

LMG/Benin: Program Year 3, Quarter 1 Progress Report October 1 – December 31, 2014

Gilles Bokpe

January 14, 2015

This report was made possible through support provided by the US Agency for International Development, under the terms of Cooperative Agreement Number AID-OAA-A-11-00015. The opinions expressed herein are those of the author(s) and do not necessarily reflect the views of the US Agency for International Development.

Leadership, Management and Governance, Benin
Management Sciences for Health
200 Rivers Edge Drive
Medford, MA 02155
Telephone: (617) 250-9500
www.msh.org



**LEADERSHIP, MANAGEMENT
& GOVERNANCE PROJECT** 
Inspired Leadership. Sound Management. Transparent Governance.

Leadership, Management and Governance/Bénin

Program Year 3, Quarter I, Progress Report
October 1 – December 31, 2014



Submitted to USAID/Bénin on January 14, 2015

This publication was produced by Management Sciences for Health for review by the United States Agency for International Development (USAID).

Table of Contents

Project Activity Summary Form	3
Acronyms.....	4
Executive Summary	5
I. Project Performance	6
II. Program Management.....	7
III. Project Activities.....	9
IV. Quarterly Travel Plan: January – March 2015.....	14

Cover Photo: A National Order of Pharmacists Leadership Development Program (LDP) improvement team finalizing their documentation of results at the third LDP workshop.

Project Activity Summary Form

Project Name: Leadership, Management and Governance for Bénin
Project Objectives: LMG/Bénin has three main objectives: (1) Strengthen governance practices such as advocacy, policy formulation, regulation and information at the highest authorities of the Ministry of Health; (2) Develop leadership, management, and governance practices of health leaders and managers at central and decentralized structures of the Ministry and in the private sector; (3) Strengthen the institutional capacity of a competitively-selected local training institution.
Implementing Partner(s): Management Sciences for Health
Agreement/Contract No: AID-OAA-A-11-00015
Life of Project (start and end dates): October 1, 2012 – September 30, 2015
Reporting Period (start and end dates): October 1, 2014 – December 31, 2014
Total Estimated Contract/Agreement Amount: US\$2,425,000
Obligations to Date: \$2,200,000
Project Expenditures through September 2013: \$1,500,545
October - November 2014 Expenses: \$119,563
Accrued Expenditures for Reporting Period: \$235,415
Total Project Expenditures To Date: \$1,735,960
Obligated Funds Remaining: \$464,040
Estimated Expenditures for Next Reporting Period: \$241,256
Report Submitted by: Gilles Bokpe, Country Program Manager
Report Submission Date: January 15, 2015

The views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

Acronyms

ANCRE	Advancing Newborn, Child and Reproductive Health Project
ANV-SSP	Agence Nationale de la Vaccination et des Soins de Santé Primaire
CODIR	Comité de Direction
CTB	Coopération Technique Belge
DDS	Direction Départementale de la Santé
DPP	Direction de la Programmation et de la Prospective
DSME	Direction de la Santé de la Mère et de l'Enfant
HOMEL	Hôpital de la Mère et de l'Enfant
IRSP	Institut Régional de Santé Publique
LMG	Leadership, Management and Governance
MSH	Management Sciences for Health
MS	Ministère de la Santé
NMCP	National Malaria Control Program
ONPB	Ordre National des Pharmaciens du Bénin
PMP	Performance Monitoring Plan
PNLP	Programme National de Lutte contre le Paludisme
SGM	Secrétaire Général du Ministère
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Populations Activities
USAID	United States Agency for International Development

Executive Summary

USAID and Management Sciences for Health (MSH), in collaboration with other members of the existing leadership, management, and governance consortium in Bénin, developed the Leadership, Management and Governance Project (LMG/Bénin) to focus on strengthening the capacity of health managers, leaders, and teams to carry out health program stewardship effectively.

LMG/Bénin is working with national health leadership to reinforce both technical skills and competencies in health service delivery as well as leadership and management skills, values and behaviors that demonstrate ethics, compassion, accountability, and transparency in public service. This approach focuses on modeling, training, mentoring, and exposing stakeholders to best practices in stewardship and health leadership. The project is focusing on changes in behavior and mindset, as well as on management, leadership, and governance practices and competencies that are needed to enable the Ministry of Health (MOH) to uproot deep-seated attitudes and reinforce transparent communication in all directions, with an emphasis on working as a team to reform the way the Ministry functions from top to bottom.

The goal of LMG/Bénin is to strengthened leadership, management, and governance capacity at all levels of the health sector, specifically targeting universal and equitable access to a high quality and integrated Essential Health Package and improved health outcomes. The project will achieve this goal through action-oriented training for health leaders and managers in key health systems strengthening building blocks, and by developing the stewardship capacity of senior leaders through specialized training and mentoring, supported over the long term.

