

PROJECT EVALUATION

Primary Education NGO Project (PENGOP)

13 June 2003

Gado, Mamadou. Anthropologist- Sociologist. Community Development Specialist.
Garnier, Maurice. Evaluation Coordinator. Professor of Sociology. University of Indiana, USA.
Marcos, Bienvenue. Former Cabinet Minister. Ministry of Primary and Secondary Education.
Conference Coordinator. National University of Benin.
Zato, Ali. Retired Primary School Inspector.

Note of Thanks

The Evaluation team would like to express its sincere gratitude to all those people who participated in this exercise. Our thanks are addressed in the first instance to the personnel of World Education who were available to us at all times. In particular, we would like to thank World Education's representative in Benin, Mr. Alan Miller, and his training and program director, Mr. Latifou Yessoufou. The members of the World Education team who accompanied the team as it went around the country, Ms. Nadège Djitrinou and Ms. Mélanie Sodouloufo, and the drivers, Félix Biauou and Rafiou Ouro Kougba, resolved many problems and demonstrated great competence.

Such an undertaking requires strong logistical support. Also required is that the people we wanted to interview should be available to us for this purpose. We were able to visit with a large number of parents and staff from the APEs, CAPEs, FEDAPEs and FENAPEB organizations, as well as education authorities at all levels (school directors, teachers, district education officers, and MEPS officials). All these contacts took place in an atmosphere of frank exchanges of views, which was greatly appreciated by the team.

The team wants to thank all the interviewees who generously accepted to meet us give us their time and energy to discuss, express opinions and hopes for the future, frustrations, and doubts, as the country moves forward to face the great challenge of decentralization, and the role to be played by parents in this new context. We hope that all these people find in this work the evidence of their inputs.

Finally, the team would like to thank the people who took part in the team feedback session that took place June 6, 2003. The questions raised by the participants at this function were very relevant to our work and brought clarifications, and sometimes modifications to the team member's conclusions that make up this report. We are very much obliged to these people.

For the team,

Maurice Garnier
Team Coordinator

List of Abbreviations

| | |
|---------|---|
| APE | <i>Association de parents d'élèves</i> (school-level parents' association, similar to PTA in US) |
| ATAPE | <i>Assistance technique aux Associations des Parents d'Elèves</i> (French name for PENGOP) |
| AVD | <i>Association villageoise de développement</i> (local leaders and V.I.P.s grouped into private non-profit development association) |
| CAPE | <i>Coordination des Associations de Parents d'Elèves</i> (district level federation of APEs) |
| CARE | Cooperative for American Relief Everywhere (this name no longer used; it is now known as "CARE International" (U.S. PVO) |
| CEP | <i>Certificat d'études primaires</i> (grade school diploma) |
| CLEF | Children's Learning and Equity Foundation (USAID-funded project managed by The Mitchell Group) |
| CP | <i>Conseiller pédagogique</i> (trainer of teachers) |
| CS | <i>Circonscription scolaire</i> (district/commune school administrative unit) |
| C/CS | <i>Chef de circonscription scolaire</i> (district education officer) |
| DDE | <i>Direction départementale de l'éducation</i> (regional education office) |
| D/DEPS | <i>Directeur départemental de l'éducation</i> (regional education officer) |
| DDPS | <i>Direction départementale de la planification et de la statistique</i> (regional education statistics office) |
| DEP | <i>Direction de l'enseignement primaire</i> (national directorate of primary education) |
| DPP | <i>Direction de la planification et de la prospective</i> (directorate of national education planning and statistics) |
| EQF | <i>Éducation de qualité fondamentale</i> (quality of education indicators: minimum requirements) |
| ENI | <i>École nationale des instituteurs</i> (teacher training college) |
| FENAPEB | <i>Fédération nationale des associations de parents d'élèves du Bénin</i> (national federation of parents' associations) |
| FEDAPE | <i>Fédération départementale des associations de parents d'élèves</i> (regional association of parents' associations) |
| GF | <i>Groupement des femmes</i> (village/neighborhood level women's group) |
| GV | <i>Groupement villageois</i> (village development committee) |
| HEPS | Health Education in Primary Schools (USAID-funded project managed by MCDI) |
| IFESH | International Foundation for Education and Self Help (U.S. PVO) |
| INFRE | <i>Institut national pour la formation et la recherche en éducation</i> (National Training and Research Institute : responsible for curriculum development) |
| MCDI | Medical Care Development International (U.S. PVO) |
| MENRS | <i>Ministère de l'enseignement national et de la recherche scientifique</i> (Ministry of National Education and Scientific Research : old name for MEPS and two other education ministries) |
| MEPS | <i>Ministère de l'enseignement primaire et secondaire</i> (Ministry of Primary and Secondary Education) |
| ONG | <i>Organisation non gouvernementale</i> (non-government organization : NGO) |
| PAM | <i>Programme alimentaire mondial</i> (World Food Program: WFP) |
| PENGOP | Primary Education NGO Project (USAID-funded project managed by World Education) |
| PLAN | Known in Benin as " <i>Plan-Bénin</i> ", PLAN is a British-based international NGO, formerly known as the Foster Parents Program, formerly based in U.S. |
| PNUD | <i>Programme des Nations Unies pour le développement</i> (United Nations Development Program : UNDP) |
| RUP | <i>Responsable d'Unité pédagogique</i> (district-level teacher training coordinator) |
| SEP | <i>Service de l'enseignement primaire</i> (primary education service : not used presently) |
| SOSP | <i>Service de l'organisation et scolaire et de la prévision</i> (regional education planning and statistics office, now DOSP) |

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| SPES | <i>Service des programmes, de l'évaluation et de la scolarité</i> (regional office for pedagogical support and evaluation of academic performance, now DSEP) |
| SPIDE | <i>Service du personnel d'inspection et de direction de l'enseignement</i> (MEPS personnel office) |
| SPSF | <i>Service de la promotion et de la scolarisation des filles</i> (girl's education office) |
| UDP | <i>Union départementale de producteurs</i> (regional federation of cotton producers unions) |
| UE | <i>Union européenne</i> (European Union) |
| USAID | United States Agency for International Development (U.S. governmental agency for overseas economic and social development) |
| WE | World Education (U.S. PVO) |

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Executive Summary

The Primary Education NGO Project (PENGOP) operates within the framework of USAID/Benin's Strategic Objective for Education: More Children Receive in an Equitable Manner a Basic Education of Quality. PENGOP's specific objective is to increase the involvement of civil society in the education system. Increasing civil society involvement necessarily involves reinforcing the operational (administrative and financial) capacities of parents' associations (*associations des parents-d'élèves, APE*) which will allow them to effectively participate in the management of their school. Similarly, improving the capacities of federations of APE will allow more effective participation of school parents at the district, regional, and national levels.

The institutional context within which PENGOP operates has changed during the life of project.

1. The Law of 15 January 1999 created Communes which replace the districts (*sous-préfectures*). This law replaces the *sous-préfets* with mayors chosen from among commune councilors who were elected through a system of universal suffrage.
2. This law gave the communes the responsibility for school construction and maintenance, as well as a general responsibility for promoting the education of the youths of the commune.

Phase II of the project differs from the first phase in that it planned to increase by 750 the number of parent associations benefiting from the project's activities. In fact, over a thousand associations were added to the 217 associations covered in Phase I. Phase II also included district level APE federations (CAPE). An amendment added the regional and national federations (FEDAPE and FENAPEB, respectively).

Methodology

In order to determine whether the project's work brought benefits, five types of parents' associations were compared: APEs which had never worked with PENGOP, associations covered during Phase I, the two groups of associations added during Phase II, and the APEs located in the areas served by the French NGO, Aide et Action. A representative sample to be examined by the evaluation team was identified. Finally, an interview tool was designed for each of the categories listed above.

Terms of Reference

- 1. Were the objectives laid out for Phase II (and its 2002 amendment) met? Has the project had a positive or negative impact on the level of civil society participation in the education system?**

School Management

In the great majority of cases, co-management (school director [principal] and parents' association) has become a reality. 89% of the APEs have signed a co-management agreement with the school director, and the agreement was signed-off by the district education chief (C/CS). 89% of school directors participate regularly in APE executive committee (*bureau*) meetings. In describing their relationship with the parents, there is no ambiguity: "excellent," "very good," "no problems" came up again and again during the evaluation. The APEs contribute to their school mainly through material assistance, at least according to the directors. However, at the district level, we see a different pattern: 82% of the CAPEs (district level APE federations) do *not* have signed agreements with the district education officer.

2. Have the administrative systems developed and used by the project proved to be positive or negative factors in the accomplishment of the project's objectives?

The team found that the project was using sound management practices and that project administrative procedures were well organized and clear.

PENGOP established strong partnerships or collaborative relationships with other development organizations (World Food Program, UNICEF), international NGOs (Aide et Action, MCDI/HEPS, Plan-Benin, CARE...) and as well with the World Bank-funded *Agence de Financement des Initiatives de Base AGeFIB*). These partnerships were, on the whole, judged by the team to be "exemplary."

It should be mentioned that in some cases, the partnership agreements were informal (unsigned), and that when they were signed, some of the clauses were not as precise as they should have been in order to determine the roles to be played by each party.

Cooperation between the various projects funded by USAID/Benin was not always as evident as the common objectives under which these projects operated would have indicated they should have been. It seems that the committee that was established to promote synergy between USAID-funded projects was not as effective as one would have hoped.

Relations with the ministry of primary and secondary education (MEPS) were not as strong as ministry personnel seem to have wished. PENGOP was perceived for many years as "subversive" or "destabilizing" vis-à-vis established school management systems. Relations were characterized by an absence of face to face dialogue between the two parties. This situation has recently changed for the better.

The relations with the APE federative bodies, principally the six FEDAPEs and FENAPEB were judged to have been, on the whole, satisfactory.

World Education took little action, in liaison with the MEPS and the various parents' association federations to ensure the sustainability of project activities. This accounts for the

profound worry about the future unanimously expressed by all project actors interviewed during the evaluation, and in the first place by the parents themselves, given the fact that the project would officially end June 30, 2003.

3. The role of the monitoring and evaluation system adopted by the project (ERO, EAF, EES).

PENGOP used a quantifiable evaluation system that measured whether project objectives were being met. These are the Rapid Organizational Evaluation (ERO in French), the Administrative and Financial Systems Evaluation (EAF in French), and the School Environmental Evaluation (EES in French). Each parent association, followed by each APE federative body was evaluated several times throughout the life of the project.

These evaluations served also as a primary training tool, since they allowed an organization's performance strengths and weaknesses to come to the fore. The identification of these weaknesses made it possible for plans to be made to tackle the identified problems.

In January 2003, APEs from the first group to be covered under Phase II, known as "2A," received evaluation scores significantly higher than what they had registered at the beginning of their involvement with the project on both the ERO¹ and the EAF.² It is clear that PENGOP increased APE capacity and performance in the areas where it worked.

In January 2003, the APEs of "2B" received scores that averaged 3.5 (of 5.0), which was 1.6 points (almost half of the scale's variation possibility) above what they had scored during their first evaluation. This improvement is statistically significant.

The use of this system, which is certainly a heavy management responsibility, and a costly one at that, has permitted PENGOP to directly target its training efforts, and this has led to the project meeting its objectives in the majority of cases. The M&E system has allowed the project to identify APEs who are continuing to have problems, and to foresee activities to remedy the situation. The systems not only allow successes to be identified, but also weaknesses, as is the case, for instance, with the general lack of APE or CAPE development plans.

However, it seems that the EES is much less useful.

NGOs that have worked with PENGOP have adopted the system for their own projects. The World Food Program and MCDI have adopted the system after making adjustments to it that meets the needs of their respective programs.

4. Has the strategy of promoting "Action-Research" projects worked well and helped the PENGOP achieve its objectives?

¹ (t=7.22; p <0.001).

² (t=7.36; p <0.001).

Ten documents relating to "Action-Research" projects funded during Phase II were provided to the team. These projects do not always meet the criteria that Action-Research is research that leads to activities to meet objectives identified by the participants. The studies that have been completed, even though they are of uneven quality, nevertheless have contributed to the understanding of specific problems confronting the project.

5. Has the project had an influence on how other education system players interact with the local school and the education system in general? Have APEs become since working with PENGOP the key interlocutor between civil society and the school in their community? Has the strategy used in the past of projects creating *ad hoc* committees in working with schools and/or communities given way to the strategy of working through parent associations?

Each project has a tendency to set up its own management system. It does seem, however, that using the skills gained by the APEs during PENGOP has become a common practice to projects wishing to carry out activities at the school level. This is certainly the case with AGeFIB and the World Food Program. The competence of parents' association in school management is recognized by development partners.

6. What have been the main results of the project?

PENGOP financed 635 school infrastructure and other "projects" and "micro-projects." The total amount spent on these activities is 2,736,000,000 FCFA, which includes the 528,000,000 FCFA as the community-provided (required) "match." AGeFIB funded PENGOP-sponsored APEs to the tune of 346,609,000 FCFA.

Project-provided training, which is often used by beneficiaries outside of the activities of the APE itself, is the dominant project activity. It has created a new "dynamic" around the school that was not there previously, and is the project's most important result. The M&E system and interviews in the field show that in most cases project-supported APEs are now important actors in the education system, and must be dealt with as key actors in the education system. This "new dynamic" is not limited to the individual school, but can be found in the Commune as well, where the CAPE has taken on a very strong role. It is clear that school-level administration officials have found new allies.

7. Do the APE federations (CAPE, FEDAPE, and FENAPEB) serve the interests of the individual APEs better now than they did prior to PENGOP?

Relations between the CAPE (commune level) and the individual APEs are based on support activities, sharing views and experiences, cooperation and partnership. CAPE support is definitely appreciated by the APEs.

Neither the six FEDAPE (regions) nor FENAPEB (national) have not as yet produced important results or met expectations, especially in the areas of lobbying and influencing governmental decision-making.

8. Have the WE co-funded APE projects served their purpose?

Project management is among the skills being acquired through PENGOP training. In the project's approach, theoretical training in organizational development and administration is backed up by practical, hands-on project identification, preparation, and management which allow parents to put into practice what they have learned in the "classroom."

This approach has played an important role in the project's attaining its objectives. Without the projects, it is unlikely that the parents would have participated in the training.

9. Are the project's accomplishments sustainable?

It appears clear that PENGOP activities have had an important impact on school and community life. They have, without doubt, allowed for the development and reinforcement of parents' associations, allowed them to participate in school management, and in the execution of school infrastructure and other projects and micro-projects. The results, from this point of view, are extremely positive, and constitute factors that contribute to long-term sustainability.

But these results are at risk. The risk of losing the gains that have been made, the lack of capacity of local NGOs to take up the challenge, the uncertain capabilities of the parent's movement and its lack of financial viability to sustain project gains leads one to doubt the sustainability of PENGOP activities.

10. Are the project's Benin NGO partners now better equipped to assist in the development of the education sector of the country than they were prior to PENGOP?

PENGOP has had an important impact on its NGO partners. These organizations have had a change in the way that they operate which has made them more effective and more credible. The NGOs have received training that has permitted them to better understand their overall role, and their particular role as a partner with PENGOP in APE strengthening.

However, they have always operated as service providers which, as projects close, lead them to disappear. The NGOs that have worked with PENGOP can be considered as a resource network which while it may become inactive when the project closes, can be reactivated and become operational quickly when a new project comes on stream.

Recommendations

All people interviewed by the evaluation team were unanimous in their view that the project should continue. If a new project does see the light of day, it should principally focus its sights on the CAPEs. But this is not to say that the FEDAPEs or the FENAPEB do not have a role to play. The federations, in benefiting from a modest amount of grant funds to finance their activities, can continue to learn the role that is theirs to play. This includes the training of, technical support to, the extension of the coverage of the CAPEs. To play this role, the CAPEs

should receive modest levels of budget support as well. This will ensure both operational effectiveness and cost effectiveness.

If this is to be the case, the collaboration with the education ministry needs to improve. On the one hand, the ministry needs to ensure that the necessary legal and regulatory documentation is in place that can clarify the respective responsibilities of school directors, school inspectors (C/CS), the school level parents' associations, and the commune level coordination bodies for the APEs, the CAPEs. In addition, the MEPS, by its attitudes and practices, can encourage the activities of parents' associations and federations of APEs and CAPEs. What is especially important is that the MEPS must work with the parents in concert.

This report suggests that the considerable achievements of PENGOP be the basis for a new project, which will have the double objective of reinforcing the decentralization process, on the one hand, and improving the quality of education offered to the public, on the other.

The report suggests that the substantial accomplishments of the project could constitute the base for a new project with a double objective: the strengthening of the decentralization process on the one hand and the improvement of the quality of the supply, on the other. If a dialogue between teachers, APEs and specialist were to begin, a school project could be elaborated. The goal of each school's project would be mostly to improve results. Such a project could, in part, complement the objectives of the EQUIPE project.

EVALUATION OF PENGOP PHASE II

1. General Presentation

An overall view of the evaluation

The final evaluation of the PENGOP project has been based on three main sources of information: the large numbers of project documents put at the disposal of the evaluation team, the evaluations of the project carried out since 1997, and, finally, interviews with a sampling of the various individuals and groups involved with PENGOP activities. These interviews took place from 11 May to 6 June 2003.

The work began with a close examination of the numerous documents provided to the evaluation team coordinator by World Education Benin and by World Education's Boston-based Headquarters office in the United States. The full list of the documents is provided in the appendix to this report. It includes all the Quarterly Project Activities Reports starting with the 17th Project Quarter to the 33rd Project Quarter, all the Yearly Reports, the evaluation reports relating to specific project activities, the USAID-required "Continuation Applications" (yearly requests from World Education for continued USAID funding of PENGOP) and various communications between World Education and USAID.

The second source of information on which this report has been based was developed by World Education. This information is made up of three types of evaluations, and concern organizational performance, the effectiveness of organizational financial and administrative systems, and the overall "environment" of the school associated with the individual APEs. These evaluations were carried out a number of times at each one of the parents' associations covered by the project. They were also done at 59 "non-PENGOP" APEs to determine whether there were any significant differences between these APEs and those covered by the project. Finally, these quantifiable evaluations were adapted to, and carried out with FEDAPEs, CAPEs, and with FENAPEB.

The report has been written to respond to 10 questions that were presented to the evaluation team at the start of its work.

The team was composed of:

- Mr. GADO Mamadou, Anthropologist-Sociologist, who possesses a large amount of experience in the area of community development;
- Mr. Maurice GARNIER, Professor of Sociology at the University of Indiana (Bloomington, Indiana, USA), who specializes in the study of African education systems;
- Mr. Bienvenue MARCOS, Lecturer at the National University of Benin (Abomey-Calavi), ex-Director of Planning at the Ministry of Primary and Secondary Education, and former Director of Cabinet for several ministers of education; and

- El-Hadji ZATO Ali, Primary Education Inspector (retired), who besides his extensive teaching and administrative experience (his career includes being the director of a teacher's college), has been involved in the parents' association movement in Benin.

PENGOP's Objectives

PENGOP operated within the framework of USAID/Benin's education sector development program, which has as its Strategic Objective "More children receive a quality basic education on an equitable basis." PENGOP's objective within this framework was "To increase the involvement of civil society in the democratic governance of Benin's primary education system."

The reasoning behind the development of this project deserves an explanation. It is true that some people might wonder whether there is a direct line between increasing enrolments in an equitable manner, on the one hand, and civil society's participation in school management, on the other. As will be shown in this report, the answer is "yes."

The history of PENGOP in fact explains the approach. Originally, the project was written to respond to USAID's "Democracy and Good Governance" objectives. It is easy to see how a more important level of parental participation in school management corresponds to the USAID governance objective. Even if parental participation is not a new phenomenon in Benin, it usually took on a purely financial character. Once financial support was given, parents had no right of oversight (at least in practice) concerning the actual way parent-raised funds were used, or how the school was managed. In other words, participation in this way was undemocratic.

Many studies have demonstrated that parental participation in the activities of a school leads to improved school functioning. If one wants, therefore, to increase enrolments, the involvement of parents is essential. Their involvement brings two advantages: participating in decisions that lead to their financial contribution as part of their rights as citizens of the community and the country, on the one hand, and the probability that this participation will play a role in increasing enrolments and attendance rates, especially for girls (whose attendance rates have been historically low), on the other. If parents are not in agreement, it will be difficult to increase school attendance rates, especially for girls. Thus, if parents do not participate, the USAID education sector objective will not be met.

PENGOP therefore, has a "double origin," which comes from the hope to democratize the functioning of social institutions, in this case, the school, and a desire for efficiency, in this case to increase school enrolments to include all children, i.e., increase equity. It is rare that these two objectives are attacked simultaneously, but in this case, the twin desires for efficiency and democratization that are often written about, are being practiced in reality. In other words, democracy and good governance become cross-cutting objectives.

In order to meet its stated objective, the project used the following strategies:

1. Members of the executive boards (*bureaux* in French) of APEs (remember, they have existed for many years) would be trained in order that they could better carry out the functions for

which their organizations were established. The skills targeted include the capacity to organize meetings, to take and keep minutes of meetings, to organize and hold elections, to understand the role of each of the organization's officers, etc.

2. In order to motivate parents and provide opportunities to practice what they have recently learned, it was decided that APEs could request financial assistance from World Education for projects that they, the parents, identified. The financial assistance was contingent on the APE co-funding the project chosen. Once approved, the project would be managed by the association: a contractor bidding process would be established and a minimum of four bids was required for each project; the winning contractor would be selected by the Board according to an established formula; the Board would supervise the work, and control the use of (for example) building materials; the Board had to present financial reports and justify all expenses made from project funds through receipts and other documentation; etc.
3. In order to share experiences between APEs, exchange visits were organized between associations. Linkages were strengthened, and mutual learning occurred as the result of this process.
4. The training in the field was carried out by Beninese NGOs. This practice had two advantages: first of all, this would free up World Education which, otherwise, would have had to take on a large staff given the large number of associations covered, and the large number of languages used by Benin's people. Also, the training skills learned from World Education by the NGOs would remain in Benin after the project had ended. World Education hoped that the NGOs would remain involved in the education sector after it had left the scene.
5. World Education established alliances with like-minded groups where mutual reinforcement could occur. Thus, a partnership with the World Food Program (WFP), for example, allowed APEs to bring their management skills to a United Nations project that was supporting much-needed school lunch programs at certain schools, but had been suffering from poor management practices used by many school directors.
6. These activities increased the capacities and credibility of the parents' associations even further. To build on this, activities such as those begun with parents in the HIV/AIDS sector were able to move forward. Without this credibility, it is doubtful whether such activities would have succeeded.

Institutional changes affecting PENGOP

Several events occurred during the life of the project that affected it:

1. The law of 15 January 1999 created Communes, replaced the *sous-préfectures*, and correspondingly, established the post of Commune Mayor (chosen by and from among a group of councilors who had been elected by universal suffrage from the population of the commune), who replaced the central government-designated *sous-préfets*.
2. This law gave the responsibility for school construction and maintenance to the Commune, as well as the power to initiate all actions likely to contribute to the education of the commune's youth.

This important change has meant that the APE has become more of a key actor than previously, since they are now well placed to assist the Communes meet their functions vis-à-vis the schools. In addition, they constitute an example of democratic organization, which is one of the objectives of the decentralization law: to increase the involvement of the population in the management of their locality.

3. The Benin government has decided to allocate 2,000 FCFA/student (in urban southern zones, the amount is 3,000 FCFA) to the APEs, taken from the World Bank funds made available to the country through the debt relief program. These funds were to be used to replace the school fees that had been paid by the parents for the education of their children, which had been difficult for many parents to raise. Schooling became less costly to families, and schools acquired operating funds that were difficult to obtain previously. While these funds were given to the APE, they were to be co-managed with the school director.
4. In addition, the government created a structure, AGeFIB to fight poverty. AGeFIB decided to invest their funds at the community level in especially poor communes who had difficulty raising their own funds. The funds were used, among other things, in school construction. PENGOP became a partner with AGeFIB, the latter funding the construction of schools where the APEs had been trained by PENGOP. Without AGeFIB, the schools constructed in these communities would have had to have been co-funded (80%-20% WE: APE) by World Education. This allowed World Education to expand its training operations further than would have otherwise been the case.

PENGOP's Phases

PENGOP Phase I covered the period from 1994 to 1998, and was begun by a test phase that covered 50 APEs from June to October 1995. The test phase was evaluated, and the approach was proven to be viable. The test phase was followed by full operations that covered 208 APEs in six communes, which was also evaluated favorably. However, the limited coverage (the country has approximately 4,000 schools) meant that this seemingly viable approach to increasing parental involvement in the education system of the country would not likely become general unless another Phase with much larger coverage could be funded.

This is why Phase II was begun in 1997 (even before Phase I had been completed). It was marked by a large increase in the numbers of APEs covered by the training, going from 208 in six communes to 1000 APEs in 14 additional communes. These numbers represented a “critical mass” and could influence the national school governance system in a more sustainable way. Phase II was different from Phase I in that some 35 (of 77) APE *coordinations* (CAPE) and all seven *fédérations* (6 FEDAPEs and the FENAPEB) also benefited from PENGOP training.

Thus, PENGOP increased its cover institutionally, both in terms of number and in terms of *level* (from local to national). These changes made the program operations more complex, since the parents had not only to organize themselves internally as associations (as had been the case during Phase II), but externally as well, interfacing with commune, regional, and national institutions depending on the situation. At the higher levels, it was not school co-management that was the issue, but how to assist the parents in the individual APEs resolve internal conflicts

that had reached an impasse locally that became important for the CAPEs. At the FEDAPEs and FENAPEB, the concern was to become an advocate for school parent concerns in general, and on a wider than local levels.

Phase II had two cycles, what was referred to as “Phase” 2A and “Phase 2B,” which slightly overlapped: 2A ran from July 1998 to December 2000, while Phase 2B ran from July 1999 to June 2003.

Phase II Mid-term evaluation of May 2000

The results of the May 2002 evaluation (L. Fox, I. Mazimpaka, et. al.) are summarized and included in the annexes attached to this report.

Final Evaluation: Terms of Reference

1. Were the objectives established for PENGOP II (and its 2002 Amendment) met?
 - a. Did the project have a positive or negative impact on the level participation of civil society in the education sector in Benin?
 - b. Has school co-management between the director and the parents become a reality in PENGOP project zones?
 - c. If yes, has co-management been a positive or negative factor in the quality of school management of those schools?
2. Have the administrative and management systems established by the project been positive or negative factors in the meeting of PENGOP’s objectives?
3. Has the evaluation system (ERO-EAF-EES) adopted by the project served to orient project-provided training for parents and led to PENGOP meeting its objectives?
4. Has the project’s “Action-Research” strategy been helpful in reaching the project’s objectives?
5. Has the project had any influence on other actors in the education sector?
 - a. Are APEs now considered to be key education sector actors more than was the case previous to the project?
 - b. Has the previously widespread practice of outside projects establishing ad hoc committees now ceded its place to one placing the APE as the key civil society interlocutor in the school?

In terms of results:

6. What have been the main results of this project?
7. Do APE federations (CAPEs, FEDAPEs, FENAPEB) serve the interests of parents’ associations at the grassroots level better now than they did before PENGOP?
8. Have the APE projects (co-funded by World Education) [school construction, equipment, teacher housing, latrines, cisterns, income generation projects] justified the use of this

strategy to meet overall PENGOP objectives? In other words, has the idea of sponsoring beneficiary managed hands-on projects to supplement the theoretical organizational development training actually worked?

In terms of impact:

9. Are the results of PENGOP sustainable?
10. Are the NGO partners of PENGOP better equipped now to become effective partners in developing the education sector in Benin than they were prior to PENGOP?

2. Methodology

Review of documents

The list of documents reviewed by the team is included in the annexes to this report. It notably includes all Project Quarterly Progress Reports from the 16th to 33rd, all requests for funding, and all requests for project continuation (which include reviews of the past year's activities). The Phase I evaluations, and the Phase II mid-term evaluation of May 2002 were read carefully, especially the latter, since the team was anxious to determine whether the deficiencies noted in the May report were dealt with between 2000 and 2003.

Interviewee sampling

Given that the PENGOP project worked with 1,300 APEs, it was obviously impossible to visit all of them during the evaluation. The creation of a sample list was not easy, given that there were four types of training partners: Phase I, Phase II ("2A" & "2B"), and the APEs that were trained by World Education in areas covered by the French NGO, Aide et Action.

To determine if PENGOP's activities had borne fruit, it was necessary to compare both PENGOP partner APEs and those where the project had not been active. Five types of APEs exist and were selected in representative portions for evaluation purposes: PENGOP partner APEs (14 "2A," 13 "2B"), 5 non-PENGOP APEs, and 2 APEs covered in the Aide et Action-World Education collaboration.

The time available for the evaluation was four weeks (including preparation time) and did not allow a truly statistical sampling, since it was necessary to reconcile the needs of representation and geographic proximity. In order to determine whether the samples for 2A and 2B were representative, a comparison of ERO, EAF and EES scores was made between the sample group and the totality of APEs covered during those "Phases." The tables on the next pages summarize the results.

SAMPLE OF APEs USED FOR FINAL EVALUATION

| Group | Location | EAF | | | ERO | | | EES | |
|-------------------------|----------------|-------------|-------------|------|-------------|-------------|------|-------------|-------------|
| | | Index | Average | Mode | Index | Average | Mode | Boy: Girl | Index |
| APE 2 A | Commune | | | | | | | | |
| Pèrèrè | | | | | | | | | |
| Peuhl | Pèrèrè | 0.86 | 4.67 | 5 | 0.73 | 4.75 | 4 | 3 | 0.56 |
| Pèrèrè C | Pèrèrè | 0.84 | 3.73 | 5 | 0.94 | 5 | 5 | 1 | 0.55 |
| Dan | Djidja | 0.95 | 4.63 | 5 | 0.93 | 4.75 | 5 | 2 | 0.61 |
| Setto | Djidja | 0.95 | 3.27 | 5 | 0.64 | 4.75 | 3 | 2 | 0.71 |
| Aplahoue | Aplahoue | 0.51 | 3.27 | 5 | 0.73 | 3.5 | 5 | 1 | |
| Lagbave | Aplahoue | 0.65 | 3.27 | 5 | 0.72 | 3.5 | 5 | 1 | |
| Houetan | Aplahoue | 0.86 | 3.27 | 5 | 0.77 | 4 | 5 | 1 | 0.6 |
| Lanta | Klouehanme | 0.85 | 3.64 | 5 | 0.85 | 4.75 | 5 | 2 | 0.64 |
| Sountchirant ikou | Natitingou | 0.39 | 2.55 | 1 | 0.48 | 1 | 1 | 2 | 0.67 |
| Toucountou na centre | Toucountouna | 0.49 | 2.18 | 1 | 0.81 | 4.25 | 5 | 3 | 0.69 |
| Peperkou | Toucountouna | 0.46 | 2.45 | 1 | 0.44 | 1.5 | 1 | 3 | 0.7 |
| Kolokonde B | Djougou | 0.39 | 2.82 | 1 | 0.62 | 2.5 | 1 | 5 | 0.46 |
| Kolokonde A | Djougou | 0.62 | 2.82 | 1 | 0.62 | 2.5 | 1 | 3 | 0.52 |
| Akpali | Zè | 0.82 | 4.00 | 5 | 0.69 | 3.25 | 3 | 3 | 0.65 |
| Average for sample | | 0.69 | 3.57 | | 0.71 | 3.50 | | 2.50 | 0.61 |
| Average 2A | | 0.65 | 3.42 | | 0.73 | 3.72 | | 2,50 | 0,57 |

| Group | Location | EAF | | | ERO | | | EES | |
|--------------------|----------------|-------------|-------------|------|-------------|------------|------|------------|-------------|
| | | Index | Average | Mode | Index | Average | Mode | Boy:Girl | Index |
| APE 2 B | Commune | | | | | | | | |
| Nallou | Nikki | 0.58 | 2.36 | 1 | 0.66 | 4.75 | 1 | 1 | 0.41 |
| Ourarou | Nikki | 0.61 | 2.91 | 1 | 0.85 | 4 | 5 | 1 | 0.56 |
| Boderou | Kandi | 0.4 | 2.91 | 1 | 0.39 | 1 | 1 | 2 | 0.52 |
| Pédé | Kandi | 0.97 | 4.82 | 5 | 0.97 | 4.75 | 5 | 3 | 0.59 |
| Ahouloume | Houéyogbé | 0.9 | 4.27 | 5 | 0.88 | 4 | 5 | 2 | 0.65 |
| Tohouin | Houéyogbé | 0,43 | 2.55 | 1 | 0,53 | 2,75 | 1 | 3 | 0.51 |
| Akassato | Abomey-Calavi | 0.72 | 4.73 | 5 | 0.87 | 4.75 | 5 | nd | |
| Dandji I | Cotonou | 0.97 | 5 | 5 | 0.86 | 3.5 | 5 | 3 | 0.59 |
| Akpakpa marché | Cotonou | 0.58 | 2.91 | 1 | 0.66 | 2 | 1 | 3 | 0.68 |
| Beket | Kouandé | 0.46 | 2.91 | 1 | 0.71 | 4 | 5 | nd | |
| Doissa | Savalou | 0.98 | 4.64 | 5 | 0.83 | 3.75 | 5 | nd | |
| Makpéhogon | Agbangnizoun | 0.97 | 4.64 | 5 | 0.8 | 4 | 5 | nd | |
| Houndomè Aligbo | Avrankou | 0.94 | 4.82 | 5 | 0.92 | 4.75 | 5 | 1 | 0.65 |
| Average for sample | | 0.76 | 3.81 | | 0.78 | 3.77 | | 2.11 | 0.57 |
| Average 2 B | | 0.71 | 3.67 | | 0.76 | 3.9 | | 2.5 | 0.58 |

It is reasonable to conclude from the data above that the sample is, in fact, representative of APEs covered under the PENGOP project. The average EAF index for 2A is 0.69 for the sample group, and 0.65 for the total 2A APE population. The average 2A EAF score, which takes into account the majority of the indicators, is 3.57 for the sample, and 3.42 for the total population of that group. The same results hold true for the ERO average indexes: 0.73 for all APEs in the group, and 0.71 for the sample. For 2B, the respective numbers are 0.78 and 0.76.

An examination of the “mode” column shows that the APEs included in the sample group are not all functioning at an advanced level. “5” is a maximum score whereas “1” is the minimum in this system. The January 2003 evaluation shows that a number (see below) of APEs are not yet functioning optimally. True, the “mode” score (in other words, the score most frequently obtained) is “5,” but a certain number of APEs haven’t yet reached this level of functionality. The APEs included in the sample group, we can conclude, are organizations with a wide range of functionality, from the worst to the best. Some APEs well exceed the average, no matter which type of evaluation is concerned, and some, to the contrary, are well below average.

While APEs represent the main group of project beneficiaries, PENGOP worked with many partners. Among these, the evaluation team interviewed the following:

5 NGOs

International organizations (e.g., WFP, Aide et Action;

AGeFIB (headquarters in Cotonou, as well as the branch offices in Djougou and Kandi);
4 DDEPS (regional education directors)
14 C/CS (commune-level education coordinators);
3 FEDAPEs (regional level APE federations);
FENAPEB (national APE federation);
DIVI (MEPS internal audit and control division);
DPP (MEPS planning directorate); and
Mayors, village chiefs, and other leaders (informal discussions).

For each type of actor, different interviewer guides were prepared (see appendix):

APE Boards
CAPEs, FEDAPEs, FENAPEB
School directors
Teachers
C/CS, DDEPS, Minister (MEPS)
National NGOs
Implementation partners (WFP, AGeFIB)

The interviewer guides prepared for the APEs was the longest, and took at least 45 minutes to complete, and often 75 minutes. Most of the time, the interviewers were invited to share refreshments after the interviews, and these occasions made it possible to exchange information more informally.

The interviews with the APE Boards were done with the group with each group member heard. The number of women interviewed, however, was low. For PENGOP APEs, according to the ERO evaluations, the ranking of APEs boards according to the number of women they have as members can be determined, given the following ERO scores:

“1” No women board members;
“2” 1-2 women members;
“3” More than 2, but none able to cite at least two of their Board functions;
“4” 1-2 women, and they are able to cite at least two of their board functions;
“5” 2+ are board members, and at least 2 able to cite two functions they cover as Board members.

Concerning the 2A group of APEs, 65% had a score of “5”, and for 2B, the total was 70%. (January 2003). Note, however, that the scale combines the number of women on the board with their organizational ability.

Concerning APEs that were not part of PENGOP, the selection was done by the project field agents. Even if this procedure is not at all ideal, there was little option, because it was not possible to meet an APE without prior notice. To bring the members of a non-PENGOP APE together, one needs to know the individual members. To contact people who were not known by the team and ask them to meet sometime during the week to discuss a project with which they have not been involved is almost impossible. We requested the field agents to identify APEs that

were not particularly good or particularly bad, but we do not pretend that we got a representative sample.

That said, we note that PENGOP had put together a control group of 59 APEs from non-PENGOP areas. They were evaluated in January 2003. Note, for comparative purposes that APEs of the 2A group registered average ERO scores of 1.83 in December 1998, which corresponds to the beginning of their involvement with the project. In January 2003, the same APE registered average ERO scores of 3.32, showing that progress had been made. Concerning the 2B group, the December 1999 ERO scores (beginning of their involvement with the project) averaged 1.88, while in January 2003, the average was 3.49. The control group received a one time score of 2.67 in January 2003, i.e., above the starting scores for 2A and 2B.

It would be interesting to know how the control group compares with APEs nationally. No census of all APEs has ever been done, so it is impossible to determine whether the control group is representative of APEs as a whole in Benin. Neither was this an objective of the evaluation. We are supposing, though, that the control group is more or less representative of those APEs never having benefited from PENGOP. It is just as correct to assume that evaluations done before project intervention represent typical non-PENGOP APE characteristics through out the country.

Analysis of the Data

Several quantitative analysis results of ERO, EAF, and EES evaluations are presented below.

The several qualitative analyses were carried out as follows:

As has been indicated above, each type of actor (school director, APE board members, etc.) were interviewed following a customized interview guide for their group (see documents annexed to this report). The team was divided into two sub-teams of two members each, and each group accompanied by a World Education field coordinator. In the schools, a number of interview sessions were carried out by one of the members while, at the same time, other people were being interviewed by the other member of the sub-team. For example, one member might meet with the APE Board members, while the other met with the school director and teachers. This procedure was followed by the two teams in the areas that they were assigned.

The respondent-provided information was then summarized by each team member having done an interview. As the meetings in the field progressed, an effort was made to draw up modal responses to the questions posed by the Terms of Reference on the basis of what the evaluation team was being told. Each member of the team presented his opinion on the data collected for each particular group. Once this was done, even when there was a consensus, the team members consulted their notes to identify, for any particular response, not only the "mode" (most common), but also responses that represented the extremes of the range of responses.

3. Findings vis-à-vis the Terms of Reference for the Evaluation

3.1 Were the objectives established for PENGOP (and its 2002 amendment) met? Has the project had a positive or negative impact on the level of civil society participation in the education sector?

Impact of the project on civil society participation in the education sector

It is useful to re-state that one of the objectives of the PENGOP project is to increase the role of civil society in the democratic governance of the primary education sector. The involvement of civil society is carried out through the strengthening the capacities and performance of parents' associations (APEs). Once this is achieved, these organizations will be able to participate in managing primary education. In their turn, the federations of APEs at the district, regional, and national levels (CAPEs, FEDAPEs, FENAPEB) are strengthened to play similar roles at their respective levels.

Civil society participation can be loosely defined to include the participation of all the citizens and their representatives. In the case of the schools, it is reasonable to limit the "citizens" to only those citizens directly concerned, i.e., the parents of children going to school. Organized into associations, parents can influence numerous decisions and, grouped into federations, parents can made their voice heard at higher levels, even to the point of influencing national education policy. We will come back to this point when we come to deal with the APE federations.

Participation is a good thing in that it can establish equilibrium between the preferences of the political and administrative decision-makers and the users of education and other public services. It is clear that PENGOP has sought to alter the balance which had previously been favored by the political and administrative decision-makers to the detriment of the parents (users) As was mentioned earlier, the move towards democracy in Benin is part of PENGOP's background and history, and it is here, in the area of parental participation, that we see a convergence with this history.

Benin is going through a complete political and administrative transition. Decentralization is transforming the political landscape of the country. Government-nominated *sous-préfets* have already been replaced by elected mayors, and commune structures are being put into place. There is, then, a complementarity between, on the one hand, the structures developed under PENGOP and, on the other, the decentralization process. PENGOP has played an important role in this process because where it is working, representative structures have been put into place, structures that permit parents to participate, through their elected representatives, in decisions affected the daily life of the school. It must be said, though, that parents do not control the teachers, except in the cases where they hire them independently from government to fill existing vacancies. Besides this, permanent (government) teachers are often on strike, and this keeps normal learning from happening in the schools. Parents have expressed their bitter frustration with this situation during our interviews with them.

Parents' associations have existed in Benin for quite some time. But many of them became inactive, and were only playing a role that was limited to financially supporting the school without any oversight function, even concerning the funds that they themselves had provided.

It is this situation that PENGOP changed significantly. Through the project, parents learned to organize in order to voice their concerns. This brought about a new situation where their contributions could be monitored by those responsible for providing them. Control meant that spending was done according to parental priorities rather than to meet only the priorities of the school director. This in turn rearranged the power structure at the school: parents controlled what went on at the school attended by their children in the large majority of schools covered by the project. At a minimum, parents concerns were taken into consideration by the school administration.

One fact needs to be underlined: the parents controlled neither the number, nor the quality, nor the level of services provided by government teachers. Teachers continue to be under the supervision of the chief officer of the school district (C/CS). But the partnership established between the APE and the school director as well as that between the CAPE and the C/CS brought in a level of parental control over teachers never before witnessed. What is clear, however, is that parents themselves have no power to end teacher strikes.³

3.1.1 Changes in organizational capacity and performance of APEs and APE federations

Members of APE boards were asked to describe the last election of officers held at their organization. In every case, the description was pretty much the same. A General Assembly was organized, candidates for the various posts presented themselves, and a secret vote was held. In one case, voting by the raising of hands was chosen as the voting procedure, a procedure described by one member of another APE as "not good." In effect, this person said, voting in this way would make it difficult to vote for a person of your choice when one of the candidates was a family relation. In the majority of cases, the team found, the process was secret and anonymous.

According to January 2003 ERO results, 58% of the 2A group of APEs do practice secret balloting, while 2B showed that 69% vote using this procedure. Our interviews led the team to conclude that the secret vote was much more widespread than it turned out to be in reality. 31% of the 2B group does not use the secret ballot, according to the January 2003 ERO. Non-PENGOP APEs show that 58 of 59 APEs (98.3%) did NOT use the secret ballot. This finding is confirmed by the December 1999 ERO that showed that 93% of 2B APEs, before the PENGOP training also did NOT use the secret ballot. It seems clear that PENGOP greatly influenced this important aspect of APE life.

Given that many parents are illiterate, symbols replace the written names of candidates in the secret ballot process. A kernel of corn, a bean, a pebble, for example, is designated to represent

³ In Benin, teachers continue to receive their salaries when they are on strike.

one candidate or another. The symbol corresponding to the candidate of choice is deposited in a basket and, once everyone has voted, the number of kernels, grains, or pebbles are counted, and the candidate with the symbol that has the greatest number in the basket wins the election for that office. The process is repeated for each office up for election.

The number of persons participating in the general elections varies greatly, but seems never to dip below a third of the APE members. Such a number would be considered very high by western standards. At one school, we were told that attendance was obligatory, and that the school children were charged with the responsibility of bringing one parent to the meeting. That was a unique case. In another case, we were told that attendance was low because the APE was seen as being well managed. Not seeing any special problems, many parents did not see any compelling reason to attend the meeting.

The above examples can be said to represent extremes. In the majority of cases, the General Assembly brings together a good number of parents who elect their Board of Directors. This is reaffirmed by looking at ERO results: the percentage of APEs receiving the top score of "5" (a well-functioning general assembly) moved from 36% to 70% during Phase II. However, the number of incumbents regaining their seats seems high. But this is not a surprising result since a Board that is working well does not need to be changed. By-laws do not, however, allow more than two successive terms. This means that in a short time, those elected will be people who have never benefited from PENGOP training.

It is indispensable for organizations that function democratically to maintain up-to-date membership lists. But ERO scores indicate that only 37% of the 2B group have current membership lists that include the names of the parent-member and the name of the child or children in school. If one eliminates the stipulation that the list must contain the names of the children in school, the number rises to 42%. The control group of APEs shows that 75% do NOT maintain up-to-date lists, or any list for that matter (i.e., a score of "1"). This is similar to what 2B showed before PENGOP training began: 83% with "1." The "1"s were reduced to 20% by January 2003 for the 2B group.

What is true for the APEs seems to be true for the CAPEs at the commune level. In this case, there are 3 representatives of each APE member making up the General Assembly of the CAPE: the President, the Vice-President, and the Secretary. The Assembly then elects the CAPE officers. ERO evaluation results demonstrate the role of illiteracy: 88% of CAPEs have more than 5 literate members, and only one CAPE (of 35 covered by PENGOP) does not insist on a secret ballot for the election of officers.⁴ But, even in this case, members are elected democratically according to information gathered in the field. The CAPE members come from APEs, and have received training through PENGOP in their individual organizations. Therefore, it can be said that virtually all CAPEs use the secret ballot process.

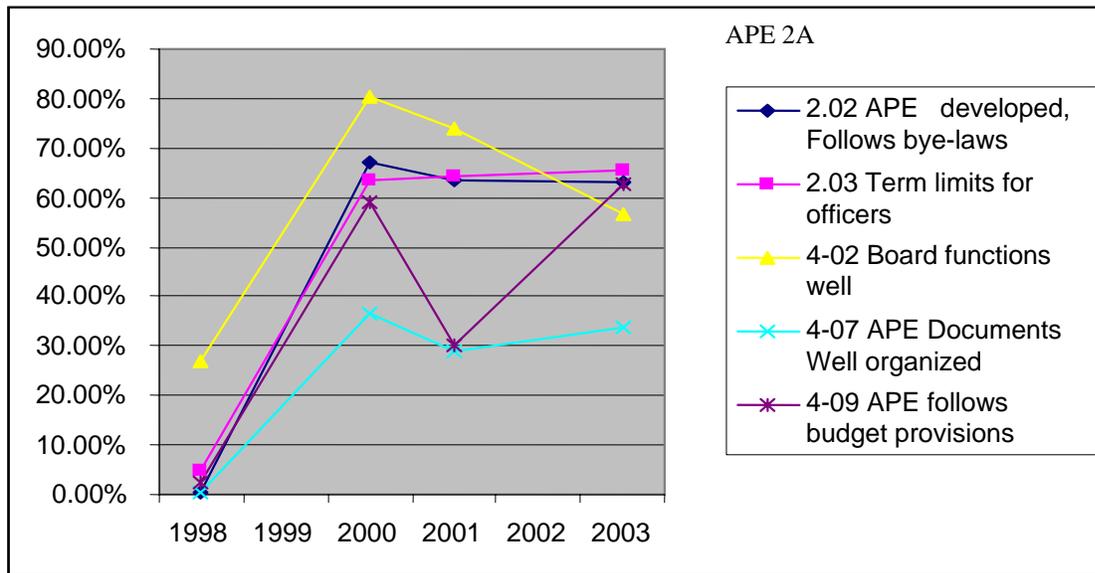
The same procedures are repeated at the regional (*départemental*) and national levels. Thus, at a formal level, democratic processes are respected and it is reasonable to conclude that APE boards and federation boards allow school parents to participate in school management, and,

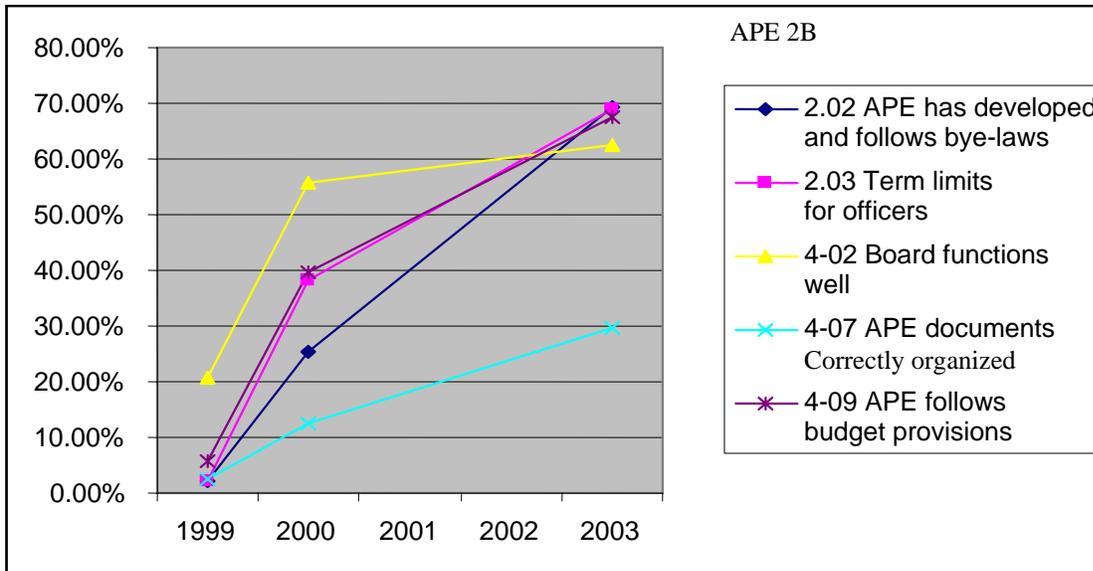
⁴ The equivalent number for APEs is 59%.

more generally, in the management of the system itself. At the school level, the yearly budget is voted on by the General Assembly, and its execution is follow-up by the Board. 65% of APEs boards use a budget, but there is a caveat: 26% do not have the budget approved at a General Meeting. There is, obviously, more to do. In this aspect, the control group fares less well: only 53% of the APEs approve the school budget at a General Assembly meeting.

It is useful to compare the trend of certain characteristics to see whether the APEs continue to function well once the PENGOP training comes to an end. The two graphs below show that the PENGOP training is efficient, but that the danger of unlearning is present. But it should be noted that, as Phase I APEs were evaluated in January 2003 (i.e., 7 years after PENGOP training had ended), 60% of the APEs from that Phase received a "5" for the question concerning the functionality of the Board. This is the best possible score an APE can receive in this regard.

Evolution of four management indicators over time: APE 2 A & 2B





3.1.2 Co-management

For the great majority of cases, school co-management has become a reality. 89% of the APEs in Phase II have ratified a "co-management agreement" that has been co-signed by the president of the APE and the school director, and witnessed by the C/CS. However, only a very small minority of Phase I APEs has a signed co-management agreement, and 58% have no such agreement (signed or unsigned). On the other hand, 89% of school directors participate in APE meetings (the figure was 93% for Phase I). This participation, though, is not unusual, and even before PENGOP training began, 58% of school directors participated in the APE meetings of the 2B group.

However, at the CAPE level, we do not see the same phenomenon. At the commune level, it seems, the CAPE is considered a consultative body, not responsible for management of the education system. CAPEs have no authority over the district education budget, and 82% of the CAPEs *do not have any signed agreement* with the C/CS. Our interviews established the fact that CAPE members get along well with the C/CS. The same is true at the regional level. Thus the C/CS and the DDEPS remain free actors, in theory at least, especially concerning the management of the education budget for their respective jurisdictions. This is true even though parent's contributions (including the some funds from the "social measures" provided in principle to the parents by the government) constitute part of the budgets for these offices. It is also true that at the regional level, the regulations foresee the geographical dispersal of central services away from the capital, rather than decentralization. At the commune level, where we are dealing with decentralization, a way of working that more closely resembles the way schools are managed would seem to be more appropriate. This was certainly not the case at the time of the evaluation.

Such a freedom of action on the part of these administrators, though, does not mean that their institutions do not function democratically. The C/CS and the DDEPS met during the evaluation spoke of the essential role that PENGOP had played in bringing democratic management to the level of the school. They said that it was now just about impossible to ignore the parents. The DDEPS said they were receiving, for the first time, a lot of correspondence from APEs, most of which dealt with complaints about teachers. This is something new. The ability and willingness to express their ideas and concerns has increased among parents. They conclude that this is due to the APEs being better organized.

APE board members also informed us that the level of cooperation was high between them and the school administration, the CAPE, and FEDAPE. It is not essential to have budget control in order for parents to have their voices heard. In any event, financial questions were not the only issues that concerned school directors and parents. These partners understand that they share a common goal, and active cooperation is the best strategy for both of them. School administrators understand that without the parents, school operations, already difficult, would become impossible. On their side, parents understand that the good management of the very limited resources available to the school fell on the school director. So, cooperation had to be the by-word, and this was the case most of the time. It is nevertheless necessary that the structures that exist at the school level should also be put into place at the commune/CAPE level because the target of decentralization is the commune.

When differences between the actors in the education system come to the fore, mechanisms are put into place to deal with them. This seems to be the case with the CAPEs. Their members intervene regularly to resolve conflicts that can come up between teachers and parents, or between the school director and the APE board. This is far from being the only role performed by the CAPE, but it seems to be one that is highly appreciated. The resolution of conflicts makes the life of school inspectors (C/CS) easier, and this improves the CAPE's reputation.

This is the way that, even without formal texts which stipulate what should be done, CAPEs, in practice, help individual APEs who often turn to them, not just to resolve conflicts, but to receive advice of all kinds. This might concern advice on recruiting community teachers, or just to exchange ideas about past experiences and possible solutions in dealing with a range of problems. This contribution only reinforces the idea that parent's participation is indispensable to the smooth operation of the system. These conclusions are further dealt with in the section of the report that analyzes the ERO and EAF assessments.

APE board members were almost unanimous on one thing: co-management has become a reality in the schools covered by PENGOP. We asked them if the board now participated in certain activities from which they were formerly excluded.

The first example is keeping an inventory of school equipment. Most (80%) say they have a register where they keep track of school equipment.⁵ In certain cases, there is only one register, kept by the director, but it is at least validated and countersigned by the APE.

⁵ A team verified whether in fact such a register really existed, and whether the ERO information was accurate; the registers actually exist.

APEs are also involved in the distribution of schoolbooks. The practices in this regard may vary slightly from APE to APE, but in general, the school director goes to the school district office (*circonscription scolaire*) with at least one member of the APE board to take possession of the books assigned to that school. It is not exceptional that more than one APE board member makes the trip. Finally, when the books reach the school itself, the other members of the APE participate in counting the books.⁶

If a school has a development plan, the APE board has been involved in drafting it. However, these plans are rare. Not all members even know that a plan does exist, even when it does. The ERO results show that 82% of APEs *do not have* a development plan. Such a plan requires skills that few APEs possess at present. Skills in statistics, skills to imagine the future possibilities that exist for their school are usually not present at the local level. In the case of a poorly developed system (in part caused by the rapid expansion of the school enrollment rates), it is hard for parents to think that it is possible that one day more resources might be available, and that they can someday play a role in defining the objectives of their school.

Finally, the board plays a crucial role in the hiring of substitute teachers, known as "community teachers," because the civil service does not hire them. Most schools have these teachers, and parents participate in their recruitment in various ways. In some cases, the director makes the choice between several candidates, but the parents must ratify the choice. Since the candidates are usually local people, they are known to the parents, and therefore, some are rejected by the parents because of known "poor morals." In other cases, the parents play a more active role, and their choice is presented to the director for ratification. In general, no matter what method is used, the C/CS generally has the final say, either through the right of veto, or through actively participating in the selection process.

Parents universally complain about the problem of lack of a sufficient number of teachers to fill all the vacant posts. It is the parents who often have to raise the funds necessary to pay the community teachers. In fact, the 2,000 FCFA per student from the "social funds" provided from the government⁷ are insufficient to meet the costs of hiring and keeping these local teachers. For example, an APE might be forced to hire 3 community teachers which will cost them about 85,000 FCFA/month (2 x 30,000 FCFA/month, with the third at 25,000 FCFA/month) to fill three vacancies. If that school has 400 students, its money from the social fund will total 800,000 FCFA. This will be insufficient to meet community teacher salaries for nine months. It is necessary to add that these funds also are supposed to cover school operating costs. Therefore, the State contribution does not suffice and the parents will have to raise the necessary funds if their children are to have "teachers" (even if these locally hired people only have BEPC (junior high school) degrees and have received no formal training as a teacher.

⁶ The similarity between descriptions of how this process works is surprising. It seems unlikely that the similarity means that there must have been a PENGOP "lesson" that dealt with this operation. It is much more probable to suppose that a practical idea was developed, and then copied by other APEs and directors.

⁷ In southern urban areas, the amount is 3,000 FCFA/student.

In the majority of cases, parents refuse to pay the 30,000 FCFA minimum net salary imposed by the MEPS.⁸ This amount is simply too much for the parents to raise, so they pay what they can. It was usual, before the MEPS imposition, for APEs to pay from 15,000 FCFA to 20,000 FCFA/month.⁹ Some APEs have decided to apply the rule even though they know that the budget will not support the costs. Other APEs have signed a contract that binds them to pay according to the new rules, creating a potential problem down the road between the employer (parents) and the employee (community teacher) when the breach of contract becomes inevitable. Actually, there are community teachers on strike.

Parents not only play a role in the recruitment of community teachers, but they also check up on their physical presence at the school, and whether they are effectively carrying out their work. Parents will question directors when they find that the community teacher they pay is not actually at his or her post. In the case of community teachers (as opposed to government teachers), when they strike, they do not receive their regular salary.

Managing the teacher shortages has brought certain C/CS into taking measures to install a more systematic recruiting plan for the 2003-2004 school year. Candidate résumés are being collected early so that the choice can be made from the widest possible field. In this way it is hoped that candidates with at least a BEPC diploma (junior high school) can be selected. The varying socio-economic conditions that exist among the communes leads to C/CS and directors to being more or less selective.¹⁰

In another way, but still involving teachers, it is possible to show that co-management has become a reality. Whenever there is a conflict between a teacher and a parent, it is common practice for the APE to intervene to help resolve the situation. If that proves impossible, the CAPE is called upon for the same purpose. In fact, when the team questioned the CAPEs and the APEs about their roles, conflict resolution between parents and teachers usually figures in first place. When we openly asked the APE and the CAPE respectively to describe what unites them, in by far the highest number of cases it was conflict resolution that was mentioned. The same is true when there are conflicts between the school director and the APE. Here the CAPE intervenes, but in collaboration with the C/CS.

Co-management can cause problems when certain parents decide to observe classes, without fully comprehending what is actually going on. Some teachers regard this practice as a bit irrational, but they do not complain. Others are more openly resentful. In one case, APE board members told the team that they checked to see whether the teachers were at work every day of the school year, and twice a month to see whether they were correcting lessons. This seems a bit

⁸ 30,000 FCFA/month net will mean a gross salary of nearly 40,000 FCFA before deductions for social security and income taxes.

⁹ The imposition of this rule shows what can happen when the minister does not consult with the parents through their federations. In fact, if a consultation had taken place, the parents would have informed the minister of the implications of applying such a rule. Parent leaders are unanimous: no consultations were made.

¹⁰ This report will consider the role of the APE federations in another section. But here the team would like to point out that the FEDAPEs and FENAPEB need to themselves become more systematically involved in community teacher hiring for the school year that begins in 2003. Furthermore, they need to lobby the MEPS to provide teacher training for the community teachers. Such training will, of course, require financial resources.

extreme, and it is to be asked if teachers do not view this as interfering in their professional lives. According to the board members in this case, the answer is negative. This meeting took place on a Wednesday afternoon when teachers are normally not present, so we could not direct the question to the teachers at this school. But school directors in general are quite clear on this question: parents should not involve themselves in pedagogical affairs. The December 1999 ERO results show that 57% of the boards do not follow-up on the academic progress of their children, but this percentage dropped to 7% in January 2003! Therefore, we again see that parents are becoming more involved in the school system. But this involvement might become a source of tensions if teachers consider it to be "overstepping the line" by the parents. Parental involvement in academic affairs is a question of interpretation, and therefore a delicate one. School director's in-service training should take this problem into account.

Parents follow up student attendance, and are involved in contacting the parents of children found to not be in school. This kind of checking is frequent. It is clear that it helps the teacher, since absences hurt the learning process and the level of academic achievement. Correcting lessons is an important part of learning, but is not effective if students are absent. Checking by the parents verifies that teachers are present, but also that students are doing their lessons. Parents see this work as helping the teacher, who can better concentrate on teaching if freed from chasing down absent or lazy students. If this is the spirit that is communicated to the teachers, it is probable that the teachers will not complain. On the other hand, if the checks seem to bring nothing to the teacher, teachers will see them as interference.

Checks that are this detailed are rare. But their existence shows just how seriously some parents take their role as co-managers, which they see as going beyond financial oversight. But this involvement must be done in a spirit of cooperation if it is to provide good results. If the idea is to assist the teacher, parental involvement even in academic questions can be seen as a positive factor in school management.

The influence of PENGOP on the involvement of parents in school management can be best shown by the cases in which school directors in project zones have not participated in PENGOP-provided training, often because he was assigned to the school after the parents had completed the two-year training cycle. It was thus that a certain school director thought he could run the whole show by himself. The APE board would have none of this, and refused to disburse the funds that had been authorized for purchasing supplies for the school, since the director had not submitted receipts for expenses made previously. This created an impasse, but it showed that board members empowered by training are not impressed by a school director who refuses to follow agreed-upon financial procedures.

It might be possible to imagine that school directors do not share the same view as the parents. However, this is not the case. It is the almost unanimous view of teachers and parents that there is no conflict between the APE board and the school director. Is this because the interviewees wanted to give an outsider the impression that all was well at their school, even when this was not the case? Certainly, that is possible. However, the terms used by school directors to describe their relations with parents are without ambiguity: "excellent," "very good," "no problem" are the words we heard expressed vehemently by the directors.

The contribution that the APE makes towards the satisfactory operation of the school most often takes the form of material support, at least according to the directors. They quickly understood this: “We are free from worries,” said one. Another summarized the situation with the following words: “The school was built. When it rains, we are protected. The building and the school canteen draw the children to school.”

The contribution made by the parents towards increasing school attendance is not as much mentioned by the school directors in comparison to what we hear from the APE members, but nonetheless, it is appreciated. For example, a director observed that attendance had improved: “In the beginning, we had 17 children in attendance; now we have 40.” According to the evaluation, 67% of the APEs received a rating of “3” concerning their promotion activities aimed at increasing the school attendance rate of their community, and 29% received a “5” (January 2003). The APE contribution towards increased school attendance is thus less visible than what the parents indicate, the latter probably viewing the term as one reflecting the efforts of individuals rather than in terms of results achieved. Nevertheless, the principle of co-management seems to be accepted; some directors express their opinions clearly: “It is the only way to correctly manage the school,” said one. Another talks about the fact that a source of friction has disappeared since co-management has been introduced: “Without co-management, the role of the parents is difficult to fill. If that is tried, suspicion takes root. Behind the back remarks are now gone.” Another director: “Before, conflicts were not easily resolved.”

The indicator measured by the ERO assessment concerning the level of collaboration with other local structures (village development committees, for example), is detailed in the following manner:

1. The APE collaborates with no local structure;
3. The APE collaborates with one or more local structures;
4. The APE collaborates with the majority of local structures;
5. The APE has received at least one grant from at least one local structure.

| | | | | | |
|-----------|--------|--------|--------|--------|--------|
| Group 2A | 12/88 | 12/99 | 12/00 | 12/01 | 1/03 |
| Score “1” | 50.60% | 26.41% | 20.13% | 27.83% | 31.53% |
| Score “5” | 18.95% | 41.73% | 64.77% | 66.02% | 60.36% |

It is interesting to note that the rate of non-collaboration, which had been diminishing until December 2000, started to rise again in December 2001.

| | | | | | |
|-----------|------|--------|--------|------|--------|
| Group 2B | N.A. | 12/99 | 12/00 | N.A. | 01/03 |
| Score “1” | - | 56.35% | 40.79% | - | 37.41% |
| Score “5” | - | 17.94% | 35.24% | - | 50.75% |

For Group 2B, the proportion of APEs that collaborated went from 18% to 51%, but never attained the results of the 2A Group (61% in 2001, descending to 60% by January 2003). Concerning Phase I APEs, 50% received a score of “5”, a level of collaboration similar to Group 2B. 81% of the non-ATAPE APEs said they collaborated with local structures. Such a high figure is hard to explain. It compares with 18% that 2B APEs had at the beginning of their training cycle.

3.1.3 Conclusion

The overall objective of PENGOP is to promote the participation of civil society in the management of the education sector. The project chose as a strategy the strengthening of parents' associations, organizations that have existed for a long time in Benin, but were playing only a limited role in the life of the large majority of schools. The strategy required that these associations be trained in democratic governance principles and good financial and administrative practices. The training was carried out by local NGOs, which permitted the project to work with organizations already involved at the grassroots level, speaking the local languages of the country. The strategy allowed the NGOs to improve their overall capacity for community development work in other domains, as well as in the education sector.

In order to motivate parents to participate in the program, the project brought together the learning of governance and school improvement activities. This allowed the APE to practice what they had learned in the training sessions.

The ERO shows that this objective was, overall, attained. Not only has civil society participation increased, but parents have, once brought together as associations, become key actors, according to themselves. But when what is needed goes beyond simple management operations, for example, into the area of inter-agency collaboration, the results in terms of performance are less striking.

It should be noted that even the APEs that received training under Phase I of PENGOP (1995-1998) generally continue to function satisfactorily.

According to school directors and APE board members, co-management is beneficial for the school which, any way one looks at it, cannot function without the parents. The management of funds put at the disposal of the school by the government pass through the APE. While it is true that APEs that have not received training from PENGOP can also manage their budgets correctly, what is clear is that APEs that received the training actually do use the best management practices.

The co-management of the education system does not concern the CAPEs yet, even though it is at the commune (district) level that will henceforth, under decentralization, manage the schools materially. It seems logical for the coordinations to play the same role at the *circonscription scolaire (commune)* level as the APEs play at the school in terms of budgeting and financial management.

3.2 Have the administrative and financial management systems adopted by the project been positive or negative factors in realizing its objectives?

Description of the administrative and financial management systems.

The project personnel has been, for most of its duration, run by a small team spread between three offices: Parakou (headquarters), Abomey, and Cotonou:

Chief of Party (World Education Representative in Benin);
National Director for Programs and Training;
National Director of Operations;
Chief Financial and Administrative Officer;
Field Coordinators (6);
Statistician-Analyst;
Coordinators for Technical Studies and Construction (3);
Office managers (3);
Bookkeeper;
Drivers (4);
Messenger-Cleaners (2); and
Night Watchmen (5)

The Chief of Party is the project leader. He is charged with overall supervision of all project activities. He has delegated his program/training, and administrative/financial responsibilities to the National Director for Programs and Training and the National Director of Operations, respectively.

The Field Coordinators ensure, under the authority of the National Director for Programs and Training, the coordination of the field agents put at the disposal of the project by national NGOs. Each Field Coordinator is responsible for an “*ex-département*” (or region, each of which has now been divided into two under the decentralization program). The NGO field agents are the ones who actually carry out the training of the members of the APE boards of directors targeted by the program.

Organization, monitoring, and evaluation of project activities

The project director organizes, through his National Director for Programs and Training, monthly meetings for the Field Coordinators, at which meetings monthly activities are discussed, and planned for the month ahead. Prior to these meeting (before the 25th of each month), the Coordinators are asked to submit monthly activity reports. After going through these reports, observations, suggestions, recommendations are made, and instructions given to the person concerned. The objective is to ensure maximum effectiveness in achieving project objectives. and the reduction of overlapping activities to the extent possible. At the end of the meeting, each

Coordinator submits a revised work plan for the month ahead. This is reviewed by the project director before it is carried out.

Interpersonal relations between team members seem to be excellent, and the work is carried out in a convivial atmosphere that favors the maximum mobilization of energies leading to the successful achievement of project objectives.

The means of communication owned by the project (telephones, fax, email) are available to the team who require it to carry out their work. Even so, some project partners expressed the regret that some information took an extremely long time to reach them.

The project published and distributed to its institutional partners and others on a regular basis, Quarterly Activity Reports.

The project used an internal monitoring and evaluation (M&E) system (ERO-EAF-EES)¹¹ which measures a range of performances that allows the users to judge the level of “operationality” and the efficiency of the various groups which make up the APE movement (village/neighborhood, district/commune, regional/*départemental*, and national) in terms of organization, administration, and financial management. We note, for instance, that the system allowed us to establish that 35% of the *coordinations* (CAPEs) of APEs in the country obtained satisfactory scores in the “good governance” category, of which 70% were CAPEs benefiting from PENGOP training. Other areas subject to assessment include the existence and proper use of an organizational constitution (charter or *statutes*), bye-laws, the application of term limits for board members, the percentage of membership dues that are actually collected, the existence of management systems, the existence of up-to-date membership lists, the existence and proper use of accounting systems, spending controls, etc.

3.2.1 Project funding

Project-funded activities are the responsibility of World Education (Benin)'s Department of Administration and Finance, located at the project's headquarters in Parakou (five hours north of the capital, Porto-Novo). The financial management system is computerized, flexible, and decentralized (there are project branch offices in Abomey and Cotonou). This has allowed the project to locate its field program coordinators nearer the target groups. It has insured that activities spread out over the whole country can be managed efficiently.

Transport for the field coordinators is done with project vehicles organized in car pools. Public transport is used when appropriate. Per diem is advanced (75% of estimated total) to travelers who turn in an expense report (backed up by receipts) at the end of the trip, and collect the difference or pay back the surplus from the branch office concerned. According to the field

¹¹ ERO = *Evaluation rapide organisationnelle* (Rapid Organizational Evaluation); EAF = *Evaluation administrative et financière* (Administrative and Financial Management Capacity Assessment) ; EES = *Evaluation de l'environnement scolaire* (School Learning Environment Assessment).

coordinators and consultant/field agents, the system worked well, and enabled them to carry out their duties efficiently.

In order to carry out various activities in the field (seminars, workshops, projects, micro-projects), PENGOP put into place a very flexible system of disbursements to the APEs, CAPEs, or federations concerned. These beneficiaries are required to open bank accounts, or accounts with the local savings and credit union (CLCAM). The parental structures directly manage the project and micro-project funds. The project has experienced some delays in the APEs, CAPEs, and federations provision of the necessary paper work to account for the use of the funds. As an example, the team noted that an important sum of 365 million FCFA remained to be accounted for at the end of the first quarter of 2002. Some NGOs deplored the fact that they were not given the responsibility to manage these funds. Especially difficult for them to accept were the delays by the project in paying their technical assistance costs due to parental associations being late in accounting for the project funds they were given to manage.¹²

3.2.2 Partnerships

PENGOP has established relations with a number of development organizations, notably U.N. agencies (the World Food Program, UNICEF, etc.), international NGOs (Aide et Action, MCDI, Plan [International], CARE, etc.), as well as the Agency for the Management of Financing of Local Initiatives (AGeFIB), established by the World Bank and the Benin government. In most cases, these arrangements are judged to have been exemplary. They resulted in important changes and in the reinforcement of the capacities and performance of APEs in school co-management (selection of contractors, construction activities, school feeding programs (canteens) management, school enrollment increases, girl's education, improvements in the school's physical environment, etc.).

Even if these relationships had as the principal objective the creation of synergy in zones where the partners were both working, it needs to be underlined that they were not always formalized by written agreements. And even when there were agreements, some clauses were unclear and open to different interpretations. Finally, performance indicators were not always included as part of the formal agreements. Therefore, it was difficult to monitor the progress in meeting the objectives set for the collaboration, either quantitatively or qualitatively. The mid-term evaluation team (April-May 2000) had already identified these problems, especially in regards to the project's agreement with AGeFIB. The report of the mid-term evaluation team concluded that AGeFIB did not adhere to the terms of the WE-AGeFIB protocol.

The Phase II Evaluation Team examined this question, but its conclusion was not the same as that reached by the Mid-Term Evaluation term. If Article III of the Collaboration Framework

¹² Managing funds that are destined for use over the entire country is necessarily complex. Some NGOs convince the APEs (contrary to the advice of PENGOP) to let them manage the PENGOP funds, and even to negotiate with the contractors hired by the APE to be in charge of executing the project. This makes the collection of the paperwork to account for the funds use even more difficult. However, it does not seem that these problems threatened the attainment of the project's objectives, or caused serious problems for the PENGOP financial management system.

Agreement between WE and AGeFIB¹³ is closely examined, it shows, rather, that it was World Education that did not always take into account the organizational, financial, and technical capabilities of AGeFIB. In fact, the commitments made by AGeFIB were matched by pre-existing conditions, eligibility of the request for funding, and the establishment of a disbursement plan. It is also true that the project did not monitor which investments were in place, which were needed, etc., which would have allowed World Education to reach the conclusion that AGeFIB did not have the capacity to respond to the requests made to it by PENGOP APEs. It is also worth noting that the specified length of the WE-AGeFIB protocol was for one year only. Finally, it is important to point out that there were different approaches to the level of counterpart funding (local match) required.¹⁴ The delay in resolving this difference explains why a not insignificant number of APEs was unable to obtain the needed funding from the AGeFIB-WE arrangement, even when significant sacrifices were made by APEs to meet the requirements set by PENGOP.

Another example of the insufficient formalization of institutional cooperation can be shown in looking at PENGOP's collaboration with HEPS (Health Education for Primary Schools) Project, run by MCDI (an American NGO), and funded, like PENGOP, by USAID. This project has been in operation for the last eight (8) years. Its objective is to improve the school health environment to correspond with norms set up by "EQF" (minimum standards established by the MEPS for public schools in Benin). The project had two main sets of activities. The first involved providing support to APEs to carry out projects that would provide essential infrastructure: latrines, urinals, and cisterns. The second involved training students and parents in basic health practices. This training is provided by local NGOs. The program also collaborates in training teachers to teach good health practices with IFESH (International Foundation for Education and Self-Help), another American NGO.¹⁵ The carrying out of health or sanitation-related infrastructure projects in collaboration with the APEs, who benefit from technical assistance provided by the local NGOs, is also part of the program. Funding comes from MCDI, through the NGOs. A small local match requirement is part of the process. MCDI recognizes that World Education "cleared the way" by training the APEs and CAPEs, who became functional organizations capable of managing the micro-projects and spreading health messages. MCDI adopted and adapted the World Education ERO-EAF M&E system to its specific objectives.

Whatever the case, it is to be regretted that each project, working with the same group of actors at the same schools, have never, according to MCDI staff, drawn up any formal agreement, ever carried out joint planning or coordination, or sought to optimize their impact through the creation of synergy between them. It should be mentioned in this context that MCDI traditionally puts a great deal of emphasis on the drawing up of formal agreements with its partners, including the government, which is not the case with PENGOP. MCDI/HEPS has signed agreements with:

¹³ This Article includes the provision that "AGeFIB commits itself to the funding of all eligible requests for school infrastructure projects in all communes where both agencies were operating, with disbursement modalities agreed to with World Education."

¹⁴ AGeFIB and PENGOP, respectively, had counterpart (local match) requirements of 10% and 20%.

¹⁵ IFESH specializes in teacher training by using a "cascade" approach: inspectors, counselors, school directors, teachers, in that order, with the first (after being trained) training the second, etc.

All of the CAPEs with which they work, in order to insure project sustainability after the departure of MCDI;

The Ministry of Public Health, regarding the joint use of environmental hygiene personnel; and with IFESH for health training for inspectors, school directors, and teachers at the targeted schools.

Over all, the general impression is that each project is more interested in attaining the objectives assigned to it through the respective contracts with USAID than in contributing, in the spirit of mutual and active collaboration and cohesion, to the achievement of USAID's Strategic Objective for Education.

USAID/Benin is aware of the problem of insufficient coordination, and it organized a committee made up of various organizations to promote the exchange of ideas and experiences. But we are forced to conclude that coordination between the various projects remains weak. It seems as if it is difficult to find the equilibrium between the project's organizational autonomy [and direct contractual responsibilities] on the one hand, and USAID's reluctance to control every detail, on the other, to achieve wider objectives. USAID organizes meetings regularly, and these are attended by the directors of the various agencies involved in the education sector, but these organizations' activities on the ground nevertheless remain independent from each other. This is a problem that requires USAID's special attention.

Relations between the project and the education ministry have not always been harmonious. According to certain people interviewed from the ministry, the project was seen for a long time as subversive and de-stabilizing vis-à-vis the school administrations. It was seen as a source of tension between parents and teachers. The relationship was characterized by an almost total lack of direct contact except for the selection of project zones, where the DDEPS were necessarily involved.

Certain commune and regional level education authorities deplore the fact that they are poorly informed about the project's activities, including infrastructure construction and training activities. They feel sometimes that they are put in the position of being presented with a *fait accompli*. They complain that they are only consulted when problems arise (misuse of infrastructure project funds, for example). These criticisms may be explained by the following considerations:

Project activities have never been part of the national education policy or institutional framework. The MEPS and World Education interpretations of the General State of Education meeting are not the same. In this regard, it is probable that ministry officials, in charge of many activities are not in a position to put into place an action plan, whereas World Education, with a specific objective, had the resources and focus to quickly activate plans to meet PENGOP objectives [established by USAID].

Project strategy called for World Education to work directly with the target group (grassroots parents' associations) far from faceless bureaucracies and unending bottlenecks that form part of the environment of government structures.

The decision to locate the project's headquarters in Parakou, 450 kilometers from ministry headquarters (but geographically central to its assigned project zones), made communications

more difficult than if Cotonou or Porto-Novo had been chosen (and where virtually all other international organizations were based).

According to statements from various people questioned during the evaluation, this way of operating was designed to operate free from government control. This perception was the source of frustration, and explains the distrust (and reluctance to collaborate) the education authorities (C/CS, school directors and teachers) have had for PENGOP throughout the country since its beginning.

However, it should be noted that the team often heard many expressions of gratitude for PENGOP's interventions. It is quite possible that the expressions of reticence or distrust resulted from the fact that the project was set up to change the way education institutions related to the users of the system, and change is always mistrusted by those with a vested interest in the status quo. Even if change is accepted, the rapidity of PENGOP interventions bothered bureaucrats used to a slower pace of change. It is likely that much more effort should have been made to keep communication lines open, even if one cannot be sure that those efforts would have met with success.

Another example can be cited concerning the application of official school financial management procedures developed by MEPS's Direction of Internal Inspection and Verification (DIVI) and those developed by PENGOP in 2000 from official ministry procedures. The differences seem to stem from the lack of dialogue between the project and MEPS. However, the team is happy to note that contacts initiated in 2001 and intensified recently have led to a joint DIVI-WE activity to put things straight and reduce confusion in the field. The activity involved training directors and parents together so that both would understand that there was ONE financial management system, not two as the directors were pretending (in order to discount the necessity of involving parents). At the session organized in Akpakpa-Centre (Cotonou), the training was done by DIVI and WE together, while the other sessions involved WE trainers alone, but training both teachers and parents. It is important to note that the basis of the training is the APE Reference Manual, developed by World Education in April 2000. DIVI has since recommended to the Minister of Primary and Secondary Education that the joint training be carried out throughout the country. Such an activity augurs well for good relations between the two parties in the future.

Relations with the federated APE structures are judged to have been very satisfactory overall. These structures have regularly benefited from PENGOP training, and, since September 2002, from PENGOP provided sub-grants. The financial support provides short-term assistance to the federations to rent office facilities, pay personnel (a coordinator, an accountant, and a night watchman-messenger). It also has been used to provide a basic set of office equipment (computer, printer, photocopier, etc.). Contrary to this, the CAPEs, who are very active and are physically much closer to the APEs than the federations, do not benefit from much support, apart from two (used) motorcycles each. It is these organizations which provide training and counsel to APEs, and have a very important role to play in the decentralization process which Benin has embarked upon. It is important that these structures receive adequate attention. They are facing serious difficulties despite the great willingness and determination they show in meeting their responsibilities.

The management of the partnership with local NGOs in the field has been judged to be generally satisfactory, even by the organizations themselves. The leaders of these NGOs universally recognize that the partnership with PENGOP has contributed to the reinforcement of their organizational and financial management capacities, and that, despite a certain lack of information, misunderstandings and divergence of opinion during the life of the project, notably:

The refusal, at first, on the part of PENGOP to train them or their collaborators (field agents);
NGOs decision to take out of salary payments to field agents income taxes and social security (therefore an NGO problem, not a World Education problem);
The withdrawal by PENGOP of the project-provided motorcycles at the end of project training activities, which will reduce their ability to continue to work in the field.¹⁶

The relations between the Chief of Party (Project Director/World Education Country Representative) and USAID, especially the members of USAID's Basic Education Team (BET) and its Democracy & Governance Team (D&G) are excellent. The project leaders are invited, and regularly participate in periodic or yearly strategic planning and project performance reviews sponsored by USAID/Benin. The project director regularly provides written or oral reports to USAID on PENGOP activities. After receiving these reports, a USAID Team generally visits the field to verify the findings described in the reports. However, the evaluation team noted that the project reports never are officially commented upon, and no instructions or suggestions come about from an analysis of the reports in order to improve project performance. What does seem to happen regularly, though, is that the visiting USAID team meets with PENGOP personnel to discuss any issues that the reports or the visit have raised. While this process is informal, it is very useful.

3.2.3. Sustainability of PENGOP activities

Post-project activities have not been the subject of any particular concern, and World Education seems to have taken, from all evidence, almost no actions, in liaison with MEPS and school parents, to ensure that project interventions continue. This situation explains the consternation and surprise expressed almost universally by most project actors who are now faced with the prospect of the project's closing in June 2003.

3.2.4 Conclusion

Despite the criticisms expressed above, it is clear that PENGOP has managed its resources well. The project leadership has established a work atmosphere in the organization that is one of conviviality, and has developed good relationships with the essential actors, who are the NGOs charged with training the APEs. At the local and district levels, the relationships that have been

¹⁶ This observation shows what can happen when several project activities are being targeted at the same time. The motorcycles in question have been turned over to the CAPEs, where they certainly have played a very important role vis-à-vis project objectives. The role of information dissemination, training and counsel played by the CAPE would not be possible without having the means of transport. On the other hand, NGOs could use the motorcycles for general development work, another PENGOP objective. But given the priority to reinforce the APE federations, the decision to turn the motorcycles over to the CAPE seems to have been a reasonable one.

established seem to have been excellent. At the regional level, the directors do appreciate the work that has been accomplished, even if that appreciation is not always entirely positive.

It is at the national level where the difficulties lie. Cooperation and consultation has not developed to the level one would have hoped. It is true that MEPS department directors regularly receive project progress reports on a quarterly and yearly basis, and have attended meetings with World Education staff. But a good number of these directors judge this level of cooperation to be insufficient. The example of the APE Reference Manual that was initially prepared without much ministerial involvement of the DIVI is representative of the lack of collaboration. But, we need to emphasize that this particular collaboration has recently improved.

It is undeniable that at certain levels in the ministry, people deplore the insufficient level of collaboration that has taken place. However, the great majority of high level ministerial personnel (in general, overworked) have not regularly provided any feedback to PENGOP regarding the contents of the project's quarterly progress reports. Overall, they do not give the impression that the project is of much interest to them, when, in truth, the project interests them very much. It can seem normal to a team responsible for changing old ways of doing things to concentrate its efforts on NGOs, APEs, and local government officials rather than to spend its time with the senior ministry of education officials. The latter have perhaps not been as aggressive as one would have expected in making sure that the work of the project was coordinated with the efforts of the ministry. Project leadership may have underestimated the desire of top officials to be involved with and kept informed of project activities in a less impersonal way that just to be sent reports. One cannot forget that the project leadership was responsible for obtaining results in a relatively short period. This necessity led the project leadership to concentrate on local actors (because the project objective was local), rather than to concentrate on the national level.

Another important criticism is that there has been insufficient preparation for the continuation of activities after the project closes. Many APEs seem to be unaware of the fact that the project will be closing its doors at the end of June 2003. It is certain that the project has created a strong base for civil society participation in the education sector. It has "cleared the way" and it is now less difficult for parents to have their voices heard as far as the participation in school management is concerned, than prior to the project. Nevertheless, apart from the work done with the APE federations, would it have not been possible to assist the APEs in drawing up a plan of action that would build on the accomplishments of the project, but that would not require outside financial assistance?

This point will be discussed further in the conclusion to this report.

3.3 The role of the ERO, EAF, and EES assessments

PENGOP developed and used a quantitative evaluation system that has permitted it to periodically check its progress in meeting project objectives. The system is known as the Rapid

Organizational Assessment (*Evaluation Rapide Organisationelle, ERO* in French), Administrative and Financial Systems Assessment (*Evaluation Administrative et Financière, EAF*) and the School Environment Assessment (*Evaluation Environnementale Scolaire, EES*). The ERO has been briefly discussed in 3.1 (above).

3.3.1 The ERO evaluation

The ERO allows the measurement of the degree to which an APE board's practices conform to certain democratic principles: the holding of regular elections of officers within the framework of the General Assembly, a limitation on the number of terms an officer may serve, how the balloting takes place, etc. It also permits the measurement of the degree to which certain organizational practices are being used: whether school directors are attending meetings, whether there is a school development plan, whether linkages exist with other local institutions, etc.

- 1-01 Mission of the APE
- 2-01 APE has statutes (a constitution)
- 2-02 APE has bye-laws
- 2-04 Secret ballots
- 3-01 Board legally elected
- 3-02 Board includes women members
- 3-03 Level of literacy of board members
- 4-01 Functional General Assembly
- 4-02 Functional Board of Directors
- 4-03 Functional Financial Oversight Officers
- 4-04 Members understand their roles
- 4-05 Membership list is up to date
- 4-06 Minutes of meetings kept and are accessible
- 4-07 Existence of proper filing system for documents
- 4-08 Planning is done strategically
- 4-09 APES has an operational budget
- 4-10 APES put out periodic progress reports
- 5-01 Board follows children's academic progress
- 5-02 APE promotes the enrollment of children in school
- 5-03 Board checks on school director's use of school funds
- 6-01 An education plan exists for the locality
- 6-02 Co-management protocol signed (parents & school administration)
- 6-03 Teacher-student code of conduct in place
- 6-04 Director attends APE board meetings
- 6-05 Collaborative links exist with other local organizations
- 6-06 Collaboration between board and international organizations
- 6-07 Collaborative links with other APES

3.3.2 The EAF Evaluation

EAF measures the level of administrative and accounting practices used by the APE Board. These include: APE & school funds deposited in a banking institution, the production of monthly financial reports, disbursement procedures codified, inventory system in place, etc.

- 1-01 Budget used as financial management tool
- 1-02 APE is owner of bank, postal, or recognized credit union account
- 1-03 APE funds are deposited in one or more of above accounts
- 1-04 Account(s) is (are) active
- 1-05 Petty cash system exists
- 1-06 Petty cash system is functional
- 1-07 Financial reports are regularly issued
- 1-08 End of year financial statement presented to General Assembly
- 1-09 Written financial procedures in place
- 1-10 Above procedures used
- 1-11 Bank reconciliation operation is part of financial report
- 2-01 Signatories of bank account(s) correctly designated.
- 2-02 Expenditures correctly authorized
- 2-03 Petty cash journal is correct and up to date
- 2-04 Bank register is up to date
- 2-05 Financial back up documentation exists and correctly filed
- 2-06 School expenditures are co-authorized
- 3-01 School and APE property is inventoried
- 3-02 Location of property is documented and up to date
- 3-03 Inventory register is up to date
- 4-01 Expenditures made after comparing prices

3.3.3 EES evaluation

Concerning the School Environment Assessment (EES), is an instrument which looks at class attendance, girl's enrollment, number of teachers (but not their qualification), school supplies (books, classroom conditions, etc.).

Among EES indicators is one dealing with the level of representation of girls in school classrooms. At one end of the scale is the score "1" ("In no class does the percentage of girls reach 25%"), and, at the other end, "5" (In all classes, girls represent at least 50% of the total number of children"). The EES does not take into account the attendance rates in general in the commune even though parents are of the opinion that the improvement in girl's attendance rates is one of PENGOP's major objectives. The same is true of dropout rates, which are not measured by the EES, but is a phenomenon that is worrying many APE board members.

- 1.1 Number of students
- 1.2 Girl : Boy ratio

- 1.3 Student : Teacher ratio
- 1.4 Teacher : Class ratio
- 2.1 Pass rate (to next class)
- 2.2 CEP pass rate
- 2.3 Female : Male teacher ratio
- 3.1 Number of classrooms
- 3.2 Presence of latrines
- 3.3 Existence of a water point
- 3.4 Existence of wall around school yard
- 3.5 Existence of school kitchen and school feeding program (i.e., school canteen)
- 4.1 Desk+Chair : Student ratio
- 4.2 Desk+Chair : Teacher ratio
- 4.3 Cupboards and bookcases exist
- 4.4 Table exists
- 5.1 French books: Student ratio
- 5.2 Math books: Student ratio
- 5.3 Teacher : Class planning journal ratio
- 5.4 Teaching Guide: Teacher ratio
- 5.5 French language kit : Class ratio
- 5.6 Math learning kit : Class ratio
- 6.1 Number of teachers with professional teaching diploma
- 6.2 Directors with professional teaching diploma
- 6.3 Directors trained in administration and school management
- 6.4 Teachers with in-service training at least every three years
- 6.5 Schools receiving visit from C/CS during past year
- 6.6 Schools with teaching counselor visit during the year
- 7.1 School library exists
- 7.2 School has deed to the land it is built upon

Each APE, followed by each CAPE, FEDAPE, and FENAPEB, went through the ERO and EAF assessments several times throughout the life of the project. EES was only done at the APE level. EROs and EAFs were repeated seven times for the 2A group, five times for the 2B group. The most recent for both groups was January 2003. That evaluation also included Phase I APEs, including those that had worked with the joint Aide et Action/World Education program.

This tool serves several purposes. First of all, it allows a determination of whether an APE has improved its democratic organization and management practices during the course of the training. This objective is very important because democratic practices “legitimize” APE actions. If democracy is not present, the school director and district school administration can deny that the APE is a credible institution, and then ignore it. If the APE board is democratically elected, and it functions transparently, the constituency and the organization it represents can not easily be ignored.

The ERO and the EAF also served as a training tool, since it allowed the project team to assess which elements of APE, CAPE or federation government or management were not progressing according to plan. The project could then take into account these insufficiencies to improve the

training. The tool allows the monitoring of various indicators over time. The database of ERO and EAF make it possible to identify the APEs, CAPE or federations where performance is progressing or regressing as time passes.

These assessments are not meaningless exercises. They constitute in both cases (ERO & EAF) a way to ensure transparent and healthy management practices. Suspensions are reduced when accounting can be shown to be following accepted practices. Parents are more inclined to respond favorably when they know that their money is being well looked after and is serving the interests of their children and not those of the school director. We have used the term “balance of power” earlier in this report, and good management leads to changes in which parties have more or less influence, since power moves to the parents when they are well-organized and participate effectively in school management. Rather than being part of a vicious circle that feeds suspicion, good management practices introduces a virtuous circle where transparency and responsibility bring respect and support from everyone. The ERO and EAF are crucial elements in the creation of this virtuous circle that is continually threatened when directors without PENGOP training (as part of APE training) are appointed to schools.

A reading of the criteria (indicators) that constitute the ERO and EAF demonstrates certain rationality in the choice of these criteria. A statistical analysis indicates that over time, correlation between indicators increases. This is normal when there is a clear link between evaluation and training.

| Summary performance indicators | Evaluations (CAPE) | |
|---|--------------------|---------|
| | Jan-03 | June 02 |
| 1-01 CAPE mission is understood by board members | 4.88 | 4.29 |
| 2.01 CAPE operates under its constitution (<i>statutes</i>) | 3.91 | 3.12 |
| 2.02 CAPE has developed, operates under bye-laws | 4.62 | 3.41 |
| 2.03 There are term limits for officers | 4.82 | 4.21 |
| 2-04 Secret ballot used for election of officers | 4.71 | 4.35 |
| 3-01 CAPE sitting board members were duly elected | 4.47 | 3.82 |
| 3-02 Board includes women members | 3.56 | 3.00 |
| 3-03 Board includes literate members | 4.68 | 4.76 |
| 4-01 General Assembly is operational | 3.94 | 3.03 |
| 4-02 Board of Directors functions well | 4.35 | 3.62 |
| 4-03 Financial oversight officers are carrying out their duties | 3.50 | 2.71 |
| 4-04 Board members know their roles in the organization | 4.29 | 4.03 |
| 4-05 Membership list is accurate and up-to-date | 2.94 | 2.56 |
| 4-06 Meetings of all meetings are kept | 3.88 | 3.35 |
| 4-07 Documents are well organized | 3.41 | 2.76 |
| 4-08 CAPE develops strategic plans | 3.24 | 2.32 |
| 4-09 Budget provisions are followed | 3.59 | 2.76 |

| | | |
|--|------|------|
| 4-10 CAPE regularly produces activities reports | 3.91 | 2.50 |
| 5-01 CAPE follows academic progress of students | 4.29 | 3.53 |
| 5-02 CAPE organizes campaigns to recruit children for schooling | 3.59 | 3.59 |
| 5-03 CAPE follows C/CS expenditures | 2.59 | 1.59 |
| 6.1 A commune-level education plan exists and is up to date and based on accurate data | 1.74 | 1.09 |
| 6-02 A management agreement (protocol) has been signed between CAPE and C/CS | 1.56 | 1.35 |
| 6-03 CAPE provides T.A. to APEs in developing Codes of Good Conduct | 2.74 | 1.76 |
| 6-04 CAPE enjoys good collaborative relations with C/CS | 3.97 | 3.65 |
| 6-05 CAPE collaborates with other institutions at commune level | 4.15 | 3.68 |
| 6-06 Collaboration with international organizations | 4.94 | 4.65 |
| 6-07 Collaboration with other APE structures | 4.35 | 4.29 |

The above table clearly indicates that, for example, “management agreements” only rarely exist at the level of CAPEs (communes), but that there has been some improvement over time. One implication of this is that, over time, the CAPEs can play an important role in ensuring the follow up to PENGOP’s work with APEs. One can also not that the promotion of schooling for children by the CAPE has changed very little during Phase II.

3.3.4 Quantitative analysis of the ERO and EAF

A much more detailed analysis than that presented earlier can be done. For example, it would be possible to identify the APEs (or CAPEs) that have regressed in reaching ideal performance levels, either on the average or for specific indicators. It would be equally possible to determine if there are patterns of change that occur: which result would change before others would likely change? What was presented earlier, then, does not represent more than just a broad outline of what is possible in terms of an analysis. It should also be noted that EROs and EAFs were done for NGOs as well as APEs, CAPEs, and federations. Comparative analysis between various variables would be possible.

Group 2A

In December 1998, APEs from Group 2A achieved very low average scores on both ERO and EAF assessments. On a scale running from « 1 » (the lowest) to « 5 » (the highest), as an average, the APEs of this group scored 1.8 for the ERO, and 0.27 for the EAF (in a range that ran from 0.20 to 1.00). It is evident that the large majority of APEs did not, at that time, have the necessary characteristics to be considered as a democratic, well-managed association.

However, in January 2003, the average 2A group APE scored 3.3 on the ERO (an increase of 1½ points (almost half of scale's limit). Such gains are statistically significant.¹⁷ Moreover, the average APE scored 0.65 on the January 2003 EAF assessment. This increase also represents half the possible limits of the scale, and is statistically significant.¹⁸ Over the life of project (LOP), the APEs have made significant progress in mastering (and practicing) the organizational development and financial and administrative management skills that were measured by the ERO and EAF assessments.

One question remains unanswered: could these APEs have shown the same progress even without PENGOP? It is possible to respond to this point by comparing the 2A group's results with a control (non-PENGOP) group of APEs. If the 2A APEs obtained results that were significantly higher than the control group's results for the same indicators, it would be possible to conclude that the change was due to PENGOP. However, there is one caveat: some APEs of the control group could have benefited from PENGOP's work nearby, through « diffusion. » But, the results remain significant: If the PENGOP resulted in such an effect, 2A APEs would have improved their scores much more than those of the control group. That is exactly what the results show.

In January 2003, the 2A APEs obtained much higher ERO¹⁹ and EAF²⁰ scores. It is clear, then, that PENGOP increased the organizational and financial capacity and performances of the APEs that it worked with during the 2A training cycle.

In principle, APEs should serve to improve the learning environment of their respective schools. This is why the EES evaluation tool was designed. This assessment measures the conditions for learning that exist at the school level: number of books, class size, etc.). The results have not been encouraging. One is forced to admit that the school academic environment depends on a wide range of variables, not all of which are under the control of the parents' association. These include the school director's activities, the availability (or absence) of teachers, the availability of learning materials, (e.g., books, etc.). When one measures the EES averages of 2A and the control group, the results show no difference²¹. One of the APE activities, the encouragement of parents to make sure their children are attending school on a regular basis, is not part of the EES indicators. Transparent and healthy administrative and financial management, and good governance do not determine school learning conditions. The 2A EES evaluation was only done once: January 2003. It is thus impossible to see whether there has been an improvement in the school learning environment, or not.

Between December 2000 and November 2001, a reduction of ERO and EAF scores was noted. However, during this period, following this period and up to January 2003, increases were registered. What were the factors causing the reduction? What there a change in the scale itself,

¹⁷ (t=43.4 ; p<0.001). The test « t » measures if the difference between the distributions is statistically significant. In other words, could the variation that we see exist simply by chance? In such a case, the probability that such a variation could occur by accident is 1 in 1000. It is therefore very unlikely that such a difference is due to chance.

¹⁸ (t=38.5 ; p<0.001).

¹⁹ (t=7,22 ; p<0.001).

²⁰ (t=7,36 ; p<0.001)

²¹ (t=0.28 ; p<0.61).

in what was considered an optimal score, or was there something else that happened to cause such an effect? Both of these possibilities are examined.

Finally, a factor analysis of the three tools (ERO, EAF, EES) was done. Such an analysis determines if one element of the evaluation dominates the others, or whether each factor is independent, and if the elements have any relationship one to the other, or not.

The ERO and EAF scales become more coherent over time, and these scales are characterized by an important rate of reliability²².surpassing the EES (alpha = 63). This suggests that the EES represents a dimension different than what is measured by the ERO and the EAF. It would be interesting to investigate why certain EES indicator scores are statistically more closely linked to each other than other indicator scores.

Group 2B

In December 1999, this group of APEs scored very low in terms of ERO and EAF, 1.9 and 0.31 respectively. These are much lower scores than the scores of 2A for the same date. Just as with the 2A group a year earlier, 2B APEs did not have the required competencies when they started with PENGOP in terms of administration and financial management systems, and democratic good governance. We would suppose that such scores would be typical of APEs in various parts of the country never covered by PENGOP training activity.

In January 2003, however, the 2B APEs received scores of 3.5 for the ERO, an increase of 1.6 points (almost half of what is possible on the scale). This increase is statistically significant.²³ In addition, this group increased its performance to 0.71 for the EAF scale, also almost half the possible increase allowed by the scale.²⁴ In the space of three years, these APEs made significant progress. In fact, the 2B scores surpassed the 2A scores in both (ERO and EAF) cases.²⁵ 2B APEs had higher scores than those APEs in the control group, which have never benefited from PENGOP training). This shows that the training has increased capacities and performances of the APEs that have benefited from it. The higher 2B scores in January 2003 could show that the quality of training improves over time.

An evaluation of the EES scores shows no progress in this area. This assessment was not conducted at the beginning of 2B involvement, so it is impossible to see whether any evolution in the scores occurred over time. But it is possible to compare 2B APE scores in the EES with EES scores from the control group. This comparison shows no significant difference between the two groups.²⁶ There is also no difference between the EES scores of 2A and 2B.²⁷

²² Alpha = 0.89 et 0.88. Alpha measures the reliability of the measurement, whether is if it is possible to take one value to predict another. The maximum possible is 1.00.

²³ (t=47.7 ; p<0.001)

²⁴ (t=41.5 ; p<0.001)

²⁵ ERO t=4.09 ; p<0.001 ; EAF t=5.8 ; p<0.001)

²⁶ (t=0.04 ; p<0.97).

²⁷ (t=0.46 ; p<,0.64).

Two remaining results need to be considered at: In January 2003, 2B scores were better than those of 2A for the ERO and EAF assessments, even though actual PENGOP training had stopped for at least one year. Was it because the ERO and EAF were more efficiently used as a training tool for 2B than 2A? In the end, the factor analysis of the evaluations for 2B shows that the ERO and EAF assessments were more in line with each other than was the EES evaluation. In 2003, the ERO evaluation (alpha=0.85) and EAF (alpha=0.87) constituted more reliable scales than the EES (alpha=0.68). This shows that the EES evaluation constituted quite a different evaluation of school life than do the others. For the moment, at least, it can be said that the organizational, administrative, and financial aspects of these associations do not have an effect on the conditions of children's learning nor academic results. At the most, the former changes create the conditions for positive changes at the school environment level, the latter are also affected by other variables, the presence and competence of teachers, in particular.

It is clear that the use of this costly and weighty system permitted the targeting of APE training, and to attain the project's objectives in this regard in the majority of cases. The system does this by revealing the APEs that are having problems and organize strategies to deal with these problems. It is necessary to underline the important pedagogical function that these assessments have. The « scores » are not determined only by the evaluator, but on the contrary, are the results of a discussion involving the APE members as well as the evaluator(s) that establishes a consensus result. Thus, the APE members, being part of the process, can better understand and internalize the reasons why the APE is receiving such-and-such score. This not only allows for honest scoring, it also facilitates the discussion at the APE level of its strengths and weaknesses.

The following table is presented to show the advantages of the evaluation system used by PENGOP. In this case, we are looking at the ERO. The table concerning the EAF scores is annexed to the present report. Even when elementary statistics like « average » and « mode » are used to summarize the results by indicator, it is still possible to see the evolution of the institution's performance over time. In this way, the general average increases from 1.83 in December 1999 to 3.32 in January 2003. For the 2B group, the average is a little higher. Phase I APEs reached a respectable average, but one which suggests that some learning was lost. We can also see that 2A APEs scored a bit lower than those trained more recently. The scores of the control (non-PENGOP) were the lowest of all. This data demonstrates the project's impact. The «good governance index» confirms this impact: it was lower for the control group than for 2A and 2B.

| Group 2 A | Dec-98 | | Dec-00 | | Jan-03 | |
|--------------------------------|---------|------|---------|------|---------|------|
| | Average | Mode | Average | Mode | Average | Mode |
| ERO overall average score | 1.83 | 1.71 | 3.53 | 3.93 | 3.32 | 3.54 |
| 1 Mission of the APE | 2.70 | 3.00 | 4.61 | 5.00 | 4.33 | 5.00 |
| 2 Basic legal texts for an APE | 1.29 | 1.00 | 3.98 | 4.75 | 3.72 | 4.75 |
| 3 APE organizational structure | 2.23 | 2.00 | 3.30 | 3.00 | 3.36 | 3.00 |
| 4 Operations | 1.68 | 1.30 | 3.49 | 3.60 | 3.18 | 3.90 |
| 7 "Good governance index" | 0.39 | 0.38 | 0.77 | 0.92 | 0.73 | 0.95 |

| Group 2 B | Dec-99 | | Dec-00 | | Jan-03 | |
|--------------------------------|----------------|-------------|----------------|-------------|----------------|-------------|
| | Average | Mode | Average | Mode | Average | Mode |
| ERO overall average score | 1.29 | 1.79 | 2.77 | 2.93 | 3.49 | 3.50 |
| 1 Mission of the APE | 2.31 | 3.00 | 3.59 | 3.00 | 4.48 | 5.00 |
| 2 Basic legal texts for an APE | 1.32 | 1.00 | 2.69 | 1.00 | 3.90 | 4.75 |
| 3 Structure of the APE | 2.11 | 2.00 | 2.86 | 2.00 | 3.50 | 4.67 |
| 4 Operations | 1.83 | 1.20 | 2.79 | 2.90 | 3.32 | 2.80 |
| 7 "Good governance index" | 0.38 | 0.31 | 0.60 | 0.56 | 0.76 | 0.90 |

| Phase 1 APEs | | | | | Average | Mode |
|--------------------------------|--|--|--|--|----------------|-------------|
| ERO overall average score | | | | | 3.37 | 3.75 |
| 1 Mission of the APE | | | | | 4.62 | 5.00 |
| 2 Basic legal texts for an APE | | | | | 3.57 | 4.75 |
| 3 Structure of the APE | | | | | 3.69 | 4.67 |
| 4 Operations | | | | | 3.18 | 3.60 |
| 7 "Good governance index" | | | | | 0.75 | 0.87 |

| Group 2 C Aide et Action Zones | | | | | Average | Mode |
|---------------------------------------|--|--|--|--|----------------|-------------|
| ERO overall average score | | | | | 3.43 | 3.43 |
| 1 Mission of the APE | | | | | 5.00 | 5.00 |
| 2 Basic legal texts for an APE | | | | | 4.00 | 4.00 |
| 3 Structure of the APE | | | | | 3.33 | 3.33 |
| 4 Operations | | | | | 3.10 | 3.10 |
| 7 "Good governance index" | | | | | 0.66 | 0.66 |

| Control Group | | | | | Average | Mode |
|--------------------------------|--|--|--|--|----------------|-------------|
| ERO overall average score | | | | | 2.67 | 2.32 |
| 1 Mission of the APE | | | | | 4.02 | 5.00 |
| 2 Basic legal texts for an APE | | | | | 1.30 | 1.00 |
| 3 Structure of the APE | | | | | 2.79 | 3.00 |
| 4 Operations | | | | | 2.53 | 1.30 |
| 7 "Good governance index" | | | | | 0.53 | 0.47 |

3.3.5 Conclusion

The monitoring and evaluation system used by the project served to orient the training for the APEs, CAPEs, and the federations of APEs. The system guided the design of the training modules to make sure that there was a relationship between the organizational weaknesses shown by the ERO and EAF results and the type of training that was provided by the project.

The system showed not only where there was progress, but also where there were weaknesses. For example, the system showed that the development of action plans, and cooperative relationships with national and international organizations are complex activities that require the

most intense training. ERO and EAF fore the CAPE show that the results in those areas were better. They indicate that perhaps the CAPEs have a comparative advantage in these areas over the APEs. This hypothesis again shows that the monitoring and evaluation system is essential for the good management of the APEs and their federations.

However, the EES seems less useful. For example, it does not indicate what the parents can do in terms of promoting girls' education and education in general, and on reducing the dropout rates, both crucial elements in a well-functioning education system. The number of schoolbooks, for example, does not depend at all on the APE's activities. It is true that the APE needs to be well informed about the conditions at the school in order to develop a relevant action plan. To develop an action plan that is realistic and does not discourage parents, it is necessary to show that EQF (FQL) norms must be respected. This concept does not exist as yet among the parents. Moreover, the work of the teachers depends on certain elements (training, experience, background, etc.). Even when these elements are present, results are not guaranteed. It is in this area that, perhaps the school director and the C/CS can be useful. It is not clear, given the current level of APE development in the management of the education system, that the EES plays an important role except to inform parents to better manage the particular elements that they are able to influence.

NGOs that have worked with PENGOP use the same M&E system. The World Food Program and MCDI have adapted it to their specific needs.

3.4 Has PENGOP's "Action-Research" strategy helped the project achieve its objectives?

The evaluation Team was given 10 documents that were produced under PENGOP's "Action-Research" activity. By this, the project was referring to special grants that were made during the 1991-2001 period. From what the team was given, it is not possible to understand which of these activities fall under the strict definition of Action Research: a scientific term used to describe activities designed to bring to sub-project conception and actual practice, concrete solutions to socio-educative problems clearly identified by PENGOP that threaten the accomplishment of its objectives. In actual fact, what the team was given includes a wide variety of activities of varying quality, including mission reports, seminar reports, activity reports, evaluation reports, etc. As examples, the following can be cited:

Information, Education and Communication (IEC) activities about the promotion of children's formal education in Glazoué; and resource management and group dynamics in the school environment (Glazoué).

Whatever, it is important to underline that a good number of these reports do correspond to the Research Action "category", especially those carried out during the first quarter of 2002. These include:

The participatory design of an education plan for the So-Ava school district;

An evaluation of the level of efficiency achieved by the Committee for School Book Management (Parakou);
Girls Education in the Mono; and
Evaluation of the level of application of the "social measures" (HIPC/World Bank) program put in place by the government to relieve the parental burden of paying school fees.

In order to appreciate the level to which the Action-Research activity was beneficial to PENGOP's efforts to meet its objectives, two of the studies done under this activity were studied in detail by the Evaluation Team. This allowed the team to make the following observations:

1. The participatory design of an education plan for the So-Ava school district.

This project was designed with the idea of creating a positive synergy among the various actors involved in educational activities in the So-Ava school district as well as reinforcing the role of the APEs and civil society in general in district education planning. The implementation of the project took place over a ten-month period, allowing the actors involved to identify:

the strengths, weaknesses, opportunities, and challenges facing the residents of the So-Ava district relative to the education sector;
the type of actions needed to ensure the harmonious development of the education sector in the district; and
the activities to undertake in order to put into place and monitor the district's education plan.

This analytical process, linked to the education sector situation as well as other socio-economic characteristics of the district, allowed the clear identification of the major factors that were causing school attendance rates to remain as the lowest in the Atlantique and Littoral regions. All of these problems were identified and transformed into objectives and activities susceptible to lead to the real development of the education sector of the district. Among the objectives, the most important are: the improvement of the schools physical plants; the dissemination of information to parents concerning the importance of education for their children, their family, and their community; and the improvement of pass rates. The fact that the activities necessary are both numerous and complementary to each other (at least in some cases) led the participants in this exercise to group them into five categories of intervention, ranked in order of priority, according to the following criteria:

- Priority 1: Raise the awareness of parents concerning the importance of education for their children;
- Priority 2: Improve hygienic and health conditions in the school environment in the district;
- Priority 3: Improve the functionality of the APEs and other groups influencing the education sector;
- Priority 4: Increase opportunities for raising parent's revenues; and
- Priority 5: Increase the capacity of the district's schools to increase student intake.

The necessary activities were linked to priority were clearly identified, and a strategy for putting the plan into operation that would deal with the problems identified through the analysis process was drafted, discussed, and finalized. A monitoring plan, activity by activity, was also part of

the plan. Finally, the activities and results were quantified, and budget drawn up. The latter included the contribution that would have to be made by the local community, estimated to amount to 10% of the total cost of the plan. The plan was designed to have a 5-year life (2000-2004).

It is important to emphasize that the development plan drafted during the Action Research activity led to the putting into place of various education projects in the district. It also permitted a real synergy to be created among the various actors involved in the education sector under the umbrellas of the Network for the Reinforcement of Girls' Education, PENGOP, Aide et Action, and other NGOs working in the district.

2. An evaluation of the level of efficiency achieved by the Committee for School Book Management (Parakou)

The Action Research activity concerning how schoolbooks are distributed to schools and students took place in a few schools in Parakou. It was an examination and detailed analysis of the MEPS rules and policies in this regard (i.e., MEPS correspondence #5154/MEN/CAB/DC/DAPS/SA of 02 October 1995.²⁸ This allowed those carrying out the activity (IDEAL-ONG) to list the differences between MEPS written policy and how it was actually being applied in the schools, and to suggest a series of proposals to improve the situation. These suggestions covered all aspects of the operation: reception of the books at the district education offices, inventory check, distribution to the school, the care of books, and the management and renewal of the stocks at the school.

This study in particular showed that it was the school director alone, or in a few cases with a teacher, who kept all information concerning the books, and who managed these stocks according to their own whims. A large number of APEs were kept from being involved in this operation, in violation of the MEPS directives.

At the end of the study, a local drama group wrote and performed a short play to demonstrate what was going on, and what should be the practice, according to MEPS rules. It was presented at various schools, and other places in the Parakou area. Overall, the exercise allowed PENGOP to provide a more complete orientation to parents (and school directors) concerning their role and responsibilities as far as book management is concerned, as part of APE training.

3. Other Action Research Projects

PENGOP initiated and funded several other research activities to allow a better understanding of the problems faced by the education sector in the zones where it worked. However, it is important to emphasize that the scientific and/or intellectual capacity contained in the project design did not always allow the problem to be followed up by precise, concrete activities. But they did, in certain cases, identify middle or long term opportunities for activities that could eventually contribute to the improvement of Benin's education system, especially through

²⁸ This circular directive contains the specifics relative to the management of schoolbooks and manuals in primary and secondary schools.

increasing the understanding of the role which the parents (and civil society in general) should play in local and national education affairs. In this regard, PENGOP staff informed the evaluation team that the idea of Action Research was not to immediately initiate activities, but rather to open the window for further opportunities for civil society participation in education matters, and to offer the possibility to a wide range of actors of playing a role in the sector, including participating in this type of research.

3.4.1 Conclusion

PENGOP's Action Research activity dealt with problems that were susceptible of affecting the attainment of the project's objectives, girl's education, or factors which were making difficult for APEs to play their assigned role in school book management. It is not certain, though, that the parents were involved in identifying the different Action Research activities, or even that they were informed of the results. It should be noted that this approach requires the capacity of acting once the research has been completed, on the part of those involved in the process. It is possible that it will be discovered that the results of this strategy will be more useful for regional (*départemental*) APE federations or the national federation, FENAPEB than it will for APEs and CAPEs, once the former structures become fully operational. The integration of complex Action Research results into an already complex project brings about risks that should not be underestimated.

3.5 Has the project had any impact in the way that other actors in the education sector work at the school level? Have the APEs become more important as actors at the school than they were previous to PENGOP? Has the here-to-fore common strategy of each project creating its own ad hoc committees to work with schools given way to strategies which work through parents' associations?

Before PENGOP began working with schools, APEs existed, but they had no well-defined legal status. Parents were grouped together, but no statutes or by-laws were in place that would allow them to function as legally recognized associations. Parents did not understand their role in school affairs. This is what PENGOP attempted to do, through training. APE members met during the evaluation mentioned this initial learning process when questioned about what they had learned from the project.

Before PENGOP, school directors did everything. He could convoke the parents to a general meeting when he was faced with a problem that was more than he could deal with alone. He could also, if it was more useful to him, refuse meetings with parents. Parents had to pay dues so that the school could operate normally, but they had no right to be involved in the management of the funds raised. The director was the sole person responsible for authorizing expenditure, and he it was he who actually (physically) managed the money. In many cases, there was no school budget, and expenditures were made on an ad hoc basis, according to circumstances. When an outside project proposed assistance to the school, a project committee was organized to carry out various tasks. Confusion was a possibility since no one knew his or her precise role.

As was the case in many areas, progress has been made, but some APEs still, even today, have not adopted satisfactory financial procedures.

The ERO assessment has indicated that 65% of the APEs score "3" when it comes to control of the funds put at the disposition of the school director, and only 25% received a "5" as of January 2003. 74% of APEs had school budgets in place in January 2003. For the same period, this was the case for 61% of the APEs without any contact with PENGOP. In contrast, in December 1999, 85% of the 2A group of APEs did NOT have school budgets in place. The disparity between this figure and the 85% of 2A in December 1999 (when they first started with PENGOP) is difficult to explain, because it is to be supposed that 2A in December would resemble the control group in 2003, i.e., both assessments at times before PENGOP intervention for their respective group.²⁹

The different actors of the education system (especially C/CS and school directors) told the evaluation team that school parents are now their most frequent partners, and say that very little can be done without them. Decisions concerning the school must be done in consultation with the parents. At least, this is what they said to the team.

To check this, it is sufficient to look at the reaction to the ministerial decision (taken without consultation with the parents) to establish the minimal salary and working conditions for "community teachers" (substitute teachers hired and paid by parents to fill vacancies in the ranks of government teachers). Recruitment of community teachers must be sanctioned by the APE, which is in a position to judge the morality of these people, who are from the local area. Prior to PENGOP, however, no parent would ever dare contradict the decision of a school director or a ministerial decision. The fact that the APEs have partial financial autonomy has given parents a new perspective in regard to the consequences of decisions taken by the ministry without any consultations with them. This autonomy enables the parents to manage their resources because, it is certain, without these parent-paid community teachers, schools would certainly be in even worse shape than they are now.

Other actors are also active at the school level. We are referring to, among others, AGeFIB, the World Food Program (WFP), and MCDI.

These organizations told the team that when they become involved in the health sector, for example, they encounter many problems. Mobilizing the population is difficult, and project (financial) management tools are totally absent. But, they say, in the case of the education sector, the APEs generally function quite well. This is true even though it is the same target population that is involved in both sectors. This shows that PENGOP has "cleared the way" for other projects to operate in the education sector. It is for this reason that these organizations prefer operating in tandem with PENGOP. AGeFIB has a contractual relationship with PENGOP. Training of the APE board is taken care of by field agents employed by NGOs through a contract with PENGOP, while AGeFIB funds infrastructure construction at the same

²⁹ One possible explanation is that to be eligible for "Social Measures" (HIPC) funding from the government (which began in 2000), a school budget signed by the APE president and the school director had to be presented. The rule was generally (but not universally) followed.

locality. In explaining the relationship, an AGeFIB representative told us that in comparing the work they do in health (where PENGOP is not working) with that in the education sector (where PENGOP is present), there is still everything to do in the first in terms of training, but nothing remaining to do in the second, since PENGOP has taken care of the training.

It is the same with the World Food Program. The members of the school canteen management committee include APE members as well as other people chosen by the community. These committees have as managers the president of the APE and the school director. In the case of MCDI, a follow-up committee has been installed to ensure sustainability of the sanitation project activities at the school. These organizations have understood that they need to conjugate their activities with those of PENGOP in order to profit from the latter's experiences.

After the training furnished by PENGOP to the parents' associations, authorities at various levels, parents, and teachers recognize that the APE has become a pillar of the school. Many C/CS (district education officers) bring their support to the parent's movement, knowing that it is the parents who provide support to the school. APE board members now know their role, and what they have to do. School directors and teachers pretty much everywhere have noted a real change in the parents' conception of the school. Of course, there are still some parents who believe the school is the responsibility of the State, i.e., the director and the teachers. But overall, the change is radical, and nothing important can be done at the school without collaboration between teachers/directors and parents. Parents have become more confident and more credible.

3.5.1 Conclusion

It is clear that the PENGOP project changed the ways in which schools are managed. More than that, it is undeniable that the actors who intervene in the schools in order to improve the health of the students or their nutritional levels can receive support for their efforts from the structures which the parents have organized. Parents' associations have also facilitated the meeting of a variety of specific objectives in an efficient way. The creation by outside projects of ad hoc committees to meet specific objectives is becoming less and less frequent. APEs have practiced what they learn in theory, first for example, through construction activities, then by organizing school canteens or improving the physical environment around the school.

It is evident that certain APE members become almost irreplaceable due to the experience that they have gained under PENGOP. This development would be regrettable since it would be working against PENGOP objectives. This is why, as was noted in the May 2000 evaluation that illiteracy has remained as a fundamental constraint. There exists the real danger that APEs become, not organizations that facilitate the participation of civil society in institutions to meet their needs, but rather organizations which provide a considerable power base for certain people from which to operate, to advance their own ideas. This is even more true when these people hold several offices at the same time, be they in local, communal, regional, and/or national APE groups. The election policies, following strict rules, and the continuation of membership training, without forgetting that school enrollments are constantly increasing, should serve to ensure that democratic ideals prevail. However, vigilance is needed, because democratic ideals can never be taken for granted. It is easy, especially for those who have accumulated a certain

level of training, to gain certain advantages, to ally themselves with others, especially with school directors and teachers, to increase the advantages they already have.

In the present case, a management structure has been put in place, which has certainly proved itself. The checks and balances on such an institution, according to certain democratic practices are also in place, and for the moment, nothing leads us to think that there are real dangers ahead.

3.6 What are the principal results of the project?

The project outputs are simultaneously tangible and intangible. The volume of construction projects is considerable, which represents a considerable fundamental project contribution, one that is greatly appreciated by the APEs. But the project has also changed some attitudes, some mentalities, and some practices. These results, though less tangible than classrooms, are perhaps even more important, because, as we have noted above, they represent a change in the fundamental balance between the key actors at the school.

3.6.1 Construction

During Phase II PENGOP completed 635 projects and micro-projects of diverse types for a total amount of 2,736,000,000 FCFA, of which 528,000,000 FCFA represents beneficiary contributions to the projects (i.e., counterpart funding). The details of these projects are presented as annexes to this report.

3.6.2 Administrative competency and performance: Administration and Finance

It has already been shown that the organizational, administrative, and financial competencies that have been gained by the APEs, CAPEs and the federations during the project have been substantial. A few illustrations will show this.

The existence of an annual budget for each school/APE: In December 1999, at the start of group 2B's training, 84% of the APEs of that group had not drafted budgets. This figure fell to 26% in January 2003, exactly three years later. Spending authorization procedures also improved dramatically: in December 1999, 60% did not practice such a system; this fell to 1.5% in 2003!

Certain practices, however, continue as problems that prevent good financial management. An example is the use of "bank reconciliation," a practice which is still not used by a majority of 2B APEs, even by 2003. The keeping of up-to-date bank registers is another problem for a significant number of APEs. Nonetheless, 100% of this group of APEs had opened, and were operating bank accounts by 2003. This percentage was 54% in December 1999.

3.6.3 The New Dynamic Surrounding the School

The creation of a "new dynamic" around the school constitutes the most important result of the PENGOP project. The EROs show that APEs have become ever present and key actors in the

majority of cases, and these conclusions are borne out by a number of interviews the Evaluation Team held with APE board members, CAPE members, and members of other APE federations. Parents that met with the team are unanimous: they have learned a lot from the project. What is most cited as an example of what they have learned is that they now understand their respective roles. They add, "the school has now become their school." While it is true that a school cannot operate without a director, the partnership they describe is real. It is interesting that quite a number of parents interviewed say they hear about conflicts at other schools, but when it comes to their school, if conflicts do exist, they are minor. In the majority of cases, they say there are no conflicts at their school.

If co-management is a reality, it is nonetheless true that the involvement of the APE in community life is low, and cooperation with national and international organizations is only now just starting to develop. In addition, if non-trained members replace trained APE board members during elections, will the good practices at the APE continue? Asked this question, parents say that the outgoing officers do show their incoming counterparts how things work, what the various procedures are, etc. This may be true, but will they learn enough about their prerogatives to deal with a school director who would rather manage the school by himself? The team observed that frequently newly elected officers are not fully aware of the role they are expected to play. Vigilance remains the order of the day!

It should be noted that the level of participation of women in the parents' movement remains low, and even when they are present at meetings, they do not generally speak, except for a few nods in assent. When members of a General Assembly meeting who are not normally expected to speak (usually because this member is considered to come from a socially inferior group) would actually like to participate, it is difficult for these persons to speak up. Between their conscience, which tells them to "say what I have to say," and the tradition, "I do not want to cover myself with shame, or tarnish my reputation," most people in this situation prefer to remain silent, which is a way to participate in the group activity without taking any risks.

The only way to avoid such a problem in regard to women (who are assigned inferior status by tradition) is to create separate fora where women can more freely voice their opinions and raise issues. Such a forum would elect representatives who can present and discuss the ideas to the APE, which, as an organization that represents all parents, mothers and fathers, should consider the ideas for inclusion in the annual work plans they develop for the school.

The new dynamic around the school is also present at the commune level where the APE federations known as CAPEs operate. It seems clear that the C/CS now see the CAPEs as their allies. This is true even though the same kind of co-management of funds between APEs and school directors at the individual school level is not present at the commune level between CAPEs and C/CS. It is a possibility that in the future the communal administration will play a more central role in the funding of schools, and that the CAPEs will have a role in the management of these funds. As it is, the alliance between the CS (school district) and the CAPEs is an informal one since there are no legal texts that link the two institutions. In fact, a factor that continues to menace this informal arrangement is that an individual C/CS could insist on his prerogative to manage his district alone without consulting the CAPE, and the communal authorities could do little to change the situation.

The new dynamic is evolving. At the start of the project, the new working relationship started with the budget, then with infrastructure projects, which proved essential to the success of the project. The hiring of community teachers is a more recent phenomenon, but it has become more and more important as teacher shortage grows, fed by rapid demographic growth and increasing school attendance rates. These successes, a new school, children taught (even if by unqualified teachers), are reinforced by transparent management, regular meetings, and well-kept accounts. But the lack of school or education development plans and the low level of attention given to scholastic results remain the system's failures. True, the need is to move forward quickly, but it would be best if those responsible for school management started to be concerned by what the school is achieving. Some progress has been made: from time to time, the APE president and the school director discuss the success rate for the BEP (primary school certificate) examination, more rarely about the problem of students frequently repeating grades, and what should be done about reducing the number of repeaters. A more flexible deployment of teachers might be a possibility, with community teachers being responsible for practicing what has been taught, and for supervising examinations, while qualified teachers initiate new learning, for example.

The evaluation report of May 2000 underlined the importance of illiteracy. This is indeed a real constraint, and limits the scope of participation by the population. But one must distinguish between illiteracy, and illiteracy in French. Some APEs keep their records in the local language; others use French. It is easier to learn to read and write in one's own language than in a foreign language. PENGOP wisely chose to collaborate with Benin NGOs capable of working in national languages, which helped achieve the objectives of the project. PENGOP also chose not to engage in the fight against illiteracy. Such a strategy (the fight against literacy) is complex and requires special skills. The rapid rise in the numbers of children going to school leaves one to suppose that in the near future, there will be numerous literate candidates for APE officer posts. For the time being, retired teachers occupy a not insignificant number of these posts. Their contribution is significant. If the retired teachers do assist the APEs, it is because they have the necessary free time, and because they have an interest in the affairs of their local school, and they have many of the skills required to make a contribution. In this, they differ substantially from the majority of parents who are completely taken up by their daily duties and obligations, both in rural and urban areas. The school is not an institution that parents know well, and in which they necessarily feel at ease. Here again, the new generation, especially if learning conditions improve sufficiently to insure that all children receive at least six years of schooling and normal learning, will play a more important role compared to that played by the current generation.

More than this, these children will have seen their parents fight hard for the principle of school co-management, and probably will have seen the local authorities trying to improve the conditions of learning in their areas of responsibility. These models influence practices. Moreover, decentralization will contribute to these practices by giving responsibilities to local elected officials. That is the least that the processes of decentralization and democratization will bring. It means that there is a whole range of new habits to acquire. In the case of the school, already much has been done.

It should be noted also that a significant number of parents said that they use what they learned during PENGOP training in other aspects of their professional or family lives. For instance, a parent reported that he could now estimate how much the construction of a new family house would cost, and could now read the estimate furnished by the contractor. Another mentioned that he applied what he had learned about budgeting from PENGOP to budgeting resources for the family. These examples are sufficiently common to include them as project results. Finally, many parents said that they learned organizational skills during the project that allowed them to better participate in other community organizations and activities.

3.6.4. Conclusion

PENGOP's construction activities represent an important project result, as can be seen in the appendix to this report. A reasonable analysis of this activity shows that these results are the fruit of the labor of the APEs and not those of a project with huge resources. Parents contributed precious resources, managed a contractor bidding process, selected the small contractors who would carry out the work, and they supervised the work. All of this constitutes a substantial result.

Without trying to underestimate the importance of these physical results in a context where they are much needed, they do not constitute the most important result of the project, even if their role as a motivational force must be recognized. The development of organizational capacities made possible the application of democratic practices, and this is the most important result of the project. This competence, initially practiced as part of classroom construction activities, then perhaps to manage the school canteen, and to make the school grounds cleaner and more hygienic, can be useful for the achievement of various other goals. To mobilize the resources necessary for good management of education can be difficult in a context where such resources are very scarce. However, it is more likely that the necessary financial means will be agreed to by the parents when they are consulted and when they give their consent. The term "changes in the balance of power" has been used earlier in this report. These changes can be threatening to ministerial officials wishing to ensure that the system is well managed, and to use available resources efficiently. The team's visits to the field had led us to believe that this change in the balance of power will, in the end, serve in the interest of good education. This is the most important result of PENGOP.

3.7 Have the APE federations (CAPEs, FEDAPEs, and FENAPEB) been effective in serving the parents' associations more now than prior to PENGOP?

Several hierarchical structures represent the APEs at different levels of governance:

The APE "Coordinations" (CAPEs) at the commune (district) level;
The regional (*départemental*) federations of APEs (FEDAPEs); and
The national APE federation (FENAPEB).

These organizations have been established relatively recently, an event which corresponds directly with the evolution of APEs over the past 20 years.

What is the role of these organizations? Are they now better serving the interests of the grassroots parents' associations than was the case before PENGOP?

One cannot speak of these federations without tracing the evolution of the APEs themselves. Traditionally, the APEs had the mission to assist the school administration in the daily management of the schools, especially in managing its physical resources. Most of them, even when they understand their role, do not carry out this function, simply because they do not understand fully all of what is involved in playing this role. That meant that the parents, who were happy to leave the management in the hands of the school director, abandoned the school. The latter ran it as his "personal property." Parents were afraid of the directors (reprisals could be taken against their children) so much so that they would never dare to ask the director for any explanation of management details.

Progressively, this situation has changed for the better, beginning with the power that the parents wielded under the "New School" (*école nouvelle*) that was carried out within the framework of the 1973 revolution: "We should count on our own strength." Under this policy, practically everything was turned over to the parents, from classroom construction, the provision of learning materials, school supplies, and, sometimes, the recruitment and payment of teachers (when the needs overtook the resources that the central government could supply to the schools as grants). This rising of awareness on the part of the parents was especially noticeable during the 1980 to 1990 period with the birth of parents' associations, due to the withdrawal of the State, on the one hand, and in the absence of organized pressure groups who would fight for the interests of the population, on the other. These associations became increasingly involved in school management issues.

Today, we find that the APEs are "privileged partners" of the school administration, involved in most school management functions. APEs, which in the past existed in name only, are now much better organized.

In more than one-third of the country, these associations participate fully in school management: needs assessment, drafting and approving of the yearly budget, monitoring of micro-projects, the open organization of elections for association officers, school book distribution, and in the free expression of their opinions on management issues. They are much more able than in the past to stand up for the interests of the community as far as the local school is concerned.

3.7.1 Some illustrative cases

One APE member affirmed that "The training provided by PENGOP brought us things we did not previously understand. It allowed us to understand our role. At first, the school was the affair of the school director and the APE president. The training made everyone understand that everyone had a role to play. We were keeping money in our houses with out knowing that we could open a bank account. We learned how to read and write in Yom. Our involvement in the management of our school increased. We educate the other parents that it is important to send

their children to school.” Another member of a CAPE illustrates the difference of "before-PENGOP" and "after-PENGOP" training: Comparing APEs prior to PENGOP's intervention and then, after the project and carried out its training: a huge difference is noted. Today the APEs have a constitution (statutes), good conduct protocols, etc. The director drafts the budget for the parent's approval. Our APEs have brought solutions to problems of the lack of school infrastructure and housing for teachers. The project has helped the APEs to mobilize the funds necessary as the local contribution to carry out these projects. This project has done good work, and if it is seen that APEs are operating at a higher level of efficiency now than in the past, this is due to the PENGOP project."

According to a Regional Director of Primary and Secondary Education (DDEPS), "It is easy to see the difference between an APE that has worked with PENGOP, and one which has not. This is especially true in terms of their organization, the production of statistics, conflict management, the better use and accountability for the "social funds," etc. In terms of access, girls are present in greater numbers in PENGOP schools than elsewhere."

It is true that APEs covered by the PENGOP program are better organized than those that have not benefited from the project. There has been a transfer of power towards the parents to the extent that now no decision about the school can be made without consulting the APE. But this general tendency is more pronounced in PENGOP areas because these APEs know exactly what they should do in terms of co-management and in finding solutions to infrastructure problems. The project has also brought in interested "resource people" (e.g., retired civil servants) capable of understanding PENGOP training to assist the APEs.

The evolution of the role of the parents in school co-management complements the country's on-going education reform program. This reform provides for an increased role for parents in the transparent co-management of schools. In a situation like Benin's, it is best to group together to gain strength. In 1995, the national federation of parents (FENAPEB) was set up. "At the present time, there exists in each *département* (region) a parents' federation (FEDAPE) that groups together all parents of children in primary and secondary schools. The FEDAPEs operate through district (*commune*) level federative bodies known as *coordinations* (CAPE)."

What do these different federations do to ensure that the interests of parents at the school level are better served than they were prior to their establishment?

According to the results of interviews with various people involved in the education sector, the role of the *coordinations* and federations varies according to where they fit in the administrative hierarchy.

The essential "mission" of the CAPEs can be summed up as follows:

- Representation for school level APEs, and coordination of the activities of these associations;
- Training APEs at the school level;
- Conflict resolution (parents, teachers, school directors...);
- Verification that APEs are following the conditions laid out in their *statutes* vis-à-vis the election of officers, etc.

Their relations with the APEs are based on support, exchanges of views and experiences. Briefly, on cooperation and partnership.

FEDAPEs have the following roles:

- Representation of parents interests at the regional level;
- Joining in partnerships with other regional players (DDEPS, DDS, teacher's unions, funding agencies and projects, NGOs, etc.)
- Provision of support to parent training activities.
- Strengthening organizationally their CAPE members;
- Lobbying

FENAPEB's mission is to contribute to "education for all" by:

- Organizing the restructuring of APEs in public and private schools;
- Assisting teachers to become better teachers;
- Participate in defining national education policy;
- Promoting the training of parents at the school level;
- Participating in various academic activities at the national level; and
- Organizing training of APE members for the fight against HIV/AIDS in the school environment.

In looking at whether these objectives are being accomplished, the following can be reported:

CAPE

Since 1998, PENGOP has been working with *coordinations*. The idea behind this strategy is to involve parents in educational matters (school and education system governance, the role of civil society in education, etc.) beyond the confines of the individual school, which is prescribed as part of Benin's education reform program.

The importance of the CAPEs role is unquestionable. CAPEs spring from the village and neighborhood level APEs, whose activities they coordinate through technical support, budget design training, school book management, information about the importance of education for all children (especially girls), and counseling about establishing good relations between parents and teachers. CAPEs serve as the public voice of the APEs and provide the link between parents and school district officials. They are especially useful in acting as an "honest broker" in solving problems in the education sector at the communal level (e.g., the recruitment of community teachers, teacher strikes, etc.). They are the education sector "bridge" between civil society and the commune administration.

There is no doubt that the CAPEs are the main point of contact for the APEs, and they live, and help manage, the APE's problems with them. They are the most operational of all the APE federative bodies, and are more invested in defending the interests of parents than the other structures.

The following points serve to demonstrate the role played by the CAPEs vis-à-vis certain problems faced by the APEs:

Problem: parents pull their children out of school for various reasons. A delegation from the CAPE goes to the village where this is occurring and convinces the parents that it is important that they leave their children in school.

Problem: The school director has taken (stolen) 15 schoolbooks. The APE officially writes to the CAPE about the problem. A CAPE delegation visits the village, and after first checking with the C/CS, meets with the director. They agree to a time limit for the restitution of the books.

The CAPEs play a salutary role in conflict resolution and in rendering other services, but they do not possess the resources they need to do their best.

According to USAID, the role of the CAPEs will more obviously grow with their increasing involvement in school management. But, given their limited resources, will the CAPEs be able to fulfill this expansion of functions?

The CAPEs have been trained in the same way as were the APEs, and should have a greater role to play in their respective communes. This role could include the supervision of the APEs so that what has been achieved to date is not lost. It could also include activities that would insure that this learning will be diffused to other, non-PENGOP APEs (e.g., newly created schools) in the area. This does not imply supervision in the sense of a hierarchical relationship. Rather, the relationship would take the form of a freely agreed partnership between the CAPEs and the APEs. For this to work, it is certain that resources are needed, including material resources, human resources, and financial resources.

At this time, PENGOP is supporting 35 CAPEs, of which 17 have been provided with 2 motorcycles each to make it easier for the CAPE to operate in the field. But this is not enough to meet the needs, especially since, in institutional development terms, certain weaknesses remain in a minority of CAPEs. Included in these weaknesses:

the lack of an organizational charter (constitution/*statutes*) or by-laws that have been approved by a general assembly of members. (However, it should be noted that 85% of the CAPEs do have such documents);

undemocratic elections for officers; 90% of the CAPEs do, however, hold secret, democratic elections.

some board members do not respect the rules regarding lengths of terms or term limits.

lack of adequate financial controls (discussed earlier in this report);

lack of documentation, or poor document filing procedures. However, 81% of the CAPEs have adequate filing systems and documentation, according to the ERO assessments;

54% of the CAPEs do not have a written inventory of their property. It is in this category that the CAPEs receive the worst ERO results.

Only 9% of the CAPEs have written Administration and Procedures Manuals;

Poor record on paying their dues to the regional APE federations (FEDAPEs); the FEDAPEs, not the CAPEs, raised this problem.

Some APEs are of the opinion that the CAPEs owe their existence to the APEs: "We are partners of the CAPEs, who survive by taking 20% of our resources." Some APEs pay their membership dues with a certain degree of reluctance: "The CAPEs do nothing to merit the financial support we give them." CAPEs need to concentrate on strengthening the areas where they are still experiencing organizational weaknesses if they wish to avoid being poorly regarded by ordinary parents.

It needs to be said that over the past year, the CAPEs have made good efforts to become more efficient and useful to their members: most have held elections for officers, many have drafted Administrative and Financial Procedures Manuals, most are now doing much better in managing their documents, etc. There is real progress, as has been shown by the EROs and EAFs.

We want to point out that for the CAPEs to correctly assume their responsibilities in the context of the current political decentralization; they need to receive increased support from the State and other development partners. Strengthening of support to the CAPEs, though, will in fact depend on sustaining PENGOP's results.

EAF for CAPE (January 2003)

| Indicator Number | Description | % with score of "1" | % with score of "5" |
|------------------|---|---------------------|---------------------|
| 1.01 | Budget drafted, used | 48.57 | 51.43 |
| 1.02 | Owner of bank account(s) | 0.00 | 100.00 |
| 1.03 | CAPE funds deposited in bank | 2.86 | 97.14 |
| 1.04 | Operations use bank a/c | 0.00 | 100.00 |
| 1.05 | Petty cash system used | 17.14 | 82.86 |
| 1.06 | Petty cash operated correctly | 34.29 | 65.71 |
| 1.07 | Written financial reports | 30.00 | 70.00 |
| 1.08 | Annual balance sheet approved by General Assembly | 17.14 | 82.86 |
| 1.09 | Written financial procedures | 8.57 | 91.43 |
| 1.10 | Above procedures applied | 32.35 | 67/65 |
| 1.11 | Bank reconciliations done | 72.73 | 27.27 |
| 2.01 | Signatories a/c designated | 2.94 | 97.06 |
| 2.02 | Expenditures correctly authorized | 0.00 | 100.00 |
| 2.03 | Cash journal up to date | 28.57 | 71.43 |
| 2.04 | Bank journal up to date | 27.27 | 72.73 |
| 2.05 | Receipts, etc. correctly filed | 23.53 | 76.47 |
| 3.01 | Acquired equipment listed | 54.29 | 45.71 |
| 3.02 | Location equipment registered | 57.14 | 42.86 |
| 3.03 | Inventory list is accurate | 41.94 | 58.06 |
| 4.01 | Competitive purchasing used | 31.43 | 68.57 |

FEDAPE

The six FEDAPEs represent APEs at the regional (*départemental*) level. Since the number of *départements* has increased to 12, more FEDAPEs may be created in the future. The CAPEs make up their members, even if their creation pre-dates the creation of the latter. They are known by the CAPEs as the coordinator of their activities at the regional level. The FEDAPEs play a role in conflict resolution and in supporting CAPE and APE training activities. They carry out lobbying activities at the regional level. They should become true pressure groups who will influence administrative decisions.

Recently, they played an important role in the conflict between teachers and the State. Their action allowed negotiations to re-start, and for classes to resume after several months of strikes. We heard that the initiative to sit the teacher's unions, the parents, the MEPS, and the president of the republic around the same table was the result of the activities of one of the FEDAPEs.

According to USAID, the FEDAPEs are not yet in a position to manage the CAPEs, and have not produced the anticipated results. This is especially the case in terms of lobbying activities and influencing government decisions. In reality, the role that the FEDAPEs are seen to have is actually ambiguous, since decentralization policy does not concern the regions, but rather the districts (*communes*). What regional structures represent is "*deconcentration*" (setting up more empowered regional branch offices of central administrations). Their membership in the new Regional Councils for Joint Planning and Coordination (CDCC) will give parents a voice at the *départemental* level. FEDAPEs as they exist now are a very recent creation, and as such, it is possible that they will find their place in the consultation process between citizens and the administration.

All of the FEDAPEs have drafted strategic plans and yearly activity plans. They have, or are developing, Administrative and Procedures Manuals, and have recruited staff (a Coordinator and a Bookkeeper). They have held new elections for officers. World Education support for the FEDAPEs is very important, even essential. FEDAPE activities are of recent origin, as prior to PENGOP, these organizations were largely inactive. It is not easy to convince regional education authorities, initially reluctant, to include the Federations in discussing important decisions. For example, can the FEDAPE convince the DDEPS that the training of community teachers is an important activity if academic excellence is to be maintained for the 2003-2004 school year, or attained later? If that is so, then the recruitment process for these teachers must start in July 2003? If it is true that, as the parents contend, the lack of teachers is now the most critical problem affecting the education sector, then its resolution implies the development of an aggressive action plan. True, it will be necessary to identify the necessary financial resources to pay the teachers and the teacher trainers, but actually it represents a modest investment, especially considering the eventual benefits.

FENAPEB

The *Fédération nationale des associations des parents-d'élèves du Bénin* (National Federation of Parents' Associations of Benin) brings together the six regional federations. FENAPEB was created in 1995, and officially recognized in October 1996. It has the usual texts and organs: *statutes*, by-laws, general assembly, board of directors, financial overseers (*commissaires des comptes*), and an executive committee.

As the apex structure of parents' associations, FENAPEB should, first of all, be the voice of the parents at the national level. It should be a true pressure group capable of influencing governmental decisions in the area of education. It should, then, be consulted prior to the formulation of all government policy that impacts on the school. It should be of assistance to sector actors and development partners.

During the recent crisis between the teachers and the government, FENAPEB's role as a principal actor was not fully played. It is true that it took some low-level actions to "charm" the two sides: press releases asking the government to resolve the crisis, requesting an interview with the president of the republic, and then meeting the president with his ministers, and the teacher's union representatives. It is a member of the follow-up committee that was established after the negotiations.

However, according to USAID, FENAPEB has not produced important results and has not met its expectations, especially in the area of lobbying and influencing governmental decisions. Meetings with the FENAPEB board of directors show that there is no clear-cut planning in place, and that its mission as conceived is too broad and lacks precision.

To improve FENAPEB's effectiveness, World Education put a priority, during the last year of PENGOP, on the institutional strengthening of the national federation. We are speaking of recent activities that started less than a year ago. It is not clear that FENAPEB enjoys the support of the grassroots APEs or CAPEs. What is clear is that FENAPEB is weak in its ability to mobilize resources (human, financial) at the grassroots. But, at the national level, politicians must know that parent's interests carry important political weight that is difficult to discount. It is up to FENAPEB to inform its grassroots affiliates of governmental policy, and what has occurred as a result of these policies. In the near future, FENAPEB should be able to make suggestions to the national government about education policies, for example, in the area of teacher recruitment and training.

Globally, the interests of parents are better defended now than they were prior to PENGOP. This is mostly due to the APEs themselves, with the CAPEs playing an important support role. The FEDAPEs and the FENAPEB will have to become much more aggressive in defining their mission and specific objectives, especially in the short term, if they want to influence regional or national decisions. It is not unreasonable to be optimistic in that these federations are of recent origin, and have not received much assistance from outside. New officers of these federations have started to serve on the boards of directors, and, this trend, it seems, will continue.

3.7.2 Conclusion

The *coordinations* (CAPEs) seem to have found their place in the co-management of the education system. This role is greatly appreciated, even if there is a continuing resistance on the part of certain members of the need to contribute financially to the operational costs of the group. There is a need to explain to these people that if one wants effective results from an organization, it must operate on a regular basis and not just when there seems to be a need. Regular funding from the beneficiaries of the organization is, then, indispensable. The C/CS appreciate what the CAPEs bring to the system, even if these contributions are infrequent. It has already been mentioned that the CAPEs contribute very little financially, which is to be regretted.

The FEDAPEs have not yet defined their role. It is true that they can play a role once the regional coordination structures become operational, but this, itself, is far from certain.

FENAPEB is not yet the essential education sector player that it should be. It is true that the executive committee has only been recently created, but the overall mission of the federation seems to be far from clear. In particular, its role as a critic of governmental policy does not seem to be unanimously agreed upon by all the executive committee members. Likewise, its ability to mobilize the parents at the grassroots when the government needs political support for its policies does not seem to be fully developed. Its role is a bit ambiguous: FENAPEB should cooperate with the government, but it also must criticize the government, suggest, and sometimes push. This is a difficult balance to maintain.

The response to this section's question is therefore mixed. The negative part is that the regional and national federations still play a rather limited role. Given their lack of financial self-sufficiency, one can ask whether these federations will be doomed once external funding ceases. On the positive side, these federations are of recent creation, and they have survived a difficult period due to the loyalty of many people (many ex-teachers, who are also parents). The regional and national federations have benefited from financial assistance for a very short time. Elections have been held, and more are scheduled. New ideas, new resources, new work methods can permit these federations to play a crucial role in the democratic management of the education system.

3.8 Have the APE projects co-financed by World Education justified their existence?

Among the number of institutional strengthening activities PENGOP supported were APE school improvement projects. In this way, theoretical training for parents was associated with practical training, which allowed the parents to practice their newly learned skills. "The strategy used consisted of helping the APEs to develop the institutional capacities through practical training, based on the daily life of the associations and on school improvement activities. These activities had to be identified, put into the form of a project proposal, and managed by the APEs themselves, with technical assistance provided by PENGOP-trained Benin NGOs."

These projects and micro-projects that were managed by the APEs fall into several types, including the construction of classrooms, construction of teacher housing, construction of protective walls around the school yards, construction of latrines, fabrication of desks and benches for students and teachers, etc.

These activities provided "motivation" for the APEs as well as a pedagogical function, the consolidation of theoretical training. This strategy was an essential element of the success of the project. As it was, the project trained and assisted in the development of projects with 1,366 APEs (1000 had been the target), 94 of which were carried out in collaboration with Aide et Action and 90 with AGeFIB.

Many of the people interviewed for this evaluation appreciated the strategy. These people said that PENGOP training "opened the eyes" of the APEs and those projects were the principal motivating force to attract the APEs to the program. They gave the APEs a clear and important role in the management of the school. They brought about a significant transformation of school life, and in how members of the APE carried out their functions.

The following eloquent testimonials from certain education sector actors demonstrate how the training of APEs was seen from various perspectives:

"APEs have woken us up. We know after the training that APE members must take an important part in the management of the school, and, if we do not have at least a minimum level of skill concerning how are we to organize ourselves, how can we manage the funds that we have raised, how can we supervise the work of the masons who we have employed to construct our classrooms, and to use the materials which we have purchased? Through the project's visits, all the members learned a lot."

From another APE member: "I am a wood cutter (sawyer). Thanks to PENGOP training, I have been able to organize my associates as an association, and we use what we have learned about management to run our businesses."

Again, "After the training, the way I solved problems changed. Before I used to make decisions alone, unilaterally. Now, I think about the problem, and try to analyze it thoroughly before taking a decision."

"PENGOP training has more value than financial support. Coupled with investments, training seems like a moral support which clarifies things for the community, and serves to keep community interest [in the activity]"

According to a national NGO partner of PENGOP, "The project activities constitute a reward for the adhesion of the APE to PENGOP. Without projects, PENGOP would never have attained its objectives."

According to an international NGO partner of PENGOP, among the most important results that have come out of the project, the following are notable:

"APEs can better manage their schools because:

- * they have mastered the idea of working from an activities plan;
- * for construction projects, it is the APEs who are in charge;

* APEs initiate the bidding process, select the winning contractor, and buy the materials."

Organizations intervening in the sector have used the PENGOP approach where they work. Among these are Aide et Action, the World Food Program, MCDI, and AGeFIB.

The strategy used by World Education has been efficient and productive, and has permitted the project to surpass its objectives. But there is still much to do, notably to complete some of the construction activities that remain, at the time of the writing of this report, unfinished.

3.8.1 Conclusion

Informants to the evaluation team are almost unanimous: if PENGOP had not carried out its training and supported the APE projects, parents would not have participated in the activity. It is not only necessary to convince the parents to participate, but it is also necessary to give them the opportunity to practice their skills. It is this practical aspect of the project, the link between theory and practice, this capacity to enlarge its acquired learning to other areas (like school canteen management, for example), which is the key to the project's success. This work has not been easy: one has to meet certain time constraints, especially when dealing with parent's financial or in-kind contributions, and new procedures have to be developed and followed. Also, some APEs say that their contributions are available in the bank, since they have never been touched, because they failed to amass the required amount in the time given. Moreover, as was said above, some APEs have still not furnished the documentation for some of the expenses that have been made in conjunction with their project.

Nonetheless, it is certain that this joining of training and practical activities, which benefit children, contributes greatly to the project's success.

3.9 Are the results of the project sustainable?

All too often, once a project terminates, the beneficiaries look for another one rather than building on what they have accomplished under the former project. It has also been shown that short-term training activities do not show sustainable results, especially when the beneficiaries are illiterate, little prepared for intellectual speculation. Finally, it should be noted that during project implementation, the tendency is to place the emphasis on the accumulation of results rather than concentrating on making sure that the target groups have internalized what has been transferred.

The conclusions of this report are generally positive, but some doubts have been expressed concerning the project's sustainability. Our response to this question takes two forms, one placing emphasis on the factors that can lead to sustainability, the other, emphasizing the opposite. In conclusion, we will try to bring the two approaches together into a synthesis.

3.9.1 Factors likely to contribute positively to sustainability

The positive factors can be summarized as follows:

The awakening of parents to the idea that education is important for their children, especially girls;

The awakening in the parents' associations to their responsibilities and duties as co-managers of the school, and as partners in the development of the Beninese school system;

The training of APE members at all levels in various fields of knowledge and social education skills, such as:

strategic planning, action planning;

drafting, voting on, and follow-up of the yearly school budget;

identification and design of viable micro-projects;

respect for the need for a hygienic environment around the school, the need for an adequate nutrition for the school children, etc.;

contractor bidding process;

project monitoring;

school infrastructure maintenance;

management of school books;

management of the school canteen; and

lobbying for various measures important to the life of the school.

The capacity for APEs to play a role in conflict resolution at all levels;

The collaboration and synergy established between various actors in the education sector (Aide et Action, MCDI/HEPS, CARE, Plan-Benin, CRS, etc.) actively favored by World Education through PENGOP.

The increased capacity of national non-governmental organizations (NGOs);

The measures taken by the project to prepare the APEs to fully participate in the decentralization process underway in Benin.

3.9.2 Factors likely to have a negative effect on sustainability

There are a number of factors that could negatively affect future performance of the project's target groups:

There is no legal framework within which relations between the parents and the school administration can operate. Roles and responsibilities of each party are not defined and the modalities of "co-management" remain largely undefined. However, it may be an exaggeration to speak of the lack of a legal framework. In fact, numerous documents exist, but what is not clear is whether the persons concerned by these measures are aware of them, and whether the documents are internally, especially given the new legal context of decentralization;

The continuing conflicts between education officials and administrators (misunderstandings concerning the roles of the different parties, illegal unilateral withdrawals by administrators of

money meant for the parents as part of the HIPC "Social Measures," misappropriation or misuse of school funds, etc.);

The inability of local NGOs to carry on with work in the sector due to the lack of their own resources;

The relatively high level of illiteracy among parents in general, and, in particular, members of the APE boards of directors;

The lack of preparations for the weaning of the APEs from the project and the discouragement that may result from this reality;

The lack of ability on the part of the APEs to take on the recurrent costs formerly paid by the project (rents for federation headquarters, the operation costs of the federations, salaries of federation personnel, etc.);

The lack of ability on the part of parents to pay for the government-regulated salaries of community teachers;

The high level of poverty among parents, and their inability to take on the costs of running the local school;

The uneven and theoretical nature of the training that was given by the project to parents, combined with the short duration (spread over two years) which has been judged by the school administrators and parents alike as insufficient;

The loss of knowledge over time, given the lack of in-service refresher courses, as well as the changeover of APE board members through elections;

The multiple functions played by some parents who are officials at the local, district, regional, and national levels;

APE activities become politicized, or are taken over by politicians;

APEs join the "per diem culture," and lose the voluntary spirit which has prevailed to date;

The lack of lobbying skills at all levels of the APE movement, and the consequent low-level of influence of parents on decision-makers; and

The ending of the school infrastructure improvement activities (school block, teacher housing, latrine, cistern construction, rehabilitation of school buildings, fabrication of school furniture, etc.).

We are forced to conclude that the gains made by the project are threatened because of the several reasons mentioned above. The risk of losing the gains made by the project, the lack of organizational capacity on the part of Beninese NGOs to take over the project's activities, the fact that the APEs are not prepared to make permanent the changes they undertook during the life of project, have all led us to conclude that the gains made are at risk. It is nonetheless reassuring to note that the APEs trained under PENGOP Phase I continue to show good performance. As has been underlined many times above, "the PENGOP project has done a lot, but a lot remains to be done." It would be a shame to stop when we have gone so far, especially at this moment when Benin is moving towards real decentralization of political power. This is the time that the APEs most need support so as to play the role that is theirs in the development of the education system, and as a part of the national community.

3.9.3 Conclusion

The dangers that confront the APEs have been presented. To these, it is necessary to add that the project involves only 1,300 APEs. While this number is far from being negligible, it remains difficult to see that available national resources will be available to train those APEs that did not benefit from PENGOP coverage. The needs in the education field are increasing as the gap in qualified teachers and adequate school infrastructure continues to widen.

The past successes in the area of increasing school enrollments offer a target of opportunity for the parents, since their associations have demonstrated that they can play a very positive role in the development of their school. There is a need to link the support for the democratization of society to that of improving the quality of training at the primary schools. This alliance can be based on the gains made by the PENGOP project.

It is true that the federated structures of the parents' movement have not yet reached a satisfactory level of performance. The support they have received is of recent origin. But it is hoped that the federations can eventually play a role. However, even if the efforts on their behalf fail, the APEs and the CAPEs will largely remain as important actors at the commune level. Whatever happens, it is now unlikely that the ministry of education can impose decisions as it once did. We should note that the putting into place of new structures and practices takes time, and is not an easy process. There logically needs to be a follow up to PENGOP. Such a follow-up is imperative if USAID is to meet its strategic objectives in the education sector. Without the support of the parents and their representative structures, it is hard to imagine that USAID will meet its goals in the sector.

3.10 Are the NGOs that worked with PENGOP better equipped to support the development of the education sector now than they were prior to PENGOP?

PENGOP's partner NGOs are better equipped in several ways to support the development of the education sector. However, even though they may have the technical capacity to play this role, they lack the means to do so.

According to the information gathered in the field, PENGOP had a considerable impact on its partner NGOs. They have gone through changes in the way they operate which makes them more functional and more credible. For these organizations, the training they have received has allowed them to better understand their role and to become efficient partners. True, institutional development training is not the monopoly of PENGOP. Africare, in particular, supported similar work. However, the NGOs not only learned how to use performance evaluation tools, they were also able to work over a relatively long period. This allowed them to establish excellent work linkages with the APEs and the communities. It is clear that important learning took place.

However, the NGOs operated largely as service providers. Once the project closed, the agents recruited by the NGO and trained by the project disappeared, even if informal contacts were

maintained. The agents must earn their living, since they are not volunteers free of material needs.

The NGOs which worked with the project constitute a dormant network but a network which can rapidly be put into place should the need arise. From a strict technical point of view, then, the capacity for action is real, but the NGOs themselves do not have enough of their own resources to act individually, even if they wanted to do so. For them to act independently, these organizations must become foundations that have their own financial resources, or must have access to volunteers capable of working without pay. Some NGOs have dues-paying members, but in a poor country, the number of people likely to give substantial amounts is very limited.

These NGOs, then, do make up a network, a reservoir of real skills. The work of these organizations is well appreciated, and the large majority of NGO agents are welcome in the villages where they worked. But the real education NGOs are the APEs, the CAPEs, the FEDAPEs, and FENAPEB. These are the organizations that must intervene to influence the development of the education system. It would be good if NGOs assisted the APEs and their federations, and it is probable that in certain cases and for certain activities, this is what will happen. It would be best if the parents, freed from paying school fees as a result of the State's subsidy, could then pay sufficient dues to generate the necessary resources for the parental associations to become effective partners in the formulating and carrying out of education policy in the country.

It seems clear that it is necessary to avoid, at all costs, the State funding of APEs or the federations. There does exist a certain degree of shared interest between the State and the parents. But the latter must remain capable of being heard in an unbiased way. It is essential that they maintain their independence. For co-management to work, it must be based on the independence of both partners.

3.10.1 Conclusion

It is not always clear whether the NGOs should play the role of service provider, useful for a given time, but not essential later on, or if, on the other hand, they should become real and permanent partners. It is true that their presence can support local development activities, but the real objective is that the APEs and the CAPEs become NGOs themselves, capable of managing their own destiny. Obviously, the NGOs can always call on NGOs that specialize in certain areas of development if the need is felt and the resources necessary are available.

It is unfortunately the case that what has been learned can disappear, if it is not used. This is possible since it is unlikely in the near future that the APEs and the CAPEs will be able to generate sufficient resources to allow them to engage the services of these NGOs. Only if an external source of funding appears on the scene to purchase the services of these organizations will the directors of these groups be able to keep their NGOs from disappearing altogether. The need is there, but not the local market for their services.

3.11 General Conclusion

The gains made by PENGOP are considerable, not only from a tangible point of view but also from an intangible one. Members of the target groups (APEs) have gained specific skills, and these skills are often subsequently used in other spheres of activity. It has been said earlier that the “balance of power” has changed, and the new balance, even if it is sometimes the source of conflicts, is best for the school. It is likely that the project has reinforced efforts to increase the numbers of children attending school in Benin, but this itself has brought problems, since the resources necessary to ensure that the quality of education is maintained are not present in sufficient quantity, especially trained teachers.

It is necessary to again emphasize what was previously said: democratization of the education system brings with it dangers, since it cannot be ruled out that the teachers can gain considerable power from, on the one hand, maintaining their role as key actors in the system, and on the other, eventually holding a quasi-monopoly of posts in the APE system. It is necessary, then, to encourage people from other professions to join the movement and stand as officers. This will ensure a greater degree of representation of all parents for the APE movement.

Another danger merits repeating: it would be dangerous if the APE movement were to become a para-ministerial organization, or financially dependent on the State. Financial and political independence should be maintained. APE members should feel that they are free to criticize or to praise the government whenever they feel it necessary to do so.

That said, it seems impossible to think of a parents’ movement that is capable of fully participating in the democratic management of the education system as being completely free from outside support, both financial and human. Illiteracy still weighs heavy on Beninese society, and will for a long time, even though school attendance is increasing rapidly. What has been learned can easily be forgotten, or ignored. An on-going follow-up based on the gains made by PENGOP should be considered.

3.11.1 Possible ways ahead

One of USAID’s strategic objectives is on its way to being met: the gross rate of schooling (percentage of school-age children in the country actually in school) could soon reach 100%. However, our talks with teachers, school directors and parents during this evaluation indicated that, without doubt, the question of maintaining the quality of education was uppermost in people’s minds. Poor quality of education is not solely due to the long and repeated teacher’s strikes that have plagued the system over the past several years. Even if all permanent trained teachers were on the job, their number would not be sufficient to meet the demand. Moreover, the introduction of the new programs creates an enormous need for retraining, precisely at the time when the system is trying to cope with huge enrollment increases. Now, there is a need for training, and for this to happen, there needs to be teachers, and teachers who are able to do their job correctly. Infrastructure is also lacking.

The EQUIPE project could contribute to improving the quality of the education system in Benin. It would be useful to examine whether the structures that have been reinforced by PENGOP could serve to advance the objectives of EQUIPE. For example, parents can play a role (which they already know how to do) in ensuring that their children are doing the required study and are actually in school, and in generally supporting the teacher. This support could take other forms as well, for instance construction housing, which could then be rented to government teachers. Would such actions be appreciated by the teachers to the point that teachers would improve their performance?

What is clear is that the crisis affecting Beninese teachers (which deserves to be seriously studied) will not be resolved soon. Parents have shown that they are capable of hiring teachers in collaboration with school directors and C/CS. Would it not be useful to determine how these “community teachers” can best support the existing trained teachers? The parents can play an important role in this area because they exercise a high degree of (and probably beneficial) control over the community teachers. It is true that their salary levels are low, but the parents have known how to attract considerable numbers of them, and how to ensure that they turn out a certain level of results.

If the parents do not participate in the improvement of the public primary school system, then the number of private schools will grow further. But, by definition, these schools are attended by children whose parents can pay the necessary fees. Also, the number of private schools in rural areas is very limited. The growth of private schools threatens the principle of equity unless a systematic policy seeks to address that issue.

PENGOP’s gains can be made sustainable by supporting the CAPEs and the national federation of APEs (FENAPEB). The need to intervene at the regional (*départemental*) level needs to be carefully studied. Such support to the CAPEs and FENAPEB can be modest. In order that the APEs and the federations remain independent, they should become financially independent. This means that the schools should receive grants sufficient in amount that they will permit the school to operate, leaving the parents free to fund their own associations.

The EQUIPE project includes activities that will support several services of the ministry of education. The planning department (DPP) can learn how to better communicate with local communities so that they can assist in educational planning at the commune level. A true partnership could develop between the CAPEs and the DPP so that data necessary to developing local plans can be used by the structures at that level.

One can follow another logic: decentralization is a reality. Its reinforcement, which many international development partners support, can be, in part at least, based on the education sector, indispensable to economic and social development. Since co-management is a reality for a significant number of APEs and CAPEs, these structures can constitute a “pole,” around which support can be built. Thus these democratic structures can respond to the real needs of the population, and show even better performance. If the education system is managed democratically in a majority of communes, Benin will have already made great progress.

PENGOP grew gradually. A project based on the democratic management of a fundamental institution and which has the goal of linking democratic management and the quality of services provided can make PENGOP's gains sustainable. Such a project can itself grow gradually. It is to be hoped that the synergies that exist between projects funded by USAID and others will be carefully identified. During a year, and in a limited number of communes, support could be given to a certain number of APEs and CAPEs in order for co-management to continue. That co-management would target the gradual improvement of educational services and better academic results. The EES tool needs to be re-worked, and the ERO and EAF tools need to be enriched so they can reflect the conditions that lead to success. Such improvements do not require the application of a high level of technology.

It is clear that the efforts being made to improve the quality of education in Benin can benefit from the gains made by PENGOP. Outside of this important objective, such efforts will benefit the efforts to strengthen decentralization and the democratic process.

3.11.2 Specific recommendations

If the principles described above are retained, and are developed into a project, the following recommendations should be taken into consideration:

- Formalize the relationships with the ministry in charge of education so as to ensure that the ministry buys into the project's objectives (the co-management of schools), and that there is a commitment on the part of school directors and teachers to the process of making co-management work and last as an operating principle at the school;
- Involve teachers in project implementation, and look for the ways and means of informing and training them in the spirit of co-management, associating them more closely in a way so as to minimize conflicts, misunderstandings and other frustrations born out of the conditions that have existed up to this point;
- Study with institutions, NGOs, and other partners involved in local development of standardizing counterpart (match) requirements for infrastructure projects, taking into account the financial capacities of local communities;
- Standardize the procedures and management practices of projects with partner school development organizations, notably in the implementation modalities (match requirements for APEs, selection criteria, etc.);
- Promote to the extent possible synergy between organizations working with schools, especially those funded by USAID. In place of objectives targeting one segment of the school population (e.g., girls), or aspect of the school, it should be possible to target a certain level of performance (that would, of course, include promoting girls' education) for each school, then leaving it up to the school director, the APE and project leaders which of these aspects to target and what actions to take.

3.11.3 Action Research

- Use more rigorous requirements to select Action Research projects so as to be responsive to the project's objectives;
- Take measures to ensure that all reports coming from these projects are received by MEPS, DDEPS, C/CS, mayors, APEs, teacher's unions, local development associations, concerned NGOs, etc., so that the information can be harmonized and used for the development of the education system;
- Carry out Action Research to improve the usefulness of the ERO, EAF, and EES instruments.

3.11.4 Sustainability

- Develop a legal framework that can cover relations between parents' associations and the education authorities at the local and commune (*circonscription*) levels, defining the roles and responsibilities of each party, the modalities of co-management for operating the school;
- Obtain an increase in the level of support that APEs receive from the "Social Measures" (HIPC forgiveness of national debt program to promote the education sector: World Bank/Government of Benin); if this is not possible, look into the possibility that government picks up the costs of community teacher salaries (USAID, FENAPEB);
- Reinforce the training capacity (in the planning and the organization of training programs), the support capacity (monitoring and evaluation of grassroots APEs) and the capacity for action (participating in the recruitment of community teachers, conflict resolution, etc.) of the CAPEs and provide them the necessary means to carry out these functions (means of transportation and communication).

APPENDICE 1

Guide des Entretiens

BUREAU APE

CAPE

DIRECTEUR D'ECOLE

LES ENSEIGNANTS

FEDAPE

FENAPEB

MINISTERE

ORGANISMES INTERNATIONAUX

RESPONSABLES COMMUNAUTAIRES

BUREAU APE

Membres du Bureau Présents :

| | |
|-------|-------|
| _____ | _____ |
| _____ | _____ |
| _____ | _____ |

1. Quelle est votre Appréciation de la formation que vous a prodigué ATAPE ?
2. Pourriez-vous nous décrire vos élections les plus récentes ?
3. Comment vous organisez-vous pour transférer les compétences que vous avez acquises au cours de la formation à d'autres parents pour assurer la relève ?
4. Avez-vous réalisé des aménagements ou réhabilitations ?
5. Ces activités figurent-elles au procès verbal de la réunion au cours de laquelle cette décision a été prise ?
6. ATAPE parle beaucoup de co-gestion. Nous aimerions savoir si vous avez participé aux activités suivantes :
 - a. production des statistiques scolaires
 - b. Participation de l'APE à l'inventaire des biens de l'école
 - c. Participation de l'APE à la distribution des livres
 - d. Participation de l'APE au plan de développement de l'école.
 - e. recrutement des enseignants communautaires
7. Utilisation de la formation dans d'autres activités (artisanales, commerciales, civiques, politiques).
8. Pourriez-vous nous donner un exemple de soutien apporté par l'APE au directeur ?
9. Pourriez-vous nous donner un exemple de soutien aux enseignants ?

10. Quelle est votre appréciation de la formation donnée par les animateurs ?
11. Qu'avez-vous appris ?
12. Avez-vous rendu visite à d'autres APE ?
13. Avez-vous reçu des visites d'autres APE ?
14. Quels sont vos liens avec votre CAPE ?
15. La CAPE vous aide-t-elle à résoudre certains de vos problèmes ?
16. Quels sont vos liens avec la FEDAPE ?
17. La FEDAPE peut-elle vous aider à résoudre certains problèmes ?
18. Quels sont vos liens avec la FENAPEB ?
19. Selon vous, quel devrait être le rôle de la FENAPEB ?
20. Quels sont vos liens avec le CS ?
21. Quels sont vos liens avec le DDEPS ?
22. Quels sont vos liens avec les autorités locales, le maire en particulier ?
23. Quelle est la situation financière de votre APE ?
24. Les contributions scolaires rentrent-elles ?
25. Quels sont vos projets futurs ?
26. Comment pensez-vous les financer ?

27. Quelle est votre appréciation de l'impact du projet ATAPE sur la vie communautaire ?

28. Vous intéressez-vous à la présence physique des enseignants et de leur assiduité et comment ?

CAPE

1. Pourriez-vous nous décrire la nature de vos liens avec les APE de votre circonscription.
2. Pourriez-vous nous expliquer comment se sont passées les dernières élections du bureau ?
3. Pouvez-vous nous décrire le rôle joué par votre CAPE.
4. Pouvez-vous nous décrire les problèmes rencontrés par la CAPE, par exemple :
 - a. Recrutement des enseignants
 - b. Equipement des écoles
 - c. Mouvements de grève
 - d. Fonctionnement des APE
 - e. Autres problèmes
5. Que faites-vous pour régler ces problèmes ?
6. Quelle est votre appréciation de la formation fournie par ATAPE ?
7. Quelle est votre vision de l'école et du rôle des APE dans l'avenir ?
8. Comment pensez-vous réaliser cette vision ?

DIRECTEUR D'ECOLE

1. Depuis combien de temps enseignez-vous dans cette école ?
2. Le projet ATAPE a été actif dans votre école. Savez-vous quel était le but de cette intervention ?
3. Quelle est votre appréciation de cette activité ?
4. Quelle est votre appréciation de vos relations avec le bureau APE de votre école ?
Avant le projet ATAPE ?

Après le projet ATAPE ?
5. Avec le président de l'APE
6. Avez-vous eu l'occasion de participer à la formation fournie par le projet aux membres de l'APE ?
7. Le travail de l'APE est-il amélioré à la suite de cette formation ?
8. Quels éléments du fonctionnement de l'APE ont été améliorés ?
9. Le projet ATAPE parle souvent de « co-gestion » de l'école. Quelle est votre avis concernant la « co-gestion » ?
10. Cette co-gestion donne-t-elle lieu à des conflits ?
11. Comment résolvez-vous ces conflits ?
12. Pourriez-vous nous citer des exemples précis de coopération entre vous et l'APE ?
 - a. Concernant la réfection des locaux
 - b. Concernant l'achat ou la rénovation du mobilier
 - c. Concernant la construction de classes

- d. Concernant l'amélioration de l'environnement scolaire
 - e. Concernant la production des statistiques scolaires
 - f. Concernant la réception des livres
 - g. Concernant l'inventaire des biens de l'école
13. Selon vous, quel devrait être le rôle de l'APE dans la vie de l'école ?
14. Quelle est la plus grande contribution que l'APE peut faire à l'école ?
15. Pensez-vous que l'APE encourage les parents en général à s'intéresser à la vie de l'école ?
16. Quelles contributions la CAPE apporte-t-elle à la résolution des problèmes de l'école ?
17. Depuis combien de temps enseignez-vous dans cette école ?
18. Quelle contribution positive l'APE fait-elle à la vie de l'école
19. Quelle contribution négative ?
20. Pensez-vous que vos conditions de travail ont été améliorées par les activités de l'APE ?
21. Pensez-vous que les résultats auxquels vos élèves parviennent ont été améliorés par les activités de l'APE ?
22. Pensez-vous qu'une APE est essentielle dans la bonne gestion d'une école ?
23. Existe-t-il des conflits entre l'APE et le directeur ?
- a. Nature de ces conflits
24. Existe-t-il des conflits entre les parents et les enseignants ?
25. Comment les résolvez-vous ?
26. Comment évaluez-vous la formation donnée à l'APE ?

27. Pensez-vous que les parents non membres du bureau sont suffisamment impliqués dans la vie de l'école ?
28. Le bureau de l'APE tient-il périodiquement pour informer les parents ?
29. Les enseignants sont-ils informés de ces décisions ?
30. Pensez-vous que la co-gestion de l'école par le directeur et l'APE est souhaitable ?
31. Quelles devraient être les attributions de chacun ?
32. Pensez-vous que les activités de l'APE contribuent à la démocratisation de la vie communautaire ici ?
33. Pourriez-vous nous donner un exemple ?

FEDAPE

1. Pourriez-vous nous décrire la nature de vos liens avec les CAPE de votre département.
2. Pourriez-vous nous expliquer comment se sont passées les dernières élections du bureau ?
3. Pouvez-vous nous décrire le rôle et les activités de votre FEDAPE.
4. Quelles actions avez-vous pu mener pour influencer la mise en place d'un cadre juridique et réglementaire favorable à la bonne gestion du système éducatif ?
5. Pouvez-vous nous décrire les problèmes rencontrés par la FEDAPE, par exemple :
 - b. Recrutement des enseignants
 - c. Mouvements de grève
 - d. Fonctionnement des CAPE
 - e. Autres problèmes
6. Que faites-vous pour régler ces problèmes ?
7. Quelle est votre appréciation de la formation fournie par ATAPE ?
8. Quelle est votre vision du rôle des FEDAPE dans l'avenir ?
9. Comment pensez-vous réaliser cette vision ?

FENAPEB

1. Pourriez-vous nous décrire la nature de vos liens avec les FEDAPE.
2. Pourriez-vous nous expliquer comment se sont passées les dernières élections du bureau ?
3. Pouvez-vous nous décrire le rôle et les activités de votre fédération.
4. Quelles actions avez-vous pu mener pour influencer la mise en place d'un cadre juridique et réglementaire favorable à la bonne gestion du système éducatif ?
5. Pouvez-vous nous décrire les problèmes rencontrés par la fédération nationale :
 - b. Recrutement des enseignants
 - c. Mouvements de grève
 - d. Fonctionnement des FEDAPE
 - e. Autres problèmes
6. Que faites-vous pour régler ces problèmes ?
7. Quelle est votre appréciation de la formation fournie par ATAPE ?
8. Quels rapports entretenez-vous avec les ONG nationales et internationales dans l'intérêt de l'éducation ?
9. Quelle est votre vision du rôle de votre fédération ?
10. Comment pensez-vous réaliser cette vision ?

MINISTERE

Ministère. Direction _____

DDEPS. Département _____

Circonscription Scolaire _____

1. Selon vous, quel est le rôle des APE dans l'école ?
2. Le projet ATAPE vous a-t-il influencé dans cette définition ?
3. Le projet ATAPE vous a-t-il influencé dans cette définition ?
4. Nous souhaiterions connaître votre appréciation du rôle qu'a joué le projet ATAPE dans le processus de décentralisation en cours ?
5. Le ministère prévoit-il le financement de formations destinées aux APE pour pérenniser les acquis du projet ATAPE ?
6. Quelle est votre appréciation de la coopération entre ATAPE et _____ ?
7. Souhaitez-vous que le projet ATAPE se poursuive ?
8. Le projet ATAPE s'est beaucoup reposé sur des ONG pour organiser la formation des bureaux APE.
 - a. Pourriez-vous nous faire part de votre évaluation de cette manière de travailler ?
 - b. Etes-vous satisfait du travail réalisé par ces ONG ?
9. Pensez-vous que ces ONG soient maintenant capables de continuer ce travail sans la contribution du projet ATAPE ?
10. Si l'on vous demandez de rêver un peu, comment entrevoyez-vous le développement des APE dans les 5 prochaines années ?

11. Le projet ATAPE a œuvré au développement des coopérations aussi bien que celui des FEDAPE que de la FENAPEB. Pensez-vous qu'un tel travail soit

- a. nécessaire ?
- b. Utile ?
- c. Indispensable ?

11. Comment intégrez-vous dans votre politique tous les programmes d'appui au secteur primaire ?

ORGANISMES INTERNATIONAUX

1. Dans quel cadre avez-vous coopéré avec World Education ?
2. Qui a initié cette coopération ?
3. Quels ont été les résultats de cette coopération ?
4. Quelle votre appréciation de l'apport de World Education a votre mission ?
5. Quelles difficultés avez-vous rencontrées dans la coopération avec World Education ?

RESPONSABLES COMMUNAUTAIRES

1. Type de responsabilité :

Chef traditionnel
Délégué
Maire
Responsable de G.V.

2. Savez-vous comment est gérée l'école ?

3. Le projet ATAPE se termine bientôt. Quelle est votre appréciation de la contribution de ce projet à votre communauté ?

4. Quelle est la contribution la plus importante, selon vous ?

5. Quels rapports L'APE a-t-elle avec vous ?

6. Les responsables de l'APE jouent-ils un rôle dans la communauté en dehors de leurs activités dans l'APE ?

7. Selon vous, quel est le rôle que devrait jouer l'APE dans la communauté ?

8. Le projet ATAPE se termine. Quel appui pourriez-vous apporter à l'APE pour poursuivre son travail ?

APPENDICE 2 : LISTE DES PERSONNES RENCONTREES

USAID

- Mme Georgette POKOU, Chef Equipe Education de Base
- Mr. Eric SOSSOUHOUNTO, Membre de l'Equipe Education de Base, Chargé du Suivi du Programme World Education

AGENCE DE FINANCEMENT DES INITIATIVES DE BASE (AGEFIB)

- Mr. Eric GUIDI, Direction Générale
- Mr. Victor ABALLO, Direction Générale
- Mr. Seïdou ADAM CHABI, Chef d'Antenne Régionale Djougou

ORGANISATIONS NON GOUVERNEMENTALES INTERNATIONALES

WORLD EDUCATION BENIN

- Mr. Alan MILLER, Directeur du Projet
- Mr. Latifou YESSOUFOU, Responsable des Programmes de Formation
- Mme Mélanie SODOLOUFO, Chargée de Programme
- Mme Nadège DJITRINO, Statisticienne

HEPS/MCDI

- Mr. Lee YELLOTT, Représentant Résident
- Mr. Razack LAWANI, Chef des Etudes de Micro Projets
- Mr. Urbain AMAGBEDJI, Chargé de la Formation

AIDE & ACTION

- Mme Lékiatou IDRISOU SERIKI, Epouse ZOUMAROU

ORGANISATIONS NON GOUVERNEMENTALES NATIONALES

ONG MORITZ

- Mr. Jacob T. AKABASSI, Directeur Exécutif
- Mr. Justin CHEDE, Comptable

ALDIPE ONG

- Mr. Jules BEHANZIN, Responsable du Département Santé, Infrastructure et Assainissement
- Mr. Thierry DJOGBEHOUE, animateur

ADIL ONG

- Mr. Rigobert M. CHACHA, Directeur Exécutif
- Mme Christine M. OUSSOU, Coordinatrice du Programme Santé
- Mr. Edmond CHACHA, Chargé de Programme Infrastructures
- Mr. Enock MONSOU, Chargé des Programmes d'Alphabétisation
- Mr. André AHOANGONOU, Chargé de la Micro-finance
- Mr. Ménadel GODONOU, Chargé de la Gestion des Ressources Humaines
- Mr. Noël G. HOUSSOU, Comptable

FEDERATION NATIONALE DES ASSOCIATIONS DE PARENTS D'ELEVES ET D'ETUDIANTS DU BONIN (FENAPEB)

- Mr. René Roger CAPO-CHICHI, Président
- Mr. Léon Kokou GBAGUIDI, Membre du Conseil d'Administration
- Mr. Nestor ANANI, Membre du Conseil d'Administration
- Mr. Karimou BAGOUDOU, Directeur Exécutif
- Mr. Anselme ATAYI, Comptable
- Mme Mireille A. BOUTOU, Secrétaire-Caissière

MINISTERE DES ENSEIGNEMENTS PRIMAIRE ET SECONDAIRE

DIRECTION DE L'INSPECTION ET DE LA VERIFICATION INTERNE ((DIVI/MEPS)

- Mr. Cyprien LOKOSSOU, Directeur

DIRECTION DE PLANNIFICATION ET DE LA PROGRAMMATION

Mr. Joseph Ahanhanzo, Directeur.

DEPARTEMENTS DE L' ATACORA ET DE LA DONGA

DDEPS/Atacora/Donga

- Mr. Ange N'KOUEI, Directeur
- Mr. Claude AISSOUN, Chef du Service de l'Organisation Scolaire et de la Prévision

Circonscription Scolaire de Toucountouna

- Mr. Léon YANGLI, Chef de Circonscription Scolaire

Circonscription Scolaire de Natitingou

- Mr. Gaston TOLO, Chef de Circonscription Scolaire

FEDAPE/Atacora-Donga

- Mr. Joseph KOUAKIRE, Président
- Mr. Franck TIGRI, Coordonnateur

FAPED/Djougou (Fédération des Associations de Parents d'Elèves de Djougou)

- Mr. Souleymane ASSOUMANOU, Vice-Président
- Mr. Alassane NOUMBA, Secrétaire Général
- Mr. Alassane BILAH, Secrétaire Général Adjoint
- Mme Adiza AGNORO, Secrétaire aux Affaires Sociales
- Mr. Ibrahim KONGO, Trésorier
- Mme Adiza AYA MAMA, Trésorière Adjointe
- Mr. Amadou MOUHIZOU, 1^{er} Responsable à l'Organisation
- Mme Rachidath AGNORO, 2^{ème} Responsable à l'Organisation

CAPE de Toucountouna

- Mr. Roger SAHOUROBA, Président, Maire élu de Toucountouna

- Mr. Sylvain Dakou KASSA, Vic-Président
- Mme Séraphine PEMA SANGA, Trésorière
- Mr. Martin N. TCHOROUE, Secrétaire à l'Organisation
- Mr. Paul TANKELA, 1^{er} Conseiller

Ecole Primaire Publique de Kolokonde, Groupes A et B (Circ. Scolaire de Djougou)

- Mr. Ibrahim MAMOUDOU, Président APE
- Mr. Salifou ZOUMAROU, Secrétaire APE
- Mr. Issaka SANNI, Secrétaire à l'Organisation APE
- Mme Abiba ADAMOU, Trésorière Adjointe APE
- Mr. Boukari I. YAKA, Directeur Groupe A
- Mr. Chapeau Mètohou TOGBE, Directeur Groupe B
- Mr. Latif Adjélé MAMAN, Enseignant Contractuel, Groupe A
- Mr. Jean BARKA, Enseignant Contractuel, Groupe B

Ecole Primaire Publique de Djehou (Circ. Scolaire de Kouandé)

- Mr. Ibrahim YAKASSOUROU, Président
- Mme Adama MOUHAMED, Vice-Présidente
- Mr. Karimou MAMAM, Trésorier
- Mr. Issiaka SAHANOUROU, Secrétaire Général
- Mr. Soulé IBRAHIM, Secrétaire Général Adjoint
- Mme Adiétou ABDOULAYE, Trésorière Adjointe
- Mme Alima HASSIM, Commissaire aux Comptes

Ecole Primaire Publique de Bècket (Circonscription Scolaire de Kouandé)

- Mr. Soumanou ALLOU, Président APE
- Mr. Lafia SERO, Vice-Président APE
- Mr. Zakari IMOROU, Secrétaire Général APE
- Mr. Saka ALLOU, secrétaire Général Adjoint APE
- Mr. François SERO, Trésorier Général APE
- Mr. Irénée SOROKOU, Trésorier Général Adjoint APE
- Mme Fouléra SOULEYMANE, Secrétaire chargée des Affaires Féminines APE
- Mr. Lafia SEKE, Secrétaire à l'Organisation APE
- Mr. Séro OROU TISSE, Secrétaire chargé des questions environnementales APE
- Mr. Ismaïla NAGNIMI, Directeur

Ecole Primaire Publique Quartier de Wassa-Pehunco, Gr. A et B (Circ. Scolaire de Pehunco)

- Mr. Adam YARARISOUNON, Président APE
- Mr. Alassane ABOUBACARI, Secrétaire à l'Organisation APE
- Mr. Seïdou GORKOUME, Secrétaire Adjoint à l'Organisation APE
- Mr. Imorou SINAGONRIGUI, Secrétaire aux Affaires Culturelles APE
- Mr. Ousmane IMOROU, , Secrétaire Adjoint aux Affaires Culturelles APE
- Mr. Chabi OUASSAGUI, Trésorier Adjoint APE
- Mme Ganigui GBOGBOSSOUNON, Secrétaire chargée de l'Alphabétisation APE
- Mr. Codjo VIGNIKIN, Directeur, Groupe A
- Mr. Madougou SEKE, Directeur, Groupe B
- Mr. Ibrahim AFOUDA, Enseignant, Groupe A

Ecole Primaire Publique de Péperkou (Circonscription Scolaire de Toucountouna)

- Mr. Mathieu Tépa TORA, Président
- Mr. Alphonse NAHINI, Secrétaire Adjoint
- Mr. Katotcha TAMOUTE, Trésorier (Chef du Village)

- Mme Hélène KOUAGOUTCHA, Trésorière Adjointe
- Mr. Adolphe SOKOH, Commissaire aux Comptes
- Mr. Kosté TORA, Responsable au Matériel
- Mr. Katotcha NAHINI, Parent d'Elèves
- Mr. Moussa ABDOULAYE, Directeur

Ecole Primaire Publique de Toucountouna Centre, Groupe A (Circ. Scolaire de Toucountouna)

- Mr. Sylvain Dakou KASSA, Président APE
- Mr. Louis YOMBO, Secrétaire APE
- Mme Marcelline DAGNON, Commissaire aux Comptes APE
- Mr. Prosper KOUINNI, Trésorier APE
- Mr. Djoudé SOUNON, Conseiller APE
- Mr. Yoro N. DASSIYA, Directeur Groupe A
- Mr. Thomas A. NONGNIDE, Directeur Groupe B
- Mr. Roger S. Baba DEDJI, Directeur Groupe C
- Mr. Assane Moumouni Assane, Enseignant Groupe A
- Mr. Gildas MEDE, Enseignant Groupe B
- Mr. Jonas ADEAGBO, Enseignant Groupe C

DEPARTEMENTS DU BORGOU-ALIBORI

- DDEPS
- CAPE
 - Kandi
 - Gogounou
 - Bembéréké
- CCS
 - Nikki
 - Kandi
 - Gogounou

Ecole Primaire Publique De Perere Peulh

Ecole Primaire Publique de Pèrèrè-Bawèra

Ecole Primaire Publique de Nallou

Ecole Primaire Publique de Ourarou

Ecole Primaire Publique de Bodérou

Ecole Primaire Publique de Pédé

Ecole Primaire Publique de Gogounou A

- ONG DERANA
- ONG CAPID (antenne Kandi)
- PAM (antenne Kandi)

- AGeFIB (antenne Kandi)
 - Mr. Alirou Zato, Directeur

DEPARTEMENTS DU ZOU ET DES COLLINES

DDEPS Zou-Collines

- Mr. Victorin DJITRINO, Directeur

Circonscription Scolaire de Savalou

- Mr. Raymond AGBON, Chef Adjoint
- Mr. Alexis Sossa AGODOKPESSI, Conseiller Pédagogique Zone C

Circonscription Scolaire de Agbagnizoun

- Mr. Abel Codjo OHIN SEGLA, chef de Circonscription Scolaire

FEDAPE/Zou-Collines

- Mr. Albert JIMAJA, Président
- Mr. Aubert CAPO-CHICHI, Vice-Président
- Mr. François B. LINSOUSSI, Secrétaire Général
- Mr. Eusèbe Louis GAINSI, Trésorier Général
- Mr. Julien HOUNKPATIN, Trésorier Général Adjoint
- Mr. Antoine Nassi ADJAKIDJE, Secrétaire à l'Organisation
- Mme Albertine AKPO, Secrétaire à la Scolarisation des Filles et VIH-SIDA
- Mr. Alex François DADJO, Secrétaire à l'Enseignement Secondaire

CAPE Savalou

- Mr. Aubert CAPO-CHICHI, Président
- Mr. Séverin GNIMAVO, Vice-Président
- Mr. Augustin GANFON, Secrétaire Général
- Mr. Ernest ONI BOUKOU, Trésorier Général
- Mr. Elias G. AHISSOU, Trésorier Général Adjoint
- Mr. Augustin ALIKPA, Secrétaire à l'Information
- Mr. David AITCHEDJI, Commissaire aux Comptes
- Mr. Laurent A. HOUNWADO, Commissaire aux Comptes

CAPE Agbangnizoun

- Mr. Emmanuel Kakaï GLELE, Président
- Mr. Cyprien KINTCHIMON, Secrétaire Général
- Mr. Christophe GODJO, Secrétaire Administratif
- Mr. Jules BADE, 1^{er} Commissaire aux Comptes
- Mr. Magloire AGBIDINOUKOUN, 2^{ème} Commissaire aux Comptes
- Mr. Mathias C. HONSANOU, Délégué aux Infrastructures
- Mr. Fulbert GOUDOU, 1^{er} Secrétaire à l'Organisation
- Mr. Raphaël KPELI, 2^{ème} Secrétaire à l'Organisation
- Mme Bernadette ADINGNI, Secrétaire chargée de la Scolarisation des Filles
- Mr. Charlemagne SOGNON, 2^{ème} Conseiller
- Mr. Gaspard GBOLIHONON, Trésorier Adjoint

CAPE Glazoué

CAPE Aplahoué

CCS Aplahoué

Ecole Primaire Publique de Doïssa (Circonscription Scolaire de Savalou)

- Mr. Innocent LOKOSSOU, Président APE Groupe A
- Mr. Alexis HOUNLOSSOU, Vice-président APE Groupe A
- Mr. François C. AKPOVI, Trésorier APE Groupe A
- Mr. Séverin GNIMAVO, Secrétaire Adjoint APE Groupe A
- Mr. Christophe C. SOSSA, Président APE Groupe B
- Mr. Robert LOUGBEGNON, Secrétaire APE Groupe B
- Mr. Bernard T. AIDO, Trésorier APE Groupe B
- Mr. Langnissou GNIMAVO, Trésorier Adjoint APE Groupe B
- Mr. Tohoukon ADJOUKPE Parent d'Elèves Groupe B
- Mr. Vidjogni D. HOUNSA, Directeur Groupe A (2^{ème} Adjoint au Maire de Savalou)
- Mr. Victor Y. TOUGAN, Directeur par intérim Groupe A
- Mr. Daniel Kokou ADJAHO, Directeur Groupe B
- Mr. Jérôme NONHOUEGNON, Enseignant
- Mr. Brice Codjo ASSONGBA, Enseignant Contractuel
- Mr. Marcel G. NOGBEGNON, Enseignant Contractuel

Ecole Primaire Publique de Agbangnizoun, Groupe B

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- Mr. Ahossi GAHOU, Trésorier Général APE
- Mr. François TOUYABA, Responsable aux Infrastructures APE
- Mr. Isidore COVENON, 2^{ème} Commissaire aux Comptes APE
- Mr. Christophe GODJO, Directeur

Ecole Primaire Publique de Makpéhogon (Circonscription Scolaire de Agbangnizoun)

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- Mr. Elamy ADADJA, Conseiller APE
- Mr. Théophile VIGAN, Conseiller APE
- Mme Adianon SAVASSI, Trésorière Adjointe APE
- Mr. Nicolas AZE, Membre APE
- Mr. Félicien KOTO, Membre APE

Ecole Primaire Publique de Guézo-Yèmè (Circonscription Scolaire d'Abomey)

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- Mr. Alphonse AYADOKOUN, Vice-Président APE
- Mr. Dah DOHOUNKPE, Secrétaire Administratif APE
- Mr. Théonas MADADANNI, Secrétaire Administratif Adjoint APE
- Mr. Paul DESSOU, Trésorier Général APE
- Mme Félicienne ADJINDA, Trésorière Générale Adjointe APE
- Mr. Célestine AHO, Secrétaire à l'Organisation APE
- Mr. Jean ADASSIN, Conseiller APE
- Mme Colette HOUHOUE, Commissaire aux Comptes APE
- Mr. Hubert AKPONMI, Commissaire aux Comptes APE
- Mme Albertine AKPO, Directrice de l'Ecole Maternelle
- Mr. Sylvain DJOGBEHOUE, Directeur Groupe A

Ecole Primaire Publique de Glazoué

Ecole Primaire Publique de Setto

Ecole Primaire Publique de Dan

Ecole Primaire Publique Aplahoué

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Circonscription Scolaire de Zè

- Mr. Bernard G. HOUETCHENOU, Chef de Circonscription Scolaire

Circonscription Scolaire de Cotonou-Akpakpa

- Mr. Barthélemy TONADJI, Chef de Circonscription Scolaire

CAPE de Zè

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- Mr. Victor Coovi ANATO, Secrétaire Général
- Mr. Ignace AVOCE, Secrétaire Général Adjoint
- Mme Damienne AGBODE, Secrétaire à la Scolarisation des Filles
- Mr. Roland AGOSSOU, Trésorier Général Adjoint

CAPE de Cotonou/Akakpa

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- Mr. Charles NOUNAGNON, Vice-Président
- Mr. Félix A. FAGNIDE, Trésorier Général Adjoint
- Mr. Marcel ASSOGBA, Commissaire aux Comptes
- Mr. Gaston Roger ECLOU, Secrétaire à l'Organisation
- Mr. Paul ODJO, Conseiller à l'Enseignement Secondaire Technique et à la Formation Professionnelle

Ecole Primaire Publique de Akpali (Circonscription Scolaire de Zè)

- Mr. Victorin ADJAHONTE, Président APE
- Mr. Guillaume ADJANGBE, Vice-Président APE, Chef du Village
- Mr. Jacques GBKPO, Secrétaire APE
- Mr. Léopold KOUNAÏ, Trésorier APE
- Mr. Théophile AGBAÏDO, Trésorier Adjoint APE
- Mme Geneviève ADJAHOUNTE, Secrétaire aux Affaires Féminines APE
- Mr. Gilbert ADJANGBE, Secrétaire aux Infrastructures APE
- Mr. Emile AHOYEME, Commissaire aux Comptes APE

Ecole Primaire Publique de Dandji

Ecole Primaire Publique de Akpakpa-Marché

DEPARTEMENT DU MONO-KOUFFO

CAPE de Houéyogbé

CAPE de Grand-Popo

CAPE de Ouidah

FEDAPE DU MONO-KOUFFO

Ecole Primaire Publique de Lagbavé

Ecole Primaire Publique de Aplahoué

Ecole Primaire Publique de Houéetan

Ecole Primaire Publique de Ahloumé

Ecole Primaire Publique de Tohoui

Ecole Primaire Publique de Honkouihoué

Ecole Primaire Publique de Avi-Ginnou

Ecole Primaire Publique de Assogbenou-Daho

Ecole Primaire Publique de Azizakoué

DEPARTEMENTS DE L'OUEME ET DU PLATEAU

FEDAPE/Ouémé-Plateau

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- Mr. Noël S. HOUSSOU, Secrétaire Général
- Mr. Rachidi BISSIRIOU, Trésorier Général Adjoint
- Mme Georgette TOURE, Secrétaire chargée de la Scolarisation des Filles
- Mr. Christophe B. ZOCLI, Secrétaire à l'Organisation
- Mr. Antoine Bodourin KIKI, Secrétaire charge des questions Pédagogiques à l'Enseignement Secondaire, Supérieur, Technique et Professionnel
- Mr. Célestin HOUNKPATIN, Secrétaire charge des questions Pédagogiques à l'Enseignement Primaire

Ecole Primaire Publique de Houndomè-Aligo (Circonscription Scolaire de Avrankou)

- Mr. Valentin DEGBEGNI, Président APE
- Mr. Gabriel MIKPON, Vice-Président APE
- Mr. Joseph GANDONOU, Secrétaire APE
- Mr. Tchayèmi NOUKPOZOUNKOU, Trésorier APE
- Mr. Mr. Antoine MIKPON, Trésorier Adjoint APE
- Mr. Agossou DEGBEGNI, Commissaire aux Comptes APE
- Mr. François KOUTON, Secrétaire aux Infrastructures APE
- Mr. Tchalèti DEGBEGNI, Conseiller APE
- Mr. Joseph KOUWADINOU, Chef de Village

APPENDICE 3 : DOCUMENTS CONSULTES

AMENDMENT REQUESTS

July 2001-June 2002

December 2001-December 2003

March 2002-June 2003

EVALUATIONS

Evaluation of World Education Monitoring and Evaluation System

Mid Term Evaluation. June 2000

Primary Education NGO Project. Phase 1. Final Report

NON COMPETING CONTINUATION APPLICATION July 1-June 30, 2003

PROPOSAL PENCOP PHASE II JULY 1998-JUNE 2003

RAPPORTS

Rapports Annuels
1998

1999

2000

2001

Rapports Trimestriels 16-33

DIVERS

Code de partenariat du Projet ATAPE
Education et Communication pour la relance de la scolarisation dans le Borgou Nord.
Juillet 1997.

Evaluation Administrative et Financière

Fiche d'évaluation de l'Environnement Scolaire de l'APE

La Planification et le rapportage des activités de l'APE

APPENDICE 4

PROJETS FINANCES PAR WORLD EDUCATION BENIN AU COURS DE ATAPE II

| Sous-Préfecture | APE | N° du Projet | Nature du Projet | Coût du Projet | Particip. APE | Participation WE | Participation AGeFIB |
|------------------|-----------------|-------------------|------------------|----------------|---------------|------------------|----------------------|
| Lalo | Hazin | 2000-6/1/C/074* | M3+BM | 8,475,495 | 1,541,000 | 6,934,495 | |
| | Zounhomè | 2000-6/1/C/084* | M3+BM | 8,778,000 | 1,596,000 | 7,182,000 | |
| | Lalo B | 2000-9/1/C/124 | M3+BM | 6,715,000 | 1,343,000 | 5,372,000 | |
| | Lokogba I | 2000-6/1/C/073* | M3+BM | 8,183,285 | 1,487,870 | 6,695,415 | |
| | Gnizounmè | 2000-12/1/C/182, | M2 +ver | 4,665,000 | 933,000 | 3,732,000 | |
| | Koutimè | 2001-02/1/Mob/367 | Mob | 1,250,000 | 250,000 | 1,000,000 | |
| | Edah-Gbawlahoué | 2001-02/1/T/352 | T | 745,000 | 149,000 | 596,000 | |
| | Gnigbandjimè | 2000-08/1/T/449 | T | 745,000 | 149,000 | 596,000 | |
| | Adssoglahoué | 2001-03/1/T/395 | T | 745,000 | 149,000 | 596,000 | |
| Houéyogbé | Houéyogbé B | 2000-6/1/C/085 | M3+BM | 7,526,000 | 1,505,200 | 6,020,800 | |
| | Doutou ABC | 2000-6/1/C/086 | M3+BM | 7,526,000 | 1,505,200 | 6,020,800 | |
| | Togbonou | 2000/11/1/C/358 | M3+BM | 7,692,000 | 1,538,400 | 6,153,600 | |
| | Gavè | 2001-1/1/C/354 | M3+BM+V | 7,670,000 | 1,534,000 | 6,136,000 | |
| | Ahouloumè | 2001-01/1/C/341 | M3+BM | 5,278,700 | 1,055,740 | 4,222,960 | |
| | Kouwénou | 2000-10/1/Mob/349 | Mob | 1,000,000 | 200,000 | 800,000 | |
| | Haindé | 2000-7/01/C/361 | M1+BM | 3,440,000 | 688,000 | 2,752,000 | |
| | Lokohoué | 2000-9/1/C/158 | M1+BM/UF | 5,304,905 | 1,060,985 | 4,243,920 | |
| Savalou | Lowo | 2000-4/1/L/058 | L | 3,325,000 | 665,000 | 2,660,000 | |
| | Ouèssè | 2000-4/1/P/059 | P | 5,325,000 | 1,065,000 | 4,260,000 | |

| | | | | | | |
|-------------------|------------------|-------|-----------|-----------|-----------|-----------|
| Gbaffo Dogoudo | 2000-4/1/R/056 | R | 4,875,000 | 975,000 | 3,900,000 | |
| Aglamidjodji | 2000-6/1/C/066* | M3+BM | 9,399,500 | 1,709,000 | 7,690,500 | |
| Adjoya | n/ a* | M3 | 7,839,500 | 1,425,500 | | 6,414,000 |
| Doumè B | 2000-6/1/C/072* | M3+BM | 7,913,900 | 1,438,900 | 6,475,000 | |
| Iroukou | 2000-6/1/C/078* | M3+BM | 7,936,500 | 1,443,500 | 6,493,000 | |
| Codji | 2000-12/1/C/195 | M3+BM | 7,767,475 | 1,553,495 | 6,213,980 | |
| Doissa | 2000-12/1/C/196 | M3+BM | 7,675,000 | 1,535,000 | 6,140,000 | |
| Medétékpo | 2000-12/1/C/194 | M3+BM | 7,708,000 | 1,541,600 | 6,166,400 | |
| Houndjènou/B | 2000-12/1/C/192 | M3+BM | 7,365,000 | 1,473,000 | 5,892,000 | |
| EM Ouèssè Savalou | 2000-9/1/P/091 | P | 1,180,000 | 236,000 | 944,000 | |
| Sohedji | 2000-10/1/C/167 | M3+BM | 8,399,800 | 1,679,960 | 6,719,840 | |
| Zomakidji | 2000-9/1/Mob/123 | Mob | 330,000 | 66,000 | 264,000 | |
| Lahotan | 2000-9/1/Mob/140 | Mob | 560,000 | 112,000 | 448,000 | |
| Aballa | 2000-12/1/C/170 | M3+BM | 7,205,000 | 1,441,000 | 5,764,000 | |
| Ahouandomè | 2000-9/1/P/138 | P | 4,365,000 | 873,000 | 3,492,000 | |
| Miniki | 2000-9/1/C/145 | M3+BM | 7,937,000 | 1,587,400 | 6,349,600 | |
| Gbadji | 2000-9/1/P/092 | P | 4,520,000 | 904,000 | 3,616,000 | |
| EM/Agbado | 2000-9/1/Mob/093 | Mob | 310,000 | 62,000 | 248,000 | |
| Houeto | 2000-9/1/Mob/097 | Mob | 1,350,000 | 270,000 | 1,080,000 | |
| Govi | 2000-9/1/C/111 | M3+BM | 8,045,000 | 1,609,000 | 6,436,000 | |
| Agbétodji | 2000-9/1/P/112 | P | 4,890,000 | 978,000 | 3,912,000 | |
| Zoundji | n/a* | M3+BM | 7,839,400 | 1,425,400 | | 6,414,000 |
| Houndjènou A | 2000-12/1/C/445 | M3+BM | 7,490,000 | 1,498,000 | 5,992,000 | |
| Djalloukou | 2000-12/1/C/342 | M3+BM | 8,275,000 | 1,655,000 | 6,620,000 | |
| Ottola B | 2000-12/1/C/200 | M3+BM | 7,700,000 | 1,540,000 | 6,160,000 | |
| Ottola A | 2000-08/1/L/199 | Log | 3,695,000 | 739,000 | 2,956,000 | |

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|---------------------|-------------------|-----------------|-------|-----------|-----------|-----------|-----------|
| | Akpaki | 2001-02/1/C/344 | M3+BM | 7,650,000 | 1,530,000 | 6,120,000 | |
| | Ekpatiko | 2000-05/1/C/456 | M3+BM | 7,737,000 | 1,547,400 | 6,189,600 | |
| | Tchetti 2 | 2001-02/1/C/359 | M3+BM | 8,090,000 | 1,618,000 | 6,472,000 | |
| | Kitikpli | 2000-12/1/W/185 | W | 1,025,000 | 205,000 | 820,000 | |
| | Coffé-Agballa | 2001-2/1/C/345 | M3+BM | 7,400,000 | 1,480,000 | 5,920,000 | |
| | Lèkpa | 2000-9/1/C/131 | M3+BM | 7,401,475 | 1,480,475 | 5,921,000 | |
| | Amou I | 2000-9/1/C/137 | M3+BM | 7,363,000 | 1,473,000 | 5,890,000 | |
| | Egbé-Koda | 2000-9/1/C/130 | M3+BM | 7,368,000 | 1,474,000 | 5,894,000 | |
| | Koutago | 2001-1/1/C/346 | M3+BM | 7,473,000 | 1,494,600 | 5,978,400 | |
| | Ekpa | 2000-9/1/C/149 | M3+BM | 7,955,000 | 1,591,000 | 6,364,000 | |
| Agbangnizoun | Kpodji | 2000-6/1/P/079 | P | 5,125,000 | 1,025,000 | 4,100,000 | |
| | Agbidimè | 2000-6/1//065* | M3+BM | 8,738,400 | 1,588,800 | 7,149,600 | |
| | Sinwé Hounto | 2000-6/1/C/060* | M3+BM | 8,870,400 | 1,612,800 | 7,257,600 | |
| | Gnizinta | 2000-6/1/C/061* | M3+BM | 8,870,400 | 1,623,000 | 7,247,400 | |
| | Agbangnizoun A | 2000-6/1/C/081* | M3+BM | 8,725,200 | 1,586,400 | 7,138,800 | |
| | Tanvè | 2000-6/1/C/069* | M3+BM | 8,727,400 | 1,586,800 | 7,140,600 | |
| | EM/Lissazoumè | 2000-6/1/C/082 | M1 | 2,685,000 | 537,000 | 2,148,000 | |
| | Ahissatogon | 2000-6/1/C/080* | M3+BM | 8,878,100 | 1,614,200 | 7,263,900 | |
| | Gboli Mignonhito | 2000-6/1/C/087* | M3+BM | 8,723,000 | 1,586,000 | 7,137,000 | |
| | Lissazounmè A | n/a* | M3+BM | 8,451,850 | 1,536,700 | 0 | 6,915,150 |
| | Tanta | n/a* | M3+BM | 8,451,850 | 1,536,700 | 0 | 6,915,150 |
| | Hondo | 2000-02/1/C/363 | M3+BM | 8,160,000 | 1,632,000 | 6,528,000 | |
| | Zoungbo-Sèkidjato | 200-02/1/C/364 | M3+BM | 8,205,000 | 1,641,000 | 6,564,000 | |
| Cotonou | Ayélawadjè | 2000-6/1/P/062 | P | 4,145,000 | 829,000 | 3,316,000 | |
| | Kpankpan | 2000-1/1/M/347 | Mob | 2,615,000 | 523,000 | 2,092,000 | |

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|--------------------------|-------------------|-------------------|----------|------------|-----------|------------|
| | Lac | 2000-4/1/P/051 | P | 6,325,000 | 1,265,000 | 5,060,000 |
| | Dandji | 2000-4/P/052 | P | 5,350,000 | 1,070,000 | 4,280,000 |
| | EM/Avotrou | 2001-01/1/R/323 | Réf | 4,245,000 | 849,000 | 3,396,000 |
| | Avotrou | 2001-01/1/PW/ | P+W | 5,155,000 | 1,031,000 | 4,124,000 |
| | Hlacomey | 2001-03/2/P/403 | P | 2,600,000 | 520,000 | 2,080,000 |
| | Tanto | 2000-9/1/P/105 | P | 2,100,000 | 420,000 | 1,680,000 |
| | EM/Suru Léré | 2000-9/1/D/102 | D | 282,460 | 56,500 | 225,960 |
| | Cite Vie Nouvelle | 2000-9/1/C/161 | M2+BM | 7,035,000 | 1,407,000 | 5,628,000 |
| | Tchanhoukpmè | 2000-9/1/P/104 | P | 4,849,500 | 969,900 | 3,879,600 |
| | Akpakpa Marché B | 2000/10/1/P/197 | P | 2,310,000 | 462,000 | 1,848,000 |
| | EM Adogléta | 2000-10/1/W/450 | W | 2,235,000 | 447,000 | 1,788,000 |
| | Finagnon | 2000-10/1/R/348 | Réf | 8,970,000 | 3,045,000 | 5,925,000 |
| Abomey Calavi | Missessinto | 2000-4/1/R/057 | R | 1,825,000 | 365,000 | 1,460,000 |
| | Anagbo | 2000-9/1/C/095 | M2 | 5,070,000 | 1,014,000 | 4,056,000 |
| | Golo-Tokpa | 2001-01/1/M/326 | Mob | 695,000 | 139,000 | 556,000 |
| | Docomè | 2000-9/1/C/096 | M3 | 6,705,000 | 1,341,000 | 5,364,000 |
| | Zinvie-Zounme | 2000-9/1/C/150 | M2+BM | 6,900,000 | 1,380,000 | 5,520,000 |
| | Allansakomè | 2000-9/1/C/126 | M3+BM | 5,160,000 | 1,032,000 | 4,128,000 |
| | Wawata | 2000-9/1/C/125 | M3+BM | 7,995,000 | 1,599,000 | 6,396,000 |
| | Akassato | 2000-9/1/C/118 | M3+BM+ W | 10,080,000 | 2,016,000 | 8,064,000 |
| | Adjagbo | 2000-9/1/C/117 | M3 | 7,164,000 | 1,432,800 | 5,731,200 |
| | Dangbédja | 2001-2/1/Mob/462 | Mob | 535,000 | 107,000 | 428,000 |
| | Togbin-Daho | 2000-07/1/Log/486 | Log | 13,680,000 | 2,736,000 | 10,944,000 |
| | Kansoukpa | 2000-08/1/Mob/452 | Mob | 680,000 | 136,000 | 544,000 |
| | EM Agori | 2001-03/1/Mob/393 | Mob | 390,000 | 78,000 | 312,000 |

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|-------------------|-------------------|-------------------|-----------------|------------|-----------|------------|
| | Agori | 2001-03/1/C/470 | M1+BM | 3,850,000 | 770,000 | 3,080,000 |
| | Ahowégodo | 2001-01/1/C/324 | M1+BM | 3,940,000 | 788,000 | 3,152,000 |
| | Agassa-Godomey | 2001-01/1/Mob/325 | Mob | 900,000 | 180,000 | 720,000 |
| | Gbodjè | 2001-01/1/Mob/328 | Mob | 350,000 | 70,000 | 280,000 |
| | Kpanroun | 2001-03/1/W/469 | W | 1,250,000 | 250,000 | 1,000,000 |
| | Houèkè-Gbo | 2001-02/C/474 | M3+BM | 18,505,000 | 3,701,000 | 14,804,000 |
| | Gbétagbo | 2000-09/1/C/121 | M3+BM | 8,145,000 | 1,629,000 | 6,516,000 |
| | Godomey-centre | 2000-12/1/RP/184 | Réf,+Finit° | 3,425,000 | 685,000 | 2,740,000 |
| | EM/Godomey-Centre | 2001-01/1/R/330 | CLOT | 800,000 | 160,000 | 640,000 |
| | Dodja | 2000-12/1/L/183 | Finit°+Electri, | 8,654,000 | 1,730,800 | 6,923,200 |
| | EM/Ouédo-Centre | 2001-02/1/C/372 | Log | 5,938,000 | 1,187,600 | 4,750,400 |
| | Azognon 2 | 2001-02/1/C/374 | M2+BM | 11,000,000 | 2,200,000 | 8,800,000 |
| | Ouédo-Adjagbo | 2000-10/1/C/164 | M3(RDC) | 5,056,000 | 1,011,200 | 4,044,800 |
| | Houéké-Honou | 2001-01/1/C/340 | M3/UF | 3,100,000 | 620,000 | 2,480,000 |
| | Podji-Les-Monts | 2000-9/1/C/119 | M1+T | 5,165,000 | 1,033,000 | 4,132,000 |
| | Drabo | 2000-9/1/P+W/127 | M3/UF | 5,095,000 | 1,019,000 | 4,076,000 |
| | Golo-Djigbé | 2000-9/1/C/142 | P+W | 6,670,000 | 1,334,000 | 5,336,000 |
| Adja Ouèrè | Fouditi | 2000-6/1/P/070 | M3 | 5,592,000 | 1,118,400 | 4,473,600 |
| | Banigbé Fouditi | 2000-9/1/Mob/107 | P | 1,630,000 | 326,000 | 1,304,000 |
| | EM/Ita-Bolarinwa | 2000-9/1/C/110 | Mob | 3,595,000 | 719,000 | 2,876,000 |
| | Huilerie Ikpinlè | 2000-9/1/P/101 | M1+BM | 3,560,000 | 712,000 | 2,848,000 |
| | Complexe Ikpinlè | 2000-9/1/P/098 | P | 7,090,000 | 1,418,000 | 5,672,000 |
| | Oko- Akaré | 2001-01/1/C/336 | P | 5,251,270 | 1,050,254 | 4,201,016 |
| | Igbo-Ikoko | 2001-01/1/Mob/339 | M3+BM | 1,015,000 | 203,000 | 812,000 |
| | Abadagbo | 2000-9/1/Mob/164 | Mob | 1,080,000 | 216,000 | 864,000 |

| | | | | | | |
|-----------------|-------------------|-------------------|---------------|-----------|-----------|-----------|
| | Illako Abiala | 2000-9/1/T/100 | T | 745,000 | 149,000 | 596,000 |
| | Ita Ogou | 2000-9/1/C/109 | M3+BM | 5,133,870 | 1,026,774 | 4,107,096 |
| | Massè | 2000-9/1/C/108 | M3+BM | 7,480,000 | 1,496,000 | 5,984,000 |
| | Ouignan-Gbadodo | 2000-9/1/C/099 | M3+BM | 8,000,000 | 1,600,000 | 6,400,000 |
| | Ita Bolarinwa | 2001-01/1/M/335 | Mob | 700,000 | 140,000 | 560,000 |
| | Illako-Igboroko | 2000-9/1/R/163 | R | 1,625,000 | 325,000 | 1,300,000 |
| | Oké-Ola | 2001-03/1/C/382 | M3 | 7,520,000 | 1,504,000 | 6,016,000 |
| | EM Ikpliniè | 2001-03/1/C/400 | M1+BM | 3,837,000 | 767,400 | 3,069,600 |
| | Igbo-Oro | 2001-04/2/T/485 | T | 700,000 | 140,000 | 560,000 |
| | Lohoungbodjè | 2000-12/1/Mob/487 | Mob | 280,000 | 56,000 | 224,000 |
| | Ogouro | 2000-04/1/C/383 | M3+BM | 7,870,000 | 1,574,000 | 6,296,000 |
| | Tatonnoukon | 2001-01/1/R/334 | Finit° M3 /UF | 3,515,000 | 703,000 | 2,812,000 |
| | Attan-Ewé | 2000-12/1/C/177 | M3+BM | 7,970,000 | 1,594,000 | 6,376,000 |
| | Kokorokinhoun | 2001-5/02/R/481 | Finit° M3 | 5,431,000 | 1,086,200 | 4,344,800 |
| | Obéké-Ouèrè | 2000/12/1/M176 | Mob, 40T+B | 560,000 | 120,000 | 440,000 |
| | Itchagba | 2001-01/2/RM2/467 | Achèvmt M2+T | 4,445,000 | 889,000 | 3,556,000 |
| | Honta Mandjiya | 2001-01/1/M2/468 | M2+BM | 5,980,000 | 1,196,000 | 4,784,000 |
| Avrankou | Ouindodji | 2000-9/1/C/103 | M3+BM | 5,671,200 | 1,134,240 | 4,536,960 |
| | Latche-Houèzounmè | 2000-9/1/C/106 | M3+BM | 5,671,202 | 1,134,242 | 4,536,960 |
| | Gbozounmè | 2000-11/1/C/169 | M3+BM | 5,330,455 | 1,066,455 | 4,264,000 |
| | Houngon-Djinon | 2000-9/1/C/159 | M2 | 3,095,500 | 619,500 | 2,476,000 |
| | Kouti-Tossouhon | 2001-1/1/P/333 | P | 1,400,000 | 280,000 | 1,120,000 |
| | Kouti-Centre | 2000-12/1/P/180 | P | 1,180,000 | 236,000 | 944,000 |
| | EPP Vodenou | 2000-12/1/C/172 | M3+BM | 5,873,346 | 1,175,000 | 4,698,346 |
| | Tokpo | 2001-1/1/C/337 | M3+BM | 5,580,240 | 1,118,448 | 4,461,792 |

| | | | | | | |
|----------------|--------------------|-------------------|---------------|-----------|-----------|-----------|
| | Sado | 2000-11/1/C/198 | M3+BM | 7,913,000 | 1,582,600 | 6,330,400 |
| | Affomadjè-Kada | 2000-9/1/C/162 | M1 | 1,830,000 | 366,000 | 1,464,000 |
| | Tchakla Ouanho | 2001-01/1/R/332 | Réf | 4,110,000 | 822,000 | 3,288,000 |
| | Lotin- Gbédjèhouin | 2001-03/1/C/391 | M3+BM | 8,782,000 | 1,756,400 | 7,025,600 |
| | Tanzoun | 2001-1/01/C/338 | M3+BM/UF | 5,577,240 | 1,115,457 | 4,461,783 |
| | Malè AB | 2001-2/1/C/372 | M3+BM/UF | 5,873,346 | 1,175,000 | 4,698,346 |
| | Houézè | 2000-12/1/M3/471 | M3+BM/UF | 4,836,020 | 967,204 | 3,868,816 |
| | Danmè-Tovihoudji | 2001-01/2/RM2/466 | Réf+M2/UF | 3,770,730 | 754,146 | 3,016,584 |
| | EM/Sèdjè | 2000-9/1/C/160 | M3+BM+T | 2,751,250 | 550,250 | 2,201,000 |
| | Sèkanmè | 2001-03/1/R/371 | Achèvmt+M2/UF | 2,520,000 | 504,000 | 2,016,000 |
| Copargo | Kpandri | 2000-8/2/M2/239 | M2+Ver | 4,211,500 | 842,300 | 3,369,200 |
| NIKKI | Nikki/B | 2000-2/2/P/174 | O | 101,146 | 20,230 | 80,916 |
| | Wonko | 2000-03/2/R/177 | R.M2 | 1,151,550 | 230,310 | 921,240 |
| | Ganrou | 2000-4/2/M2/190 | M2+ Ver | 4,251,750 | 850,350 | 3,401,400 |
| | Boucanere | 2000-2/2/B/173 | Mob | 280,000 | 56,000 | 224,000 |
| | Kpèrankou | 2000-3/2/R/181 | R.M2 | 398,100 | 79,620 | 318,480 |
| | Massia gourou | 2000-4/2/M2/189 | M2+BM | 2,565,950 | 521,500 | 2,044,450 |
| | Kpawolou | 2000-3/2/M3/182 | M3 | 1,750,650 | 350,150 | 1,400,500 |
| | Tasso | 2000-9/2/M3/256 | M3+BM+Ver | 7,703,530 | 1,540,706 | 6,162,824 |
| | Ourarou | 2000-9/2/M3/277 | M3+BM+Ver | 7,703,530 | 1,540,706 | 6,162,824 |
| | Gbari | 2000-9/2/R/260 | R | 1,300,750 | 267,500 | 1,033,250 |
| | Guinrou Peulh | 2000-9/2/M3/251 | M3+BM+Ver | 5,755,730 | 1,151,146 | 4,604,584 |
| | Gori Maro | 2000-9/2/R/261 | R | 2,173,250 | 434,650 | 1,738,600 |
| NIKKI (suite) | Koni | 2000-7/2/L/234 | L | 1,989,650 | 397,930 | 1,591,720 |
| | Nikki/C | 2000-7/2/R/231 | R | 2,931,100 | 610,000 | 2,321,100 |
| | Kali | 2001-03/2/R/402 | Réf | 866,150 | 173,230 | 692,920 |

| | | | | | | |
|--------------|-----------------|-------------------|------------|-----------|-----------|-----------|
| | Goré | 2001-03/2/M3/428 | M3+BM+W | 8,073,500 | 1,614,700 | 6,458,800 |
| | Ouroumon | 2001-03/2/R/432 | R.Log | 776,400 | 155,280 | 621,120 |
| | Takou | 2001-03/2/R/382 | Réf | 776,300 | 155,260 | 621,040 |
| | Kpébourabou | 2001-03/2/M3/426 | M3+BM | 7,659,730 | 1,531,950 | 6,127,780 |
| | Nikki Maro | 2000-07/2/R/230 | Réf | 953,300 | 190,660 | 762,640 |
| | Kpérankou | 2001-03/2/M1/434 | M1 | 1,343,850 | 268,770 | 1,075,080 |
| | Nikki B | 2000-11/2/R/268 | Réf | 3,213,000 | 642,600 | 2,570,400 |
| | Daroukpara | 2001-03/2/M3/435 | M3+BM | 7,572,140 | 1,514,430 | 6,057,710 |
| | Dompalawi | 2001-03/2/M2/380 | M2+BM+Vér | 4,411,750 | 882,350 | 3,529,400 |
| | Alafiarou | 2001-03/2/R/385 | R.Log | 572,150 | 114,430 | 457,720 |
| | Tontarou | 2000-07/2/M3/233 | M3+BM+T | 7,760,280 | 1,552,056 | 6,208,224 |
| | Tanakpé | 2000-07/R/232 | FINIT. M2 | 1,160,300 | 232,060 | 928,240 |
| | Gbaoussi | 2000-12/2/Mob/293 | Mob, 35T+B | 490,000 | 98,000 | 392,000 |
| | Bôh | 2001-03/2/Mob/401 | Mob | 340,000 | 70,000 | 270,000 |
| | Biro | 2001-1/2/M3/314 | M3+BM | 8,270,580 | 1,654,120 | 6,616,460 |
| | Guimma | 2000-12/2/Mob/291 | Mob, | 498,000 | 105,000 | 393,000 |
| | Woroumagassarou | 2001-1/2/M3/313 | M3+BM+T | 8,293,430 | 1,658,690 | 6,634,740 |
| Kandi | EM 2 Kandi | 2000-5/2/B/163 | Mob | 337,800 | 67,560 | 270,240 |
| | Gansosso/A | 2000-8/2/B/245 | Mob | 995,000 | 203,000 | 792,000 |
| | Gnon-Darou | 2000-11/2/M3/307 | M3+ BM | 7,525,530 | 1,505,106 | 6,020,424 |
| | Padé | 2000-11/2/M3/306 | M3+BM | 7,471,030 | 1,494,206 | 5,976,824 |
| | Fouré | 2000-8/2/M3/248 | M3+BM+Ver | 7,428,850 | 1,485,770 | 5,943,080 |
| | Thya | 2000-08/2/M3/244 | M3+Ver | 6,651,350 | 1,330,270 | 5,321,080 |
| | Thuy | 2000-8/2/M3/250 | M3 | 6,530,000 | 1,306,000 | 5,224,000 |
| | Fouet | 2000-8/2/M3/246 | M3+BM+Ver | 7,345,530 | 1,469,106 | 5,876,424 |
| | Bensekou | 2000-12/2/P/292 | P | 8,756,107 | 1,751,227 | 7,004,880 |
| | Madina A | 2000-11/2/R/304 | R | 1,763,750 | 352,750 | 1,411,000 |

| | | | | | | |
|----------------|---------------|----------------------|------------|------------|-----------|------------|
| | Tissarou | 2000-12/2/M3/291 | M3 | 5,802,760 | 1,160,560 | 4,642,200 |
| | Kandi Fô | 2000-12/2/W/301 | W | 832,695 | 166,540 | 666,155 |
| | Koutakroukou | 2000-11/2/F/305 | F | 433,800 | 86,760 | 347,040 |
| | Lolo | 2001-1/2/M3/315 | M3+BM | 7,608,980 | 1,521,800 | 6,087,180 |
| | Pédé | 2000-8/2/Mob/249 | Mob | 311,500 | 62,300 | 249,200 |
| | Pédé | 2001-02/2/L/365 | L | 3,227,325 | 645,465 | 2,581,860 |
| | kandi E | 2000-7/2/R/225 | R | 625,000 | 125,000 | 500,000 |
| | saka A | 2000-7/2/B/224 | Mob | 875,000 | 175,000 | 700,000 |
| | Bodérou | 2001-03/2/W/419 | W | 845,295 | 169,060 | 676,235 |
| | Kassakou | 2001-03/2/Mob/420 | Mob | 2,925,000 | 585,000 | 2,340,000 |
| | Kassakou | 2001-03/2/M3/437 | M3+BM+Ver | 7,958,480 | 1,591,700 | 6,366,780 |
| | Gansosso A | 2001-03/2/R/407 | R.log | 6,733,150 | 1,346,630 | 5,386,520 |
| | Kandi C | 2001-04/2/M3/461 | 2M3+BM+Ver | 14,273,675 | 2,854,735 | 11,418,940 |
| | Damadi | 2001-03/2/P/390 | P | 959,400 | 191,880 | 767,520 |
| | Angaradébou | 2001-03/2/M3/374 | M3+BM+Ver | 7,854,630 | 1,570,930 | 6,283,700 |
| | EM Saka | 2001-03/2/P/391 | P | 2,617,390 | 523,480 | 2,093,910 |
| | Franguédou | 2001-03/2/M3/415 | M3+BM+Ver | 7,819,480 | 1,563,900 | 6,255,580 |
| | Kandi F | 2001-03/2/M3/412 | M3+Vér | 6,406,850 | 1,281,370 | 5,125,480 |
| | Wonga | 2001-02/2/L/366 | Log | 3,059,650 | 611,930 | 2,447,720 |
| | Pédigui | 2001-01/2/L/317 | Log | 3,467,600 | 693,520 | 2,774,080 |
| | Tankongou | 2001-01/2/L/316 | Log | 3,467,600 | 693,520 | 2,774,080 |
| | Sinawongourou | 2001-1/2/M3+BM/312 | M3+BM | 7,594,830 | 1,518,970 | 6,075,860 |
| | Podolafiarou | 2001-03/2/M3+BM/416 | M3+BM | 7,751,440 | 1,550,290 | 6,201,150 |
| | Sam | 2001-03/2/L/410 | L | 7,786,146 | 1,557,236 | 6,228,910 |
| | Alfakoara | 2001-03/2/M3+BMV/371 | M3+BM | 75,750,101 | 1,515,010 | 6,060,000 |
| Kouandé | Bore | 2000-7/2/M3/238 | M3+BM+Ver | 7,871,400 | 1,625,000 | 6,246,400 |
| | Becket-Borame | 2000-7/2/M3237 | M3+BM+Ver | 7,871,400 | 1,574,280 | 6,297,120 |
| | Damouti | 2000-8/2/M3/258 | M3+BM+Ver | 7,081,630 | 1,416,335 | 5,665,295 |

| | | | | | |
|----------------|------------------|-----------|----------------------|--------------------|----------------------|
| Sakabou | 2000-10/M3/259 | M3+BM+Ver | 7,660,000 | 1,532,000 | 6,128,000 |
| Niekene-Bansou | 2000-10/M3/ | M3+BM+Ver | 7,655,000 | 1,531,000 | 6,124,000 |
| Birni-Marou | 2000-10/2/M3/278 | M3+BM+Ver | 7,775,000 | 1,555,000 | 6,220,000 |
| Gbeniki | 2000-10/2/M3/260 | M3+BM+Ver | 8,422,125 | 1,684,425 | 6,737,700 |
| Wémè | 2000-11/2/M3/281 | M3+BM+Ver | 8,476,115 | 1,695,225 | 6,780,890 |
| Chabikouma | 2000-11/2/L/279 | L | 2,713,225 | 542,645 | 2,170,580 |
| Kétééré | 2000-12/2/M3/294 | M3+BM+Ver | 7,344,510 | 1,468,905 | 5,875,605 |
| Goufarou | 2000-12/2/L/286 | L | 2,229,500 | 445,900 | 1,783,600 |
| Tassigourou | 2000-12/2/L/295 | L | 2,229,700 | 445,940 | 1,783,760 |
| Oroukayo | 2000-6/2/M3/2001 | L | 5,558,260 | 1,452,000 | 4,106,260 |
| Goutéré | 2000-12/2/L/300 | L | 3,772,825 | 754,565 | 3,018,260 |
| Sékogourou | 2000-12/2/M3/296 | M3+BM+Ver | 8,348,105 | 1,669,625 | 6,678,480 |
| Guilimaro | 2000-8/2/M3/259 | M3+Ver | 6,616,320 | 1,323,265 | 5,293,055 |
| Tamandé | 2000-12/2/M3/302 | M3+BM+Ver | 7,210,530 | 1,442,110 | 5,768,420 |
| Papatia | 2000-12/2/M3/280 | M3+BM+Ver | 8,360,875 | 1,672,175 | 6,688,700 |
| Dékérou | 2000-12/2/M3/293 | M3+BM+Ver | 7,300,000 | 1,460,000 | 5,840,000 |
| Gorgoba | 2000-12/2/M3/298 | M3+BM+Ver | 7,545,010 | 1,509,005 | 6,036,005 |
| Tikou | 2000-12/2/M3/297 | M3+BM+Ver | 7,469,570 | 1,493,915 | 5,975,655 |
| Kouboro | 2000-12/2/M3/299 | M3+BM+Ver | 7,525,010 | 1,505,000 | 6,020,010 |
| Mary B | 2001-04/2/M3/460 | M3+BM+Ver | 7,846,900 | 1,569,380 | 6,277,520 |
| Chabi-kouma B | 2000-11/2/M3/282 | 2M3+BM+W | 8,349,055 | 1,669,815 | 6,679,240 |
| Niarissima | 2001-04/2/M3/459 | M3+BM+Ver | 7,684,700 | 1,536,940 | 6,147,760 |
| Makrou-Gourou | 2000-10/2/M3/259 | M3+BM+T | 7,635,000 | 1,527,000 | 6,108,000 |
| Maka | 2001-01/2/M3/310 | M3+BM+T+V | 7,548,320 | 1,509,665 | 6,038,655 |
| TOTAL | | | 1,353,536,019 | 256,156,175 | 1,002,546,453 |
| | | | | | 26,658,300 |

**APPENDEX 5 : SOUS-PREFECTURES DU PROJET ATAPE
TOUTES PHASES**

| PHASE | SOUS-PREFECTURE | NOMBRE D'APE |
|---|------------------------------|--------------|
| ATAPE I (Novembre 1994- Juin 1998) | Malanville | 26 |
| | Karimama | 20 |
| | Parakou | 43 |
| | Sinendé | 12 |
| | Lokossa | 39 |
| | Athiémé | 38 |
| | Djougou | 12 |
| | Grand-Popo | 21 |
| | Banikoara | 6 |
| ATAPE 2A (Juillet 1998 - Décembre 2000) | Ouèssè | 39 |
| | Zè | 12 |
| | Djidja | 39 |
| | Abomey | 10 |
| | Djakotomey | 46 |
| | Klouékanmè | 29 |
| | Aplahoué | 48 |
| | So-Ava | 20 |
| | Pèrèrè | 29 |
| | Bembéréké | 18 |
| | N'dali | 37 |
| | Ségbana | 28 |
| | Natitingou (rural et urbain) | 58 |
| | Toucountouna | 21 |
| Djougou | 24 | |
| ATAPE 2B (Juin 1999 - Juin 2001) | Savalou | 77 |
| | Lalo | 45 |
| | Agbangnizoun | 32 |
| | Abomey-Calavi | 73 |
| | Houeyogbe | 51 |
| | Cotonou (Akpakpa) | 49 |
| | Avrankou | 35 |
| | Adja-Ouere | 43 |
| | Kandi | 55 |
| | Nikki | 61 |
| | Kouande | 50 |
| | Copargo | 26 |
| Total | | 1272 |
| Zones de collaboration avec Ecoliers du Monde (Aide et Action) | Tori | 30 |
| | Ouidah | 44 |
| | Zè | 20 |
| Nouveau total | | 1366 |

APPENDICE 6: EVOLUTION DES EVALUATIONS EAF PHASE 2 A

| | Décembre 1998 | | | | | Décembre 2000 | | | | |
|--|---------------|--------|-------|-------|--------|---------------|--------|--------|--------|--------|
| | 1 | 2 | 3 | 4 | 5 | 1 | 2 | 3 | 4 | 5 |
| 1-01 Budget prévisionnel existe | 88.71% | 0.00% | | 0.00% | | 31.44% | 0.00% | 0.22% | 0.00% | 68.34% |
| 1-02 APE a un (des) comptes bancaires | 57.11% | 0.20% | | 0.00% | | 2.84% | 0.00% | 0.00% | 0.00% | 96.94% |
| 1-03 Fonds APE déposés dans comptes | 72.51% | 0.00% | | 0.81% | | 9.17% | 0.00% | 31.22% | 23.80% | 35.81% |
| 1-04 Opération sur l'un des comptes | 81.38% | 0.00% | 0.00% | 0.00% | 11.29% | 13.54% | 0.00% | 0.00% | 0.22% | 86.24% |
| 1-05 Caisse menue dépenses existe | 84.76% | 0.00% | 0.00% | 0.00% | 42.68% | 34.50% | 0.44% | 0.00% | 0.00% | 65.50% |
| 1-06 Fonctionnement de caisse | 95.34% | 0.20% | 0.00% | 0.00% | 27.49% | 53.71% | 39.30% | 0.00% | 0.22% | 45.63% |
| 1-07 rapports financiers rédigés | 53.46% | 42.89% | 0.00% | 0.00% | 18.62% | 19.87% | 0.22% | 9.39% | 0.00% | 31.44% |
| 1-08 Bilan fin d'année approuvé en AG | 78.05% | 0.61% | 0.00% | 0.00% | 15.24% | 27.13% | 0.00% | 0.22% | 0.00% | 72.43% |
| 1-09 Procédures financières écrites | 96.38% | 0.00% | 0.20% | 0.00% | 4.25% | 21.62% | 1.53% | 0.00% | 0.00% | 78.38% |
| 1-10 Procédure appliqué | 97.98% | 0.00% | 2.03% | 0.00% | 1.63% | 56.77% | 6.77% | 0.87% | 0.44% | 40.39% |
| 1-11 Rapprochement bancaire | 96.76% | 0.43% | 0.20% | 0.00% | 21.14% | 60.92% | 0.00% | 3.71% | 4.80% | 23.80% |
| 2-01 Signataires des comptes désignés | 68.37% | 0.00% | 0.00% | 0.00% | 3.62% | 1.97% | 0.00% | 0.00% | 0.22% | 97.82% |
| 2-02 Ordonnancement des dépenses | 74.80% | 0.20% | 0.20% | 0.00% | 1.81% | 2.62% | 0.22% | 0.00% | 0.22% | 97.16% |
| 2-03 Journal de caisse tenu à jour | 95.57% | 0.00% | 0.43% | 0.00% | 2.38% | 40.61% | 0.00% | 0.00% | 0.22% | 58.95% |
| 2-04 Journal de banque tenu à jour | 98.39% | 0.00% | 0.00% | 0.00% | 31.63% | 28.17% | 0.22% | 0.22% | 0.22% | 71.40% |
| 2-05 Pièces justificatives classées | 90.82% | 0.00% | 0.00% | 0.00% | 25.00% | 24.02% | 0.00% | 40.61% | 0.00% | 35.15% |
| 2-06 Dépenses de fonctionnement coordonnées | | | | | | 7.86% | 0.00% | 0.66% | 0.22% | 91.27% |
| 3-01 Biens acquis enregistrés | 97.18% | 0.00% | 0.20% | 0.00% | 1.41% | 45.85% | 0.44% | 0.00% | 0.00% | 54.15% |
| 3-02 Affectation des biens enregistrés | 98.79% | 0.00% | 7.55% | 0.00% | 1.63% | 75.11% | 23.80% | 0.22% | 0.00% | 24.24% |
| 3-03 Registre des biens et patrimoines à jour | 99.40% | 0.00% | | 0.00% | | 34.06% | 0.00% | 28.82% | 6.55% | 6.77% |
| 4-01 Dépenses soumises à concurrences | 97.58% | 0.00% | 0.00% | 0.00% | 2.82% | 40.17% | 0.00% | 0.00% | 0.22% | 59.61% |

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| | 1 | 2 | 3 | 4 | 5 |
|--|--------|--------|--------|--------|--------|
| 1-01 Budget prévisionnel existe | | | | | |
| 1-02 APE a un (des) comptes bancaires | 32.88% | 0.00% | 0.45% | 0.00% | 66.67% |
| 1-03 Fonds APE déposés dans comptes | 1.12% | 0.00% | 0.22% | 0.00% | 98.65% |
| 1-04 Opération sur l'un des comptes | 2.02% | 0.00% | 9.66% | 0.00% | 88.31% |
| 1-05 Caisse menue dépenses existe | 2.70% | 0.00% | 0.22% | 0.00% | 97.08% |
| 1-06 Fonctionnement de caisse | 39.55% | 0.00% | 0.00% | 0.00% | 60.45% |
| 1-07 rapports financiers rédigés | 58.11% | 0.45% | 0.00% | 0.00% | 41.44% |
| 1-08 Bilan fin d'année approuvé en AG | 20.67% | 55.06% | 4.49% | 0.00% | 19.78% |
| 1-09 Procédures financières écrites | 30.56% | 0.00% | 0.00% | 0.00% | 69.44% |
| 1-10 Procédure appliqué | 44.82% | 0.00% | 0.23% | 0.00% | 54.95% |
| 1-11 Rapprochement bancaire | 62.16% | 0.00% | 0.00% | 0.00% | 37.84% |
| 2-01 Signataires des comptes désignés | 82.02% | 7.87% | 5.39% | 1.57% | 3.15% |
| 2-02 Ordonnancement des dépenses | 1.35% | 0.00% | 0.00% | 0.00% | 98.65% |
| 2-03 Journal de caisse tenu à jour | 2.02% | 0.00% | 0.22% | 0.00% | 97.75% |
| 2-04 Journal de banque tenu à jour | 58.65% | 0.00% | 0.00% | 0.00% | 41.35% |
| 2-05 Pièces justificatives classes | 60.45% | 0.00% | 0.22% | 0.00% | 39.33% |
| 2-06 Dépenses de fonctionnement coordonnées | 26.29% | 0.00% | 48.99% | 0.00% | 24.72% |
| 3-01 Biens acquis enregistrés | 2.70% | 0.00% | 0.00% | 0.00% | 97.30% |
| 3-02 Affectation des biens enregistrés | 39.78% | 0.22% | 0.00% | 0.00% | 60.00% |
| 3-03 Registre des biens et patrimoines à jour | 74.38% | 0.45% | 0.22% | 0.00% | 24.94% |
| 4-01 Dépenses soumises à concurrences | 24.77% | 21.17% | 27.70% | 18.02% | 8.33% |
| | 49.21% | 0.00% | 0.00% | 0.00% | 50.79% |

APPENDICE 7 : EVOLUTION ERO PHASE 2 A

| | Decembre 1998 | | Decembre 2000 | | Janvier 2003 | |
|--|---------------|--------|---------------|--------|--------------|--------|
| | 1 | 5 | 1 | 5 | 1 | 5 |
| 1.01 Mission de l'APE | 13.28% | 7.85% | 4.37% | 75.55% | 0.22% | 63.76% |
| 2.01 APE dispose des statuts | 96.98% | 0.00% | 6.99% | 8.52% | 12.53% | 1.79% |
| 2.02 APE dispose règlement intérieur | 97.79% | 0.20% | 4.15% | 66.81% | 14.99% | 62.64% |
| 2.03 Limitation de mandats | 62.58% | 4.83% | 25.55% | 63.32% | 12.98% | 65.10% |
| 2.04 Mode de scrutin | 94.37% | 5.23% | 3.28% | 73.80% | 35.12% | 63.98% |
| 3.01 Légitimité du Bureau APE | 35.81% | 3.82% | 22.27% | 39.08% | 5.15% | 41.61% |
| 3.02 BAPE comprend femmes | 56.54% | 0.20% | 0.44% | 4.59% | 17.90% | 3.80% |
| 3.03 Membres alphabétisés | 3.22% | 25.35% | 1.75% | 52.18% | 0.89% | 56.15% |
| 4.01 A.G. opérationnelle | 39.24% | 26.76% | 1.75% | 81.00% | 10.07% | 63.53% |
| 4.02 BAPE opérationnel | 33.80% | 26.96% | 4.80% | 80.35% | 11.86% | 56.15% |
| 4.03 Com. aux Comptes opérationnel | 33.80% | 3.42% | 0.44% | 23.80% | 5.59% | 9.84% |
| 4.04 Connaissance des attributions | 18.71% | 4.23% | 23.14% | 40.61% | 0.45% | 25.95% |
| 4.05 Liste des membres APE existe | 96.78% | 1.01% | 3.93% | 29.91% | 26.17% | 43.85% |
| 4.06 Tenue cahier de P.V. | 76.86% | 3.62% | 19.43% | 57.21% | 8.50% | 46.53% |
| 4.07 Documents APE bien classés | 95.98% | 0.40% | 20.52% | 36.68% | 25.73% | 33.56% |
| 4.08 Planification stratégique | 89.94% | 0.60% | 19.87% | 7.64% | 63.53% | 4.47% |
| 4.09 Budget de l'APE | 86.72% | 2.41% | 41.27% | 58.73% | 17.23% | 62.19% |
| 4.10 Rapport d'activités | 90.95% | 3.62% | 4.37% | 37.77% | 50.34% | 35.57% |
| 5.01 BAPE suit activités pédagogiques | 70.62% | 5.43% | 2.18% | 44.54% | 14.09% | 29.31% |
| 5.02 Promotion de la scolarisation | 39.03% | 3.62% | 14.19% | 39.52% | 6.26% | 25.95% |
| 5.03 Contrôle fonds remis au Directeur | 68.01% | 1.41% | 70.74% | 17.25% | 12.75% | 18.79% |
| 6.01 Plan de dével. éducation existe | 96.98% | 0.20% | 61.57% | 3.71% | 88.14% | 2.91% |
| 6.02 Accord co-gestion école signé | 91.95% | 0.00% | 39.74% | 1.53% | 64.21% | 2.01% |
| 6.03 Charte bonne conduite signée | 90.34% | 0.40% | 1.97% | 3.93% | 19.69% | 3.58% |
| 6.04 Directeur aux réunions du BAPE | 13.88% | 65.19% | 20.09% | 92.14% | 1.12% | 91.05% |
| 6.05 Collaboration avec struct. locales | 50.50% | 18.91% | 1.97% | 64.63% | 31.32% | 59.96% |
| 6.06 Collaboration avec struct. Internat. | 45.07% | 34.21% | 8.95% | 82.97% | 3.36% | 88.81% |
| 6.07 Collabore avec autres APE | 50.50% | 2.01% | 8.97% | 45.85% | 3.58% | 26.40% |