provided background for the second quarterly report and paved the way for the overall evaluation of the M&amp;E system that was undertaken in April and May. A circular letter from the Minister to the various actors engaged in this process was dispatched on March 30, 2007 (See Appendix 2).</p>	
<p>Date due: May 18, 2007</p> <p>Date submitted:</p>	<p>11. Performance of 15 selected teachers support network (RAP) globally assessed and assessment report in French submitted to USAID TOCTO and, upon approval by the USAID TOCTO,</p>	<p>Deliverable 11 was achieved through a large-scale assessment of all actors who make up the National Pedagogical Network – C/CS, CP, RUP, school directors and teachers – which took place in</p>	<p>Of the four reports, this report was the global summary of the teacher support network. It was more analytical and oriented to defining the future direction of the teacher support network. Therefore, it was</p>

May 30, 2007	to MEPS.	fifteen target school districts nation-wide, with the collaboration of the Pedagogical Inspection Division (DIP) and the Primary Education Division (DEP). The assessment mobilized actors to utilize the M&E tools in their own contexts. Analysis of the results served as the basis for the final deliverable reports of this result area.	the most conceptually challenging and time-consuming of the reports and built on the content of its sister reports. As a result of these characteristics, it was submitted two weeks later than planned.
Date due: May 18, 2007  Date submitted: May 18, 2007	12. The performance of 15 Inspectors Heads of School Districts assessed and assessment report in French submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.	The Inspector heads of schools (C/CS) of the 15 target zones were assessed by Ministry officials from the Pedagogical inspection division (DIP) and the Primary education division (DEP) during a field mission from April 23 – May 7, 2007. The M&E tool developed for deliverable 9 was used by Ministry officials to evaluate the C/CS performance in the domains of administration, pedagogy, material and financial management, and school and community relations.	This assessment revealed several important aspects of the C/CS work. For example, there is a great deal more administration involved in their job than is commonly understood, while the pedagogical aspects are somewhat unclear due to the increased roles of pedagogical counselors (CP) and even directors in the evolving and less centralized system.
Date due: May 18, 2007  Date	13. Performance of all of the pedagogic counselors in each of the 15 selected school districts assessed and assessment report in French submitted to USAID	The 50 pedagogic counselors (CP) of the 15 target zones were evaluated by a mixed team of officials from the Pedagogical inspection division (DIP) and the	The assessment of this group of CPs revealed domains where considerable efforts for improvement are required. These

submitted: May 18, 2007	TOCTO and, upon approval by the USAID TOCTO, to MEPS.	Primary education division (DEP) during a field mission from April 23 – May 7, 2007. The data used in this assessment was collected using the M&E tool developed for CPs in deliverable 9. Of the 50 pedagogic counselors (CP), only nine were female.	include: statistical data collection and management; quarterly identification of pedagogical problems; monitoring pedagogical unit (UP) session; updating pedagogical documents; and, especially monitoring the application of curricular standards.
Date due: May 18, 2007  Date submitted: May 23, 2007	14. Performance of 120 teachers, gender balanced, including school directors and pedagogical unit leaders from both private and public sector in 15 school districts assessed and assessment report in French submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.	From April 23 – May 7, a mixed team from the Pedagogical inspection (DIP) and Primary education (DEP) divisions of the Ministry assessed the performance of 120 teachers, school directors and pedagogical unit leaders (RUP) from public and private, rural and urban schools in the 15 target school districts using the M&E tools developed for deliverable 9.	The amount of data that was generated for the 120 teachers assessed required additional time to analyze, resulting in a submission date one week later than the previous two reports. The director of pedagogical inspection used these tools, too, demonstrating that they are being integrated into the overall educational system.
<b>Result 3. Assessment of Students' learning</b>			
Date due: March 30, 2007  Date submitted: March 30, 2007	15. Performance of grades 3 (CE1), 4 (CE2), 5 (CM1) and 6 (CM2) students, within the framework of the implementation of the new study programs, assessed. One copy in English and one copy in French of the assessment report submitted to USAID TOCTO and, upon	This report assessed the performance of over 11,000 students from 175 schools in grades 3 (CE1), 4 (CE2), 5 (CM1) and 6 (CM2) within the framework of the new study programs. It was the fruit of an extensive set of activities starting in May 2006, climaxing during the week of field	An average of 2,100 students (6,336 total) from each of the grade 3-5 classes of the 175 schools selected nationally were tested using instruments specifically developed for this study, while the 2006 primary leaving exam (CEP) results of all 5,553 students of the 175 selected

	approval by the USAID TOCTO, to MEPS.	testing from December 11-15, 2006 and culminating in the final analyses found in the report. International consultant Maurice Garnier led the project's Pedagogy team, ministerial counterparts and field researchers in conducting this study. The project's Management Information Specialist provided extensive assistance with data entry and analysis, initial editing for the 6,336 tests administered to grades 3-5, and getting cooperation of the Ministerial database to access detailed results for the primary leaving exam (CEP) results (grade 6) for these same schools. The Pedagogy team and COP worked with the consultant in the production of the final document. (Appendix 3 contains the final document.)	schools were analyzed for the grade 6 student results. The 11,889 students from 175 schools tested exceeded contractual requirements that 8,400 students in 175 be tested. The findings of this report are very disappointing overall, with very few students performing at a satisfactory level. However, it revealed large differences in performance among schools with comparable characteristics, suggesting that there is fertile ground for the study of effective schools in Benin. The results of this study were shared with the Ministry and donor community during presentations on April 19 and 26, 2007.
Date Due: September 15, 2006  Submitted: October 16, 2006	16. Primary School Leaving Exam (CEP) results tracked and two (2) copies of the report in French containing a trend analysis based on statistical data both at national and school levels submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.	ABE-LINK BENIN and USAID staff agreed in June 2006 that the CEP exam – the Ministry's own instrument for measuring student performance at the end of grade 6 – would also be the best measure of the extent to which students are meeting curriculum objectives. Use of the CEP also provided the	There were many difficulties with statistical data from the Ministry as well as from the re-scoring exercise, and delays in transmitting and analyzing the data led to unavoidable delays. Fortunately, the activities required for completion of this deliverable provided close working

		<p>opportunity to examine the accuracy of scoring of this high-stakes exam.</p> <p>Following design of the study with consultant Maurice Garnier, the project's Pedagogy team undertook two field trips in June and July 2006 in order to supervise re-scoring of 600 student exams (comprised of six subject exams each from 50 departments. That same week, the project's Management Information Specialist, accompanied by a colleague from the Ministry's Statistical Service, visited each of the departmental Statistical Services to collect the CEP exam data and to ensure that it contained the information needed for the deliverable 16 analysis. The field-based team compiled the raw data and provided the contextual and historical information, while Dr. Garnier conducted the statistical analyses and provided interpretations of the statistical results for the final report.</p>	<p>opportunities with MEPS and effective knowledge-sharing.</p>
<p>Date due: September 29, 2006</p>	<p>17. Student as an end product of the competency-based curricula after 6 years of training in the new</p>	<p>This study was complementary to the two previous. It deepened the analysis of information on the CEP</p>	<p>It was originally envisioned that the report assessing students' performance on the competency-</p>

<p>Date submitted: June 8, 2007</p>	<p>study programs, with particular reference to the learner's profile as defined by MEPS, assessed. One copy of English and French assessment report submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>2006 with a study of the validity of the CEP as it relates to the learner profile. It evaluated results from a case study of pupils who completed their primary studies between 2002 and 2004 at one of the thirty pilot schools for the New Study Program. In addition, the Pedagogy team analyzed the most frequent observations of school users (e.g., students, parents, and teachers) on student learning following the primary cycle. These various sources of information were synthesized for this report.</p>	<p>based curriculum (deliverable 17) would be undertaken by Dr. Garner, who conducted the two other studies for this Result Area. However, given the great amount of work for the other Result 3 area studies, the consultant was unable to undertake this report, and the project's Pedagogy team conducted the study instead. Although essential groundwork had already been laid (e.g., analyses of learner profile by Ministry experts) undertaken in August 2006, work on this report was delayed several times due to conflicting priorities.</p>
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**Result 4: Improved management of the education sector's response to HIV/AIDS**

<p>Date due: September 29, 2006</p> <p>Date submitted: September 29, 2006</p>	<p>18. Draft of the Education Sector Policy on HIV/AIDS finalized. CD-Rom and 2 printed hard copies in French submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>Although the draft Education Sector Policy on HIV/AIDS had been validated on January 25, 2006, four major documents that appeared in 2006 necessitated an update. On July 13 the HIV/AIDS team sent copies of a draft, which integrated information from the four new documents into the previously validated policy document, to partner organizations</p>	<p>The education sector policy was the first to appear from a non-health sector in Benin and as such was much appreciated by the National committee and National project on the fight against HIV/AIDS (CNLS and PNLs). The project's HIV/AIDS Expert met with the Education Minister's Cabinet Director on December 27 to present him with this policy document and other activity</p>
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		<p>for suggested revisions. Responses from partners were provided by mid-August and demonstrated conscientious analysis of the draft document. In August and September the ABE-LINK BENIN team held several working sessions with central UFLS members to integrate suggested revisions into a final draft. On September 25, the UFLS validated the final draft, which was sent to USAID. ABE-LINK BENIN presented the final version of this policy document to the Minister of Primary and Secondary Education on November 30, after integrating recommendations made by USAID and ACI.</p>	<p>reports and explain the actions undertaken by the project.</p>
<p>Quarterly Reports – submitted on due dates:  July 31, 2006  October 31,</p>	<p>19. Twenty members of the UFLS of the MEPS trained on the key aspects of HIV/AIDS and development issues such as addressing stigma and building a decentralized and supportive infrastructure for HIV/AIDS prevention, care, and support, the impact of the pandemic on the education sector and the</p>	<p>Reinforcement of the human capacity of the UFLS was the focus of subcontractor ACI’s initial mission to Benin from July 16-22. Gary Engelberg, Director of ACI’s Health Section, accompanied by Dr. Fatim Louise Dia, ACI’s HIV/AIDS Specialist, met with the National committee on the fight against HIV/AIDS</p>	<p>In a direct response to one of the suggestions made during the July 19-21 workshop, the ABE-LINK BENIN HIV/AIDS Expert and two members of the UFLS visited the Teacher Training Colleges of Porto Novo (August 18), Djougou (August 28) and Abomey (August 30) in order to provide information and raise awareness among this</p>

<p>2006</p> <p>January 31, 2007</p> <p>April 30, 2007</p> <p>Submitted: On all the above dates</p>	<p>development of a sector response to the pandemic. Quarterly reports in French on the status of training underway or completed submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>(CNLS), the National program on the fight against HIV/AIDS (PNLS), the Education Ministry's Director of Planning and Forecasting (DPP) and the DPP's Statistical Service (SSGI) during their first couple of days in-country in order to begin the process of building partnerships among key HIV/AIDS actors in Benin. From July 19-21, the ACI team conducted an intensive training session on HIV/AIDS and Development for 28 central and department-level UFLS members as well as NGOs working with HIV/AIDS in Benin. The subsequent quarterly reports described the ongoing training activities undertaken by the UFLS with the Ministry's decentralized structures and other UFLS activities linked to their capacities developed through this workshop and support from the project.</p>	<p>first generation of Teacher Training College graduates<sup>1</sup> about the current situation and impact of HIV/AIDS on families, children and communities, the role of the school, stigmatization, discrimination and sexual harassment. Although these sessions took place at the very end of the academic year, 607 of the total of 900 trainees attended the sessions, along with many of their trainers. (Please see the participant list in Appendix 1.)</p>
<p>Date due: April 30, 2007</p>	<p>20. MEPS Management Information System Division (SSGI) assisted in developing an</p>	<p>In order to launch the process for these indicators, an innovative workshop from October 4-6</p>	<p>Actual implementation of the collaborative process for refining indicators, agreed to during the</p>

<sup>1</sup> These three Teacher Training Colleges were opened in January 2006 following a period of several years when initial teacher training had been, for all intents and purposes, suspended due to structural readjustment budget cuts.

<p>Date submitted: April 30, 2007</p>	<p>approach and relevant indicators to monitor the extent of the impact of HIV/AIDS on the sector. Activity report in French submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>brought together participants from the Ministry of Primary and Secondary Education (MEPS), the Ministry of Health (including two key organizations – the National Committee on the Fight against HIV/AIDS – CNLS, and the National Program on the Fight against HIV/AIDS - PNLs), the Ministry of Family and Women, as well as several research institutions and NGOs. Subcontractor ACI, bolstered by a statistician/demographer and a sociologist from its partner organization CAREF (<i>Centre d’Appui à la Recherche et à la Formation</i>) led this activity. Eight indicators were agreed upon, four of which require input from the MEPS and four others for which the information exists already within the PNLs data collection instruments but whose content could be modified slightly to better include the concerns of the education sector. A data collection questionnaire for HIV/AIDS-related issues in schools, initially proposed by the UFLS and SSGI in December</p>	<p>October workshop, encountered bureaucratic uncertainty due to the inter-sectoral nature of the work. Though the commitment to produce and share these vital statistics is stronger amongst some partners than others, the process that has been set in motion and agreement amongst the partners on the pertinence of the indicators should be formalized by the forthcoming “single system” manual that will be finalized by the CNLS by the end of June 2007. (See the participant list in Appendix 1.)</p>
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		<p>2005, was revised to provide the specific information needed for the indicators adopted by the greater group.</p> <p>The project assisted the SSGI to pilot test the questionnaire in the Oueme department during the national statistical days in April 2007.</p>	
<p>Date due: April 30, 2007</p> <p>Date submitted: April 30, 2007</p>	<p>21. Twenty members of UFLS of the MEPS trained to manage the education sector response including program development, program management, planning, budgeting, monitoring, evaluation, research, reporting, partnership development, networking, resource mobilization, etc. Two (2) copies of the quarterly reports in French on the status of training underway or completed submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>A training workshop to reinforce the UFLS capacities for managing the response to HIV/AIDS in the education sector was held from January 23-26 in Abomey. The objectives of the workshop were to:</p> <ol style="list-style-type: none"> <li>1. Identify and understand quality management for a sectoral response;</li> <li>2. Raise UFLS awareness of the key aspects of sectoral management of the response to HIV/AIDS;</li> <li>3. Analyze UFLS capacities for operational and strategic management;</li> <li>4. Discuss the mechanisms and process for reinforcing the UFLS and opportunities for intra and</li> </ol>	<p>Strategic management was a concept foreign to most participants at the January training sessions and introduction of management ideas and tools will take some time to be integrated into MEPS operations. The relationships formed between the participants should be very helpful for future activities. (See the participant list in Appendix 1.)</p>

		<p>inter-sectoral coordination and communication;</p> <p>5. Make recommendations for the improvement of strategic management of the response to HIV/AIDS within the Ministry. Subcontractor ACI managed this workshop, which gathered over a 4-day period 30 individuals from various divisions of the MEPS, CNLS, WHO, PSI, PLAN and USAID.</p>	
<p>Date due: April 30, 2007</p> <p>Date submitted: April 30, 2007</p>	<p>22. Twenty members of the UFLS at national level and 105 at decentralized level and stakeholders in the 15 selected communes trained on aspects of prevention (including education, behavior change communication techniques, and stigma reduction), treatment, care and support (specifically for orphans and vulnerable children) and HIV/AIDS in the workplace. Two (2) copies of the quarterly progress report in French on the status of training underway or completed submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>From February 18-March 11, a group of ACI consultants, including Laurence Codjia, Djiby Sow and Abdoulaye Konaté, worked with the Ministry's AIDS Focal Unit (UFLS) to organize a series of four workshops. The first workshop was designed to help the central UFLS members consolidate their management and communication skills so they could play a central role in conducting a series of three decentralized workshops for the departmental, communal and school-based antenna of the UFLS. In these subsequent workshops, education officials, National AIDS</p>	<p>Preparation of the UFLS members to manage the decentralized workshops, both in terms of content themes and overall workshop organization, was undertaken during the national-level workshop, and the UFLS members' responsibility level at the decentralized workshops considerably reinforced their capacity.</p> <p>The three workshops had quite different dynamics, largely due to the level of exposure of the participants to HIV/AIDS. For example, based on participant reactions and discussions, there seem to be many myths regarding</p>

		<p>organizations, NGO representatives, high-school-based Anti-AIDS clubs and Persons Living with HIV/AIDS gathered in Parakou, Abomey and Abomey-Calavi. Participants joined in thought-provoking discussions and emotion-packed simulation activities based on the experience of Africans across the continent as well as their neighbors in Benin. This leadership experience strengthened the skills of UFLS members to manage these types of workshops and reinforced the network among actors the education system, national HIV/AIDS organizations and NGOs involved in the fight against AIDS.</p>	<p>the inexistence of HIV/AIDS that are still prevalent in the north of the country. The local NGO participants at each of the sessions considerably enriched the understanding of HIV/AIDS in the context of Benin. One hopes that the networks created through these workshops will reinforce the relationships between individuals and organizations locally and nationally.</p>
<p>Date due: March 30, 2007</p> <p>Date submitted: March 30, 2007</p>	<p>23. Recent interventions in the sector, specifically introduction of HIV/AIDS and life skills in student curriculum and teacher development materials assessed and recommendations made for next steps. One English copy and one French copy of the assessment report submitted to USAID TOCTO and, upon approval by the USAID TOCTO, to MEPS.</p>	<p>Dr. Georges Tiendrebeogo, from the Dutch Royal Tropical Institute (KIT), and Djiby Sow, from ACI, were in Benin from February 11-22 to undertake research for the assessment of recent interventions in the education sector, specifically reviewing the introduction of HIV/AIDS and life skills in student curriculum and teacher development materials.</p>	<p>Dr. Tiendrebeogo's international expertise on the topic of HIV/AIDS and life skills provided a broader context in which to understand the efforts that Benin has made in tackling these topics within its primary-level curricular materials and teacher training.</p>

		<p>They collected a large array of materials, visited communities in the North and Central parts of the country, and interviewed individuals including Ministry officials, representatives of international organizations, curriculum specialists, teachers, students, etc.</p> <p>Dr. Tiendrebeogo conducted the analysis of these varied materials and submitted his report, which is of interest to HIV/AIDS organizations within and without the MEPS.</p>	
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### III. Participant Training

ABE-LINK BENIN directly trained over 300 individuals working within the Beninese education system, most of them senior teacher trainers or HIV/AIDS experts at the central and decentralized levels. The participants received training on topics ranging from teacher education and student assessment in an education system based on competency-based learning to strategic management of the impact of HIV/AIDS in the education sector. Detailed information regarding the nature of the workshops and trainings conducted by ABE-LINK BENIN are included in this report's Section II, Program Progress, for deliverables 5, 19, 20, 21, and 22. Complete participant information can be found in Appendix 1.

### IV. Political Context

The political context of the project during implementation proved very exciting.

#### **Teachers**

Dissatisfaction with the situation of teachers in Benin is widespread: most teachers have not received adequate training (less than 40% of primary teachers having graduated from Teacher Training College and fewer than that at the secondary levels); the remaining 60% have only year-to-year contracts and few or no benefits; and the quality of classroom teaching suffers from the lack of motivation for teachers stemming from this poor professional situation. Although teachers have been more satisfied by benefits paid to them over the past year, there are still many issues for which they are seeking satisfaction from the government and recognition of the legitimacy of their claims from the Education Ministry. The teachers' unions at all levels of the education system undertook a mutual strike from December 4-8, during which public schools and the university were closed. The president negotiated with top union leaders for a moratorium on strikes over the next six months (leading up to legislative elections), but there are already further threats of strike action. This atmosphere of unease is reflected in the negative attitude among the public with regard to the education system, and the blame for many of the problems is often unfairly placed on the education reform (i.e., New Study Program.)

#### **Free Primary Schooling**

Starting with the academic year in October 2006, a presidential decree took effect, reinforcing existing measures to ensure that education is indeed free for all primary students. Due to this decree, there was an increase in enrollments. Statistical teams were sent out to the field to determine the exact effect of this decree, resulting in plans for the construction of new classrooms and the hiring of new teachers.

#### **National Education Forum**

The National Forum on the Education Sector was held February 12-16, 2007. This was a national event, similar in scope to the *Etats Généraux de l'Education* that had taken place in October 1990 as a follow-up to the country's National Conference and which set in motion the process of education reform. The stakes were high, since several teachers' unions, with considerable media attention, had vowed that they would make sure that

Benin's education reform process, featuring a competency-based New Study Program, was halted. During the month of January and the first half of February, the Ministry focused most of its attention on preparation for this forum. This meant that project activities involving Ministry actors (specifically the Statistical Service – SSGI) were slightly delayed, and that two of the Ministry's resource persons who worked for the project (the Pedagogy Specialist and Monitoring and the Evaluation Advisor) devoted a significant portion of their time to this national event.

Although the Ministries dealing with Higher Education and Technical/Vocational Education were involved in the forum, the spotlight was clearly on the Ministry of Primary and Secondary Education and the case it would make for continuing the New Study Program (henceforth called the Study Program, since the curriculum is no longer "new"). Accepting that there had been errors in the implementation of the education reform and calling on teachers and administrators to demonstrate a renewed commitment to the professional and ethical standards necessary for a strong education system, the forum overwhelmingly demonstrated its commitment to continuing the process of education reform following (and improving) the Study Program.

## V. Challenges

### **Teacher Training Colleges**

The second Teacher Training College (ENI) academic year, which was originally scheduled to begin in October 2006, did not begin until March 12, 2007. This was largely the result of some serious reorganization of the ENI structure. The previous (and first) cohort of ENI graduates had only received eight months of training, beginning in February and ending in September 2006, but the Ministry made a commitment to a full twelve-month training program for the second cohort of trainees and is considering, in the future, instituting a two-year program. Along with this commitment for a longer period of training, the Ministry has designated, primarily amongst recently qualified Pedagogical Counselors (CP), a greater number of full-time trainers for each ENI. These improved conditions will enable the training sessions planned for the next quarter to have a stronger impact on the teacher training system.

### **School Realities**

During field work for the Deliverable 16 student assessment, the Pedagogy Team members were able to observe the reality of the education system in schools throughout the country. They were disturbed to note that some schools had started classes weeks or even months after the official opening of the academic year on October 2. Directors at these schools explained that they had not received materials or that the school was not fully staffed, and that there had been a two-week training session at the beginning of the year (October 9-20) that prevented them from starting classes. But it is evident, since other schools were able to start under the same conditions, that the lack of monitoring and control within the system allows for considerable abuses of responsibility, particularly by school directors. This is a problem that Result 2 Monitoring and Evaluation activities seek to address. Considering the extent to which the culture of laxity has permeated into the inspector, director, and teacher corps, this is a significant challenge.

Related to the amount of unauthorized as well as authorized absence of classroom teachers from their posts is an ongoing problem for the Beninese education system: the insufficient amount of time spent in class. With only 32 weeks scheduled per year – a minimum at the international level – the days and weeks lost at the beginning of each school year (there are currently no “teacher days” scheduled preceding the official startup of classes), and the weeks lost at the end of the year due to exams being scheduled often a month before the end of classes, not to mention the days, weeks and sometimes months lost to teacher strikes, result in students not having a very good chance of benefiting from the class time they need for a full school year. The Pedagogy Team members of ABE-LINK BENIN (and previously EQUIPE) have been lobbying education policy-makers over the past years on this issue, and it seems that the message is finally getting across. Management of class time was a topic studied during the education forum in February 2007. Most significantly, the 2007-2008 academic year is scheduled to begin on September 17, 2007 – more than two weeks earlier than any school year in recent history. We hope that this trend toward bringing Benin in line with international standards for time spent in class will continue in the coming years.

### **UFLS**

The HIV/AIDS Focal Unit (UFLS) is part of the Education Promotion Division (DPS) of the Ministry, which is also charged with such high-profile activities as girls’ education and school feeding programs. The relationship between the UFLS and DPS has not been as positive and interactive as could be desired, due both to the administrative weakness of the UFLS (in not communicating to the DPS its activity reports) and personality clashes between the heads of the two groups. This poor relationship has had the effect of limiting the participation of the DPS in UFLS training sessions with subcontractor ACI, with the effect that the UFLS has not had a strong Ministerial advocate (the role of the DPS) in disseminating the knowledge of and commitment to HIV/AIDS issues within the Ministry. In order to rectify the problem of poor dynamics existing between the UFLS and the DPS, the DPS called a meeting on March 21 bringing together the UFLS and two high-level DPS members (including the Director) as well as ABE-LINK BENIN and USAID. In the presence of ABE-LINK BENIN and USAID, expectations on both sides were clarified regarding submission of reports and other types of communication. Project members and USAID then withdrew to enable the two groups to deal with internal matters. We hope that the relationship between the ever-maturing UFLS and the DPS will improve to allow for a stronger representation of HIV/AIDS issues in the Ministry as a whole.

### **Education Statistics**

Both the Pedagogy and HIV/AIDS teams confronted a long-standing problem that was repeatedly highlighted by the national press as well as the international donor community – the poor quality of Benin’s educational statistics. Analysis of historical data related to the CEP exam, found mostly at the *Direction des Examens et Concours (DEC)*, was hampered by inconsistency in the types of files containing the data, the variety and organization of the information available (or unavailable), viruses in the source files, and a lack of documentation regarding official decisions on what constitutes a passing grade

year by year. An initial analysis of the types of statistics and indicators concerning HIV/AIDS available from a wide variety of sources by subcontractor ACI demonstrated that HIV/AIDS statistics are not yet part of the information collected by the education sector.

The Ministry's Statistical and Management Information Service (SSGI) was targeted by the project's Result 4 activities to receive assistance in developing an approach and relevant indicators to monitor the extent of the impact of HIV/AIDS on the education sector. In December 2005, the SSGI worked with the UFLS and Project EQUIPE to develop a questionnaire for collecting data related to HIV/AIDS, with the hope that this questionnaire could be integrated into the SSGI's yearly data collection activities. Unfortunately, the SSGI made no effort to include the questionnaire in the annual data collection activities undertaken for either 2005-2006 or 2006-2007. Starting in July 2006, ABE-LINK BENIN's Management Information Specialist and HIV/AIDS Expert, strongly supported by international specialists of statistical management of HIV/AIDS (ACI and its cooperating organization CAREF), attempted to mobilize the SSGI to take a leading role in integrating HIV/AIDS indicators into the Ministry's overall statistical services. These individuals organized meetings and working sessions with national HIV/AIDS organizations, as well as divisions of MEPS. While the SSGI certainly had other priority activities and was also greatly solicited this year by the Minister (and even the President), ABE-LINK BENIN and other partners were disappointed by the SSGI's lack of leadership and participation in the key activities undertaken to assist the Ministry improve its statistical monitoring of the impact of HIV/AIDS on the education sector. Additionally, there were a series of activities during which the SSGI presented impediments for the continuation of efforts in collecting and processing data from the aforementioned questionnaire. Each time that the project, the UFLS, HIV/AIDS organizations or USAID found potential solutions (for example, by agreeing to print copies of the questionnaire or write a data management program), the SSGI identified other obstacles. Past USAID experience with the SSGI suggests this is a pattern of behavior. In order for Benin's statistical service to take the leadership role for which it has been amply trained and supported, the Ministry will need to find a solution to the poor management of the SSGI.

### **Political nominations of technical specialists**

The culture of Benin is heavily politicized, and operations within the Education Ministry are impacted by national politics as well as teachers' union politics. Selection for mid-level Ministry positions is often based on political rather than technical considerations, with the effect that there is a great deal of instability within most departments of the Ministry and consequently a poor institutional memory. Frequent changes of personnel, such as was the case several times for the departmental-level statistical officers (CSOSP), affects the long-term impact of training provided by projects. In several instances, the Ministry personnel trained for specific activities (e.g., data analysis or HIV/AIDS) were transferred away from these posts shortly after the investment in their training had taken place, and there were no avenues for training their replacements either internally or externally. This is a loss to the system, especially in situations where the personnel had become strongly invested in the innovations supported by project training. Another

consequence of political considerations overriding technical competence is the culture of impunity against which Benin has been fighting especially hard (in rhetoric anyway) since the election of its new president in March 2006. The system of monitoring and evaluation experimented by ABE-LINK BENIN is providing a structure by which the technical merits of various actors in the system can be judged more objectively, but political will from higher levels will be required for a meaningful shift in practice to take place towards a more stable meritocratic system.

## VI. Lessons Learned

Since ABE-LINK BENIN was a follow-on project to EQUIPE (February 2003 – April 2006), the Creative team on the ground had four years' intensive experience working closely with the Ministry of Primary and Secondary Education during a period characterized by political transition (especially in 2006-2007), by crisis within the education sector (major teacher strikes of 2004-2005 and smaller-scale strikes before and after), and by consolidation of the education reform and its primary curriculum, which were validated by the National Forum for Education in February 2007. USAID has been an important supporter of the Ministry's educational reform since the early 1990s, and its project personnel therefore work very closely with the Ministry in direct support of project activities as well as providing technical counsel on issues not directly related to the project. The EQUIPE/ABE-LINK BENIN COP and Pedagogical Team often had the opportunity to interact with other education donors, which provided a global perspective on the education reform process.

There were some marked improvements observed over these four years in terms of improved communication between the Ministry and the donor community (and within the donor community), finalization of the Benin's Ten-Year Plan for Education which provides a framework for Fast Track Initiative (FTI) funding, and greater transparency and openness with the Financial Resources division (DRF) of the Ministry. The results-based management approach championed by the country's new President is a fine goal greatly welcomed by the donor community, but implementing this approach in the politicized atmosphere of the Benin (see above) is a challenge to both the technical capacity of civil servants at all levels of the Ministry to learn the skills associated with this approach and the political will of the leadership to alter the culture of impunity. Rapid development of greater management capacity within the Ministry will be required to meet the challenges of absorbing new resources made available through FTI and similar mechanisms, not just within the Education Ministry but within the Finance Ministry as well. The number and quality of budget, finance and planning technicians at the Ministry needs to be greatly enhanced in order for the implementation of the Ten Year Plan to be less donor driven than its formulation was.

Amongst the education donor community, collaboration and communication has improved greatly over the past years and is currently formalized through periodic Technical and Financial Partners (PTF) meetings. The experience of ABE-LINK BENIN and Project PAGE (French) in sharing strategies, training and budget information and experience during the preparation of the PAGE grade 6 evaluation of French and Math in June 2006 and the ABE-LINK BENIN Result 3 studies (see above) was a clear

demonstration of the opportunities available within the donor community to share experiences and knowledge in order to create synergy that can only be helpful for the Beninese system. Communication is vital to this endeavor, and the creation of a physical library and electronic database of project documents from the various donors, along with a person specifically designated to manage the database, could be strong tools for increasing the efficiency of the donor community's contribution to the improvement of Benin's education system.

## VII. Contract Administration

### **Deliverables**

All contract deliverables were submitted according to contract stipulations. The Work Plan in Appendix 4 provides a representation of completed project activities by month and indicates the submission dates of each of the 23 deliverables.

### **Portfolio Review**

On November 28, 2006, the TOCTO and COP met to discuss the project's portfolio review. Prior to this, the TOCTO had sent a copy of the document to the COP for review. There were several amendments made during the meeting, which were to be integrated into the final document.

### **Change in strategy with Aguirre**

After evaluating the work accomplished through September 2006 and the best strategy for attaining the remaining M&E objectives, Creative and its subcontractor Aguirre mutually agreed to terminate the Aguirre subcontract. The remaining activities were transferred to a local consultant under direct management of the ABE-LINK BENIN COP. This new strategy was developed and implemented in order to monitor more frequently the implementation of the monitoring and evaluation tools developed in August.

### **Contract Issues**

There were five contract modifications issued over the life of this project. Modification #5 is included as Appendix 5.

### **Inventory and Auction**

Pursuant to USAID/Benin's request, Creative Associate disposed of all ABE-LINK BENIN property, excluding vehicles and spare parts, through a public auction. This auction took place on Saturday, June 2, 2007. A list of the complete project inventory, accompanied by the price at which each item in the inventory was sold, was provided to Cynthia Taha, the Basic Education Team Leader, acting on behalf of the CTO, and the CO. The three project vehicles and the spare parts were returned to USAID on June 8, at which time property and vehicle acceptance agreements were signed by the COP and USAID on June 8, 2007

### **Financial Summary**

The financial summary for ABE-LINK BENIN is presented in Appendix 6.

## **Appendices**

## *Appendix 1 – Participant Training Lists*

Participant List for Deliverable 5: Porto- Novo Teacher Training College (May 2007)

<u>N</u>	<u>Noms et Prenoms</u>	<u>Fonction/Structure</u>	<u>Provenance</u>
1	Hounmoye S. Augustin	IEPD/PR/ENI-DI	Porto-Novo
2	Araba C. Etienne	IEPD/PR/ENI-P-N	Aguegues
3	Gbaguidi Eudes	C/CS-Aguegues	Porto-Novo
4	Bada A. Boaventure	CP/ENI/P-N	Porto-Novo
5	Dovonou Gilbert	CP/ENI/P-N	Porto-Novo
6	Zountchegbe Irma	CP/ENI/P-N	Porto-Novo
7	Houssou Goe Viwanou	CP/ENI/P-N	Porto-Novo
8	Dohou A. Gabriel	CP/ENI/P-N	Porto-Novo
9	Vodounnou Gerardine	CP/ENI/P-N	Porto-Novo
10	Adoglo Constance M.	CP/ENI/P-N	Porto-Novo
11	Gnambode S. Bella Victor	CP/INFRE	Porto-Novo
12	Lokossou Simon	CP/INFRE	Porto-Novo
13	Aholoukpe Gustave	Professeur	Porto-Novo
14	Quist Frederik	CSF - INFRE	Porto-Novo
15	Gnonlonfoun Valere	CSA/ENI_-PMOVO	Porto-Novo
16	Oke Victor	CCS / Sonou	Porto-Novo
17	Oke Honore	C.P. C.S. Dangbo	Dangbo
18	Houessou Pierre	E/NI Porto Novo	Porto-Novo
19	Owolare Patrice	IEPD Fufu Porto Novo	Porto-Novo
20	Dassi Pauline	Professeur (CEG Djassin)	Porto-Novo
21	Djocholi Tehophile	CSE-ENI-Porto Novo	Porto-Novo
22	Zinsou Fassinou	CP ENI/P.N.	Cotonou
23	Akotangmi S. pauline	D/EMI-P.N.	Porto-Novo
24	Vwonou Emile	CS P.N.	Porto-Novo
25	Toviho H. Cestine	C/CS P.N.	Porto-Novo
26	Mensah Dueven	Professeur	Porto-Novo
27	Hodonou C. Gasson	IEPD	Porto-Novo
28	Attonse Hugues	DIP	Porto-Novo

Participant List for Deliverable 5: Djougou Teacher Training College (May 2007)

<u>N</u>	<u>Noms et Prenoms</u>	<u>Fonction/Structure</u>	<u>Provenance</u>
1	Adakaptoun Peraphin	CP CSE/ENI-DJ	Djougou
2	Biga Hadir	Professeur D'Eps	Djougou
3	Acrronbessy Clevor C.V.	Professeur de maths	Djougou
4	Kakpoa Martine	Institutrice	Djougou
5	Houkpe Jean-Paul	CP Z1 Ouake	Djougou
6	Assikidana Chefarine	CP Sciences physiques	Djougou
7	Allaba Peirrot	CPZ3 CS DJGE	Djougou
8	ogougbe K. Georges	CP/ENI/Djougou	Djougou
9	De Lanoue Louis	CP/ENI/Djougou	Djougou
10	Ahannon Felin	DIENI - Djougou	Djougou
11	Kora Sika	Cp - Djougou II	Djougou
12	QROU Mere Sanni	CP - ENI - Djougou	Djougou
13	Yabi Frederie	CP ENI Djougou	Djougou
14	Gbaguibi A. Luc	C/SA ENI	Djougou
15	Tchodo Kokou Emmanuel	Profeseur de maths	Djougou
16	Gocimbi Moukaila	SG / ENI - Djougou	Djougou
17	Passa Gilbert	CP/Eni-DJGOU	Djougou
18	Alassane Foudou	CP/ENI DJGOU	Djougou
19	Adame Arouna	Professeur de langues	Djougou
20	Hlakougbe Etienne	CP Zone III Ouake	Ouake
21	Azon Elie	C/CS	Za-Kpota
22	Baloitcha D. Joseph	CPIENI-Djougou	Djougou
23	Sero Kpagnero Bio Nigan	DIEDD Serotogo	Djougou
24	Lawani Chouebou	CP-3 Djougou	Djougou
25	Ayeye Robert Cassi	CP-1 Djougou	Djougou
26	Yedondu Lohoisilinou	CP-2 Djougou	Djougou
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21	GBAGUIDI Ernest A. F.	C/CS Comè	Comè	97 11 88 28	-
22	VIYEGBE C. Alfred	CP/ONG HANDICAP PLUS	Abomey	22501090/97985729	<a href="mailto:onghplus@yahoo.fr">onghplus@yahoo.fr</a>
23	AHOUANGNIMON Razack	D/CEG1 Abomey	Abomey	95356874/22500655	-
24	SEHOUNON Eugène	C/SEMP - DDEPS Mono-Couffo	Lokossa	90041714/95349284	<a href="mailto:sèhogene@yahoo.fr">sèhogene@yahoo.fr</a>
25	ATCHADE H. Lucien	SP/CDLS mono-Couffo (DDD-M/C)	Lokossa	90013667/22411063	<a href="mailto:achade1818@yahoo.fr">achade1818@yahoo.fr</a>
26	TABE E.Honorat	C/CS Zagnanado	Zagnanado	95 35 73 80	<a href="mailto:honorat_esse@yahoo.fr">honorat_esse@yahoo.fr</a>
27	VISSOH Désiré	Professeur Abomey I	Abomey 1	95 86 64 40	-
28	AGO Mathias	D/ENI - Abomey	Abomey	95 05 40 98	-
29	FIOGBE Maximilien	Resp; C/CS Abomey	Abomey	90 93 05 38	-
30	DADY A. Séraphine	CN/UFLS/MEPS	Porto-Novo	97 21 44 67	<a href="mailto:dadike2@yahoo.fr">dadike2@yahoo.fr</a>
31	BOCO épouse NOUATIN Aurelie	R A UFLS/MEPS	Porto-Novo	97760207/20223152	<a href="mailto:clemenceboco@yahoo.fr">clemenceboco@yahoo.fr</a>
32	DOKPO Nicolas	Président Solidarité et Vie	Klouékanmè	97 69 55 69	-
33	JOHNSON Jean Eudes	C/SES DDEPS M/C	Lokossa	22411926/90029877	<a href="mailto:jjeaneude@yahoo.fr">jjeaneude@yahoo.fr</a>
34	TOHOUEGNON G. C. Médard	DDEPS - MC	Lokossa	90028140/95527195	-
35	CAKPO Michel	D- CEG I Comé	Comè	95 86 17 46	-
36	KIFOULY Edmond	Expert VIH/SIDA	Porto-Novo	90913931/95406391	<a href="mailto:oueme2000@yahoo.ca">oueme2000@yahoo.ca</a>
37	SASSE Edgar	Spécialiste Système G. Information	Porto-Novo	95 95 26 88	<a href="mailto:evsasse@yahoo.fr">evsasse@yahoo.fr</a>
38	KONATE Abdoulaye	Facilitateur /ACI	Dakar /Sénégal	8248338	<a href="mailto:konate64@yahoo.fr">konate64@yahoo.fr</a>
39	CODJIA Laurence	Facilitateur /ACI	Dakar /Sénégal	9767308/221	<a href="mailto:sociosn@yahoo.fr">sociosn@yahoo.fr</a>
40	SOW Djiby	Facilitateur /ACI	Dakar /Sénégal	6340319	<a href="mailto:djiby.sow@gmail.com">djiby.sow@gmail.com</a>
41	Chantal Aniambossou Assani	Assistante Administrative ABE-LINK BENIN	Porto-Novo	90917222	<a href="mailto:olayemi_63@yahoo.fr">olayemi_63@yahoo.fr</a>

N°	Nom et Prénoms	Fonction/Structure	Provenance	Contact	Email
1	SOGLO Claire	CP	CS Sèmè Podji	95409125/20240044	<a href="mailto:Sciaire2002-2002@yahoo.fr">Sciaire2002-2002@yahoo.fr</a>
2	DJOTO SEHIZOUN Antoine	C/SPSP-CDLS ATLANT./LITTORAL	Cotonou	90038996/21300095	<a href="mailto:djotoo2005@yahoo.fr">djotoo2005@yahoo.fr</a>
3	BOGNON Dèhindé	C/CS -Kétou	Kétou	20253040/95842284	
4	ODOUEWOU A. David	C/SES -O/P	Porto-Novo	20213428/97082466	<a href="mailto:yemiodunewu@yahoo.fr">yemiodunewu@yahoo.fr</a>
5	AGUIDISSOU Mathurin B.	C/SEPRIV Atlantique/Littotal	COTONOU	97644539	-
6	AKOGNINOU Anatole	C/SEPRIV O/PI	Porto-Novo	90923811/20246192	-
7	SOMAKPO A. Aline	Reps; volet VIH/SIDA/OEV Act. Social	Porto-Novo	97489243	<a href="mailto:alinos1810@yahoo.fr">alinos1810@yahoo.fr</a>
8	ODOUNFA Véronique	FADEC ONG	Cotonou	95 45 90 26	-
9	OGOUDARE Louis	DDEPS - OP	Porto-Novo	97 11 70 95	
10	Mouniratou MAMA SANNI	PNLS/MS	Cotonou	90 01 55 37	<a href="mailto:mouniraf2006@yahoo.fr">mouniraf2006@yahoo.fr</a>
11	AGLI Hyacinthe	S/SES/DDEPS Atlantique/Littoral	Cotonou	95 05 17 20	-
12	GANSE Pierre	C/SEMP/DDEPS - Atlantique/Littoral	Cotonou	95 42 54 02	-
13	SEDAMINOU Célestine	CCI/SP -CNLS	Cotonou	97 77 34 08	-
14	CHABI DO Aboudou	CIPEC /OP - PNLS	Porto-Novo	97 76 53 20	<a href="mailto:chadab@caramail.com">chadab@caramail.com</a>
15	AKOTANGNI S. Pauline	D/ENI-PN/MEPS	Porto-Novo	95505967/20227448	-
16	KIKI Rosaline	C/SEMP/DDEPS -OP	Porto-Novo	90027237/95409612	-
17	MOUNIROU Rafiou	C/RSE UFLS/MEPS	Porto-Novo	97 09 87 10	-
18	KOUCHAMI Babatoundé	C/SOSP/DDEPS/Atlantique Littoral	Cotonou	95 71 00 23	-
19	OKPELOU O. Henri	C/SOSP/DDEPS -OP	Porto-Novo	97 88 65 64	-
20	AKOZE D. Théophile	Enseignant/UFLS -MEPS	Porto-Novo	97 72 66 07	-

21	CHOUTY Ibouaïma	C/CS Akpakpa	Akpakpa	97 60 25 52	-
22	SALOU Mistoura A.	CeRADIS -ONG	Cotonou	95057899/97069566	<a href="mailto:toura@caramail.com">toura@caramail.com</a>
23	WANOU Emile	C/CS	Porto-Novo	90011745/93050270	-
24	ZOMAHOUN Barnabé	C/CS	Tori-Bossito	97 33 28 07	-
25	AHRIN Joseph H.	Enseignant clud anti -SIDA, LycéeToffa	Porto-Novo	97981746/95711957	-
26	ZOUNMENOUE Honorine	Enseignante CEG1 Abomey-Calavi	Calavi	90 03 99 33	<a href="mailto:zounmho@yahoo.fr">zounmho@yahoo.fr</a>
27	AMOUSSOU Joseph Kocou	D/CEG 1 Abomey-calavi	Calavi	95 42 67 34	-
28	GANDJI QUENUM Eléonore	Représentant C/CS	Ouidah	97 72 85 84	-
29	JOHNSON Jocelyne	Censeur Lycée Toffa 1er	Porto-Novo	97 68 48 22	-
30	AGBAKOU Vincent	D/CEG Tori-Agouako	Tori-Bossito	97 21 67 98	-
31	AHOMAGNON Serge	SG/CEG Tori-Agouako	Tori-Bossito	97 19 27 26	-
32	AVOHOUIN G. Olivier Dotou	Enseignant club anti -SIDA	Porto-Novo	97081442/95343982	-
33	LAMARCHE Christophe	Censeur CEG Djègan kpèvi	Porto-Novo	97 87 94 93	-
34	KOUTCHIKA Michel	Enseignant CEG1 Kétou	Kétou	95 28 56 95	-
35	KAKANAKOU Crespian	CeRADIS -ONG	Ouidah	95 45 23 92	-
36	BABATOUNDE Gaspard	Elève CEG Kétou	Kétou	95 53 09 02	-
37	KIFOULY Edmond	Expert VIH/SIDA	Porto-Novo	90913931/95406391	<a href="mailto:oueme2000@yahoo.ca">oueme2000@yahoo.ca</a>
38	SASSE Edgar	Spécialiste Système G. Information	Porto-Novo	95 95 26 88	<a href="mailto:evsasse@yahoo.fr">evsasse@yahoo.fr</a>
39	KONATE Abdoulaye	Facilitateur /ACI	Dakar /Sénégal	8248338	<a href="mailto:konate64@yahoo.fr">konate64@yahoo.fr</a>
40	CODJIA Laurence	Facilitateur /ACI	Dakar /Sénégal	9767308/221	<a href="mailto:sociosn@yahoo.fr">sociosn@yahoo.fr</a>
41	SOW Djiby	Facilitateur /ACI	Dakar /Sénégal	6340319	<a href="mailto:djiby.sow@gmail.com">djiby.sow@gmail.com</a>

42	Chantal Aniambossou Assani	Assistante Administrative ABE-LINK BENIN	Porto-Novo	90917222	<a href="mailto:olayemi_63@yahoo.fr">olayemi_63@yahoo.fr</a>
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**Appendix 2. Director of primary education (DEP) support for the Deliverable 10 plan to revitalize the RAP and the M&E tools for C/CS and teachers**

--- ABE-LINK BENIN

REPUBLIQUE DU BENIN  
-----  
MINISTERE DES ENSEIGNEMENTS  
PRIMAIRE ET SECONDAIRE  
-----  
CABINET DU MINISTRE  
-----  
SECRETARIAT GENERAL DU MINISTERE  
-----  
DIRECTION DE L'INSPECTION  
PEDAGOGIQUE  
-----  
DIRECTION DE L'ENSEIGNEMENT  
PRIMAIRE  
-----

Porto-Novo, le 30 Mars 2007

LA MINISTRE DES ENSEIGNEMENTS  
PRIMAIRE ET SECONDAIRE

A

MESSIEURS LES DIRECTEURS  
DEPARTEMENTAUX DES  
ENSEIGNEMENTS PRIMAIRE ET  
SECONDAIRE  
(Attention

- Inspecteurs Pédagogiques Régionaux ;
- Chefs de Service des Enseignements Maternel et Primaire ;
- Chefs de Circonscription Scolaire des zones impliquées dans l'expérimentation des outils de suivi-évaluation)

N° 2322 /MEPS/CAB/DC/SGM/DIP/DEP

**OBJET :** Suivi des activités relatives à l'expérimentation des outils de suivi-évaluation conçus à partir des cahiers des charges.

Dans le cadre de l'institution dans l'administration scolaire béninoise d'une gestion axée sur les résultats, le Ministère des Enseignements Primaire et Secondaire, en collaboration avec le Projet ABE-LINK BENIN (USAID), a entrepris depuis la dernière rentrée scolaire l'expérimentation, dans quinze (15) circonscriptions scolaires, d'une nouvelle approche de dynamisation du Réseau d'Animation Pédagogique.

A cet effet, les cahiers des charges existants ont été améliorés et de nouveaux outils de suivi-évaluation ont été conçus et mis à la disposition des membres de ce réseau. Le développement du plan de dynamisation voudrait qu'à ce jour, les Chefs de Circonscription Scolaire concernés aient :

- élaboré et vulgarisé une vision réaliste du fonctionnement de l'Ecole dans leur localité ;
- élaboré et mis en œuvre les plannings des activités des membres du réseau ;
- commencé l'utilisation effective des outils de suivi-évaluation.

Afin de mesurer le niveau atteint dans l'exécution des activités rappelées ci-dessus, des équipes techniques des structures centrales du MEPS (Direction de l'Inspection Pédagogique, Direction de l'Enseignement Primaire) et du Projet ABE-LINK BENIN visiteront, à partir du lundi 23 avril 2007, les Circonscriptions Scolaires impliquées dans cette expérimentation.

Par conséquent, je vous demande de vouloir bien prendre toutes les dispositions utiles pour que le point réel des activités jusqu'ici menées soit fait.

Vos diligences m'obligeraient. /

Pour la Ministre et par délégation,  
Le Directeur de Cabinet,  
  
**Gabriel BOKO**

### ***Appendix 3. Summary of the evaluation of students' performance in Grades 3 – 6 on the new study program***

#### **Summary of the evaluation of students' performance in Grades 3 – 6 on the new study program**

In the school year 1999-2000 Benin rolled out for all first graders nationwide its “new study program,” a competency-based curriculum for primary school. In June 2005 for the first time, the exam that all Grade 6 students took to qualify for a Primary School Certificate was based on the new curriculum.

In December 2006 ABE-LINK BENIN conducted a study to determine if students in Grade 3, Grade 4, Grade 5, and Grade 6 had acquired the competencies set forth in the new curriculum.

#### **Methodology**

This evaluation was carried out on a sample of 175 schools selected at random. Students in grades 3 through 5 were tested using an exam developed by a multidisciplinary team of educators. For the grade 6 students in those schools, results of the June 2006 Primary School Certificate exam were analyzed. All students were tested in reading comprehension, writing, mathematics, social education, science and technology, and art. Students' performance was rated on each section (subject) as follow:

- maximum mastery;
- minimum mastery (higher and lower);
- partial mastery (higher and lower);
- no mastery.

This summary report discusses the extreme categories: maximum mastery and no mastery.

#### **Results of Grade 3, Grade 4, and Grade 5 evaluations**

Though there are differences among the three grades and among the subjects, the majority of students showed no mastery of the competencies in the new curriculum.

Grade 5 students did the best. It must be noted that these students were tested at the beginning of Grade 6, in December 2006. Due to selective practices that have a long history in francophone countries, we are inclined to believe that not all of those who completed Grade 5 were permitted to enter Grade 6, so that at the end of the year, the results of the school's performance on the Primary School Certificate exam would be the best possible. Despite this, the majority of Grade 5 students did not show a level of maximum mastery.

The majority of students in the three grades showed no mastery of reading comprehension. In Grade 5 a small majority showed some level of mastery in writing, while the majority of the students in the other two grades showed no mastery. In mathematics, 57% of Grade 5 students showed some mastery, while only 32% of Grade 3

and Grade 4 students did so. Levels of mastery varied greatly among subjects and among grade levels.

Private schools had better results than public schools, but the majority of students showed no mastery of any subject, except in Grade 5. The differences between private and public schools are significant: in some subjects private school students performed twice as well as those in public schools.

Differences resulting from gender are very small. Differences among departments, in contrast, are significant. For example, in Grade 3, 91% of the students of the Donga and 60% of those in the Littoral show no mastery in Writing, yet there is nothing to suggest differences in education policies between these two departments.

The characteristics of teachers in the sample were analyzed. The profile that results is that of teachers who have received a relatively short education (BEPC, or junior high school certificate) and no professional training. Only at the Grade 6 level do the majority of teachers have the CAP (professional diploma). This is due to the national policy of having the school director charged also with teaching Grade 6 (even though many hire replacements to do the teaching so that they can concentrate on administration.) Based on the sample, it appears that more than half the students work with teachers hired within the communities. The analysis suggests that the contribution of teacher training to student learning is weak, even for those teachers who have benefited from it.

The analysis examined characteristics of schools which produce good results. Teachers in those schools are not different at all from their colleagues in other schools. Though private schools are overrepresented among well-performing schools, a significant proportion of well-performing schools are public schools. Grade 6 produces a large number of well-performing classes, which, again, suggests that some schools limit entry into that grade to the best students.

There are schools where two of the three classes perform well. The data do not explain the school characteristics associated with such good performance. Nevertheless, they suggest that it is possible to get relatively good results, even in a public school setting. It remains to be determined whether these good results come from exceptional situations (privileged social or economic background, for example) or if the schools that achieve good results are the ones that enforce standards and rules.

## **Conclusions**

During the time that the new curriculum was being introduced in primary schools, the country's gross enrollment rate rose dramatically, from 84% in 2001 to 96% in 2004, an increase of 387,000 students. Yet the resources available to serve this growing number of students did not increase. The recruitment and training of teachers, who represent one of the most determining factors of students' success, did not evolve to meet the higher demand. It is in this context, highly unfavorable to good quality instruction, that a vast education reform and change in curriculum took place.

The poor results in Grade 3 and Grade 4, compared to those that prevail at the beginning of Grade 6, suggest that a strict selection of Grade 6 students takes place. The finding that the selected Grade 5 students did considerably better than students in grades 3 and 4 corroborate the conclusion of a 2003 evaluation of Grade 1 and Grade 2 performance:

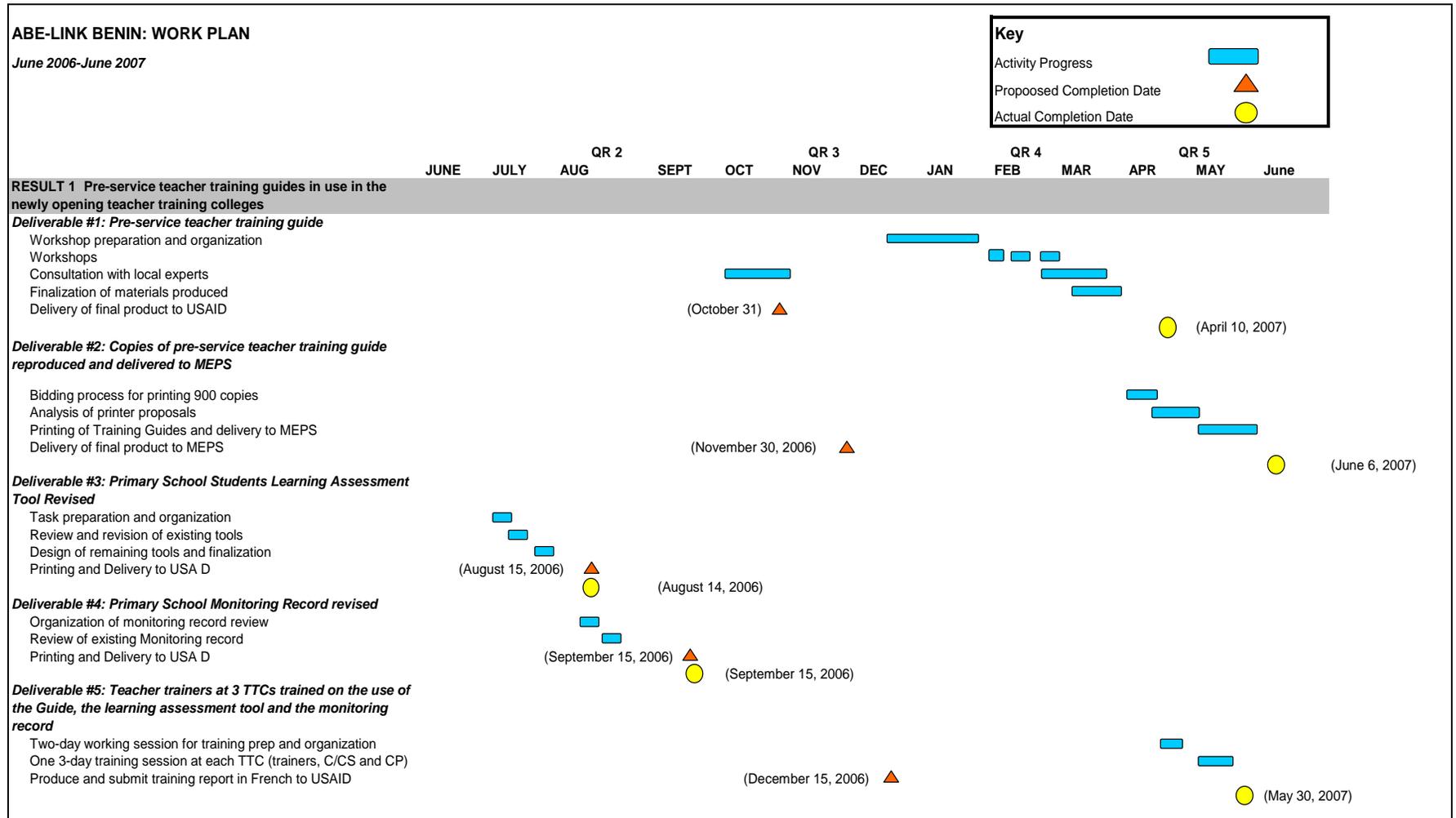
“the observations...confirm that teachers tend to concentrate their efforts on brighter students” (Tesar et al (2003), Réforme de l’enseignement primaire au Bénin : Evaluation des nouveaux programmes d’enseignement (Bénin, Louis Berger/Devtech), p. 11). This means that an average student is not likely to master the competencies set forth each year in the curriculum, which has at least three consequences. One is that at the beginning of each school year, the teacher faces a group of students with a wide range of master in all subjects. In many cases, the student’s learning deficit is substantial.

The second consequence is that Benin primary education cannot guarantee its young citizens’ learning in accordance with the stipulations of the new study programs. Students do not have equal opportunity to reach Grade 6 and to succeed in the Primary School Certificate.

Finally, the returns to investment in primary education are low because they do not produce the desired competencies for a majority of students. If Education For All means that all students master the curriculum, the Benin education system will have to become much more effective, which means it must become more equitable. For this to happen, ways and means will have to be found for each primary school to:

- have at its disposal necessary resources (human, material, and financial) and school time required to welcome and supervise students;
- be able to rationally manage and efficiently use available resources and work time recommended to achieve the expected results.

## Appendix 4. Work plan

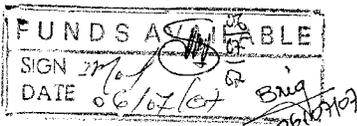








**Appendix 5. Contract modification, June 2007**

AMENDMENT OF SOLICITATION/MODIFICATION OF CONTRACT		BFA NO.	1. CONTRACT ID CODE	PAGE 1	OF PA 3
2. AMENDMENT/MODIFICATION NO. 05	3. EFFECTIVE DATE See Block 16C.	4. REQUISITION/PURCHASE REQ. NO. 680-0227-3-60009 A3		5. PROJECT NO. (if applicable)	
6. ADMINISTERED BY (if other than item 6) JED BY PROCUREMENT OFFICE / USAID BENIN RUE CAPORAL BERNARD ANANI 01 B.P. 2012 PHONE: 229-21-30-05-00; FAX: 229-21-30-12-60 COTONOU, BENIN		7. ADMINISTERED BY (if other than item 6)			
8. NAME AND ADDRESS OF CONTRACTOR (No., street, county, State and ZIP Code)			9A. AMENDMENT OF SOLICITATION NO.		
Creative Associates International, Inc. 5301 Wisconsin Avenue, N.W. B.P. 1692 Suite 7009-31-46-24 Washington, DC 20015			(X)		
CODE			9B. DATED (SEE ITEM 11)		
FACILITY CODE			10A. MODIFICATION OF CONTRACT/ORDER NO. EDH-I-00-05-0026-00 80		
			10B. DATED (SEE ITEM 13) 04-07-2006		
<b>11. THIS ITEM ONLY APPLIES TO AMENDMENTS OF SOLICITATIONS</b>					
<input type="checkbox"/> The above numbered solicitation is amended as set forth in Item 14. The hour and date specified for receipt of Offers <input type="checkbox"/> is extended, <input type="checkbox"/> is not extended. Offers must acknowledge receipt of this amendment prior to the hour and date specified in the solicitation or as amended, by one of the following methods: (a) By completing Items 8 and 15, and returning _____ copies of the amendment; (b) By acknowledging receipt of this amendment on each copy of the offer submitted; or (c) By separate letter or telegram which includes a reference to the solicitation and amendment numbers. FAILURE OF YOUR ACKNOWLEDGMENT TO BE RECEIVED AT THE PLACE DESIGNATED FOR THE RECEIPT OF OFFERS PRIOR TO THE HOUR AND DATE SPECIFIED MAY RESULT IN REJECTION OF YOUR OFFER. If by virtue of this amendment you desire to change an offer already submitted, such change may be made by telegram or letter, provided each telegram or letter makes reference to the solicitation and this amendment, and is received prior to the opening hour and date specified.					
12. ACCOUNTING AND APPROPRIATION DATA (if required) SEE NEXT PAGE					
<b>13. THIS ITEM APPLIES ONLY TO MODIFICATIONS OF CONTRACTS/ORDERS, IT MODIFIES THE CONTRACT/ORDER NO. AS DESCRIBED IN ITEM 14.</b>					
(X) A. THIS CHANGE ORDER IS ISSUED PURSUANT TO: (Specify authority) THE CHANGES SET FORTH IN ITEM 14 ARE MADE IN THE CONTRACT ORDER NO. IN ITEM 10A.					
B. THE ABOVE NUMBERED CONTRACT/ORDER IS MODIFIED TO REFLECT THE ADMINISTRATIVE CHANGES (such as changes in paying office, appropriation date, etc.) SET FORTH IN ITEM 14, PURSUANT TO THE AUTHORITY OF FAR 43.103(b).					
C. THIS SUPPLEMENTAL AGREEMENT IS ENTERED INTO PURSUANT TO AUTHORITY OF:					
D. OTHER (Specify type of modification and authority) Foreign Assistance Act of 1961, as amended and Executive order 11223					
X					
<b>E. IMPORTANT:</b> Contractor <input type="checkbox"/> is not, <input checked="" type="checkbox"/> is required to sign this document and return <u>Orig. + 1</u> copies to the issuing office.					
14. DESCRIPTION OF AMENDMENT/MODIFICATION (Organized by UCF section headings, including solicitation/contract subject matter where feasible.)					
The purpose of this modification is to revise the budget.					
As a result of this modification, the task order total and obligated amount remain unchanged.					
The contract is modified as follows:					
					
[CONTINUED ON THE FOLLOWING PAGE]					
Except as provided herein, all terms and conditions of the document referenced in Item 9A or 10A, as heretofore changed, remains unchanged and in full force and effect					
15A. NAME AND TITLE OF SIGNER (Type or print) Charito Kruvant resident & CEO			16A. NAME AND TITLE OF CONTRACTING OFFICER (Type or print) Rosalind Sika Contracting Officer		
15B. CONTRACTOR OFFICER <i>Charito Kruvant</i> (Signature of person authorized to sign)		15C. DATE SIGNED June 7, 07	18B. UNITED STATES OF AMERICA By <i>Rosalind Sika</i> (Signature of Contracting Officer)		16C. DATE SIGNED 6/8/2007

STANDARD FORM 30 (REV. 10-83)

**AMENDMENT OF SOLICITATION/MODIFICATION OF CONTRACT  
CONTINUATION PAGE**

PAGE NO.  
PAGE 2 OF 3

CONTRACT NO.  
**EDH-I-00-05-00026-00**

ORDER NO.  
**80**

MODIFICATION NO.  
**05**

14. DESCRIPTION OF AMENDMENT/MODIFICATION (CONTINUED)

**Reference A.9: WORKDAYS ORDERED**

Delete the content of "a. Functional Labor Category & Specialist" and replace with the following new content in lieu thereof:

Functional Labor Category & Specialist	Workdays Ordered	Daily Rate	Fixed Total
<i>Home Office</i>			
Task Order Manager (J.Moulton)	18.07	481	8,692
Program Associate (S.Havekost)	09	170	1,539
Program Associate (M.Bonnenfant)	26.5	153.84	4,076
Finance/IT/Closeout Support	8.77	281	2,464
<b>Subtotal 1</b>			<b>16,771</b>
<i>Field Office</i>			
Chief of Party (C. N'Tchougan-Sonou)	246.31	308	75,863
Pedagogy Specialist (M. Cossou)	275	130	35,750
HIV/AIDS Expert (E. Kifouly)	185	113	20,905
Pedagogy Assistant (G. Martin)	259	84	21,756
M&E Coordinator (A. Marcos)	266	94	25,004
MIS (E. Sasse)	268	82	21,976
F&C Manager (I. Ndiaye)	294	101	29,694
Administrative Assistant	281	47	13,207
Driver (2) / Janitor	514.6	25	12,865
<b>Subtotal 2</b>			<b>257,020</b>
<b>TOTAL</b>			<b>273,791</b>

**Reference A.10: CEILING PRICE**

Delete the entire content of "Ceiling Price" and replace with the following new content in lieu thereof:

"This is a Cost-Plus-Fixed-Fee (CPPF) Task Order. The following are the ceiling prices for each category:

<b>MODIFICATION OF SOLICITATION/MODIFICATION OF CONTRACT</b>		Page No.
<b>CONTINUATION PAGE</b>		3 of 3
CONTRACT NO. EDH-I-00-05-00026-00	ORDER NO. 80	MODIFICATION NO. 05
14. DESCRIPTION OF AMENDMENT/ MODIFICATION (CONTINUED)		

Workdays Ordered	\$273,791
Other Direct Costs	\$556,687
Indirect Costs	\$351,269
Fixed Fee	\$59,087
Ceiling Price	\$1,240,834

[END OF MODIFICATION 05]