LMG/Bénin has three main objectives towards this overall goal:

- **Objective 1:** Strengthen governance practices such as advocacy, policy formulation, regulation, and information at the highest level of the MOH
- **Objective 2:** Develop leadership, management, and governance practices of health leaders and managers at central and decentralized structures of the Ministry and in the private sector
- **Objective 3:** Strengthen institutional capacity of a competitively-selected local training institution.

During the reporting period of October 1, 2014 to December 31, 2014, the project continued to support improved governance practices and develop the leadership, management, and governance practices of key health leaders and managers. During this reporting period the project finalized documentation of results obtained through the Leadership Development Program (LDP) with the National Order of Pharmacists (ONPB). The LMG/Bénin project also continued to work with the *Direction de la Santé de la Mère et de l'Enfant (DSME)*, the *National Malaria Control Program (NMCP)* and *Agence Nationale de la Vaccination et des Soins de Santé Primaire (ANV-SSP)* to finalize implementation of workplans developed during the Leadership Development Program Plus (LDP+) in order to address the challenge of creating job descriptions for all staff in each structure. The LMG/Bénin project also supported the evaluation of

Performance Monitoring Plans of these three government structures throughout the quarter. The project worked with a consultant to complete the terms of reference for a consultant who will be in charge of creating professional e-mail addresses for Ministry of Health staff. Most significantly, the project signed a final subcontract with the *Institut Régional de Santé Publique* (IRSP) to develop short-term courses and a master's degree program in leadership, management, and governance for health leaders in the region. The project also received USAID approval for the project year 3 workplan, which was revised in response to USAID feedback prior to approval.

I. Project Performance

This report presents the progress of the LMG/Bénin project between October 1 and December 31, 2014. During this quarter, the PY3 workplan that was originally submitted on July 31, 2014, was revised following meetings with USAID. During these working meetings the project was also able to plan with USAID for LDP+ alignment and realignment meetings with directors from the three ministry structures (PNLP, DSME, and ANV-SSP), in order to ensure that the LDP+ was well understood by each structure's director. After a year of implementing the LDP+ with ministry teams and encountering a number of implementation delays due to teams' lack of availability, it became clear that their leadership had not been properly consulted or informed of their roles in ensuring the LDP+'s success, and the planned realignment meetings created an opportunity to avoid the same delays. These meetings also allowed the project to identify priority health results that the next LDP+ teams could choose as challenges. The potential measurable results were identified are all related to high-impact health interventions (PIHI), mother and child health/family planning, and gender indicators, and will allow LDP+ teams to link their progress during the LDP+ to specific health outcomes. The final PY3 workplan and its annexes were approved by USAID on December 18, 2014.

During the quarter and even prior to workplan approval, the project carried out a micro-planning session and other preparatory activities for each activity in the PY3 workplan. The following activities were carried out during the quarter:

- Held a meeting with the ONPB to prepare final documents and presentations for the final results workshop documentation for the ONPB LDP
- Held coaching sessions with the DSM, PNL, and ANV-SSP LDP+ teams
- Submitted the finalized Gender Integration Strategy document to the Minister of Health for her signature
- Supported the *Direction de la Programmation et de la Prospective* (DPP) in monitoring the DSME, the PNL, and ANV-SSP Performance Monitoring Plans
- Developed terms of reference for a consultant to work on the Ministry of Health professional e-mail address and mailing
- Signed the final subcontract with the IRSP to develop short-term courses and a master's program in leadership, management, and governance
- Developed and revised the PY3 workplan with USAID/Bénin

II. Program Management

The project continued to participate in coordination meetings every Monday at the Ministry of Health, facilitated by the Secretary General of the Ministry of Health. This meeting brings together all project coordinators with their counterparts at the Ministry of Health, and permits all participants to have access to the same information on the different ministry projects, programs, and directorates. The LMG/Bénin project uses this time to involve the Ministry of Health in project activities, including the following actions:

1. Motivate Ministry staff (Secretary General, cabinet members) to concretely support project activities
2. Review and explain the project workplan and upcoming activities
3. Stay informed of other projects' planned activities in order to avoid scheduling conflicts
4. Maintain positive relationship with the Secretary General and other Ministry officials involved in project activities in order to ensure their support and involvement.

These meetings have facilitated Ministry support for the finalization of the Gender Integration Strategy and its submission to the Minister for her signature, helped to develop the terms of reference for the consultant who will create the professional e-mail at the Ministry, and continued monitoring of the DSME, PNL, and ANV-SPP performance monitoring plans.

The project also participated in the expanded Ministry of Health Executive Committee (CODIR) from December 18-19, 2014. During this workshop, LMG/Bénin project staff presented the activities carried out during PY2, and Ministry of Health stakeholders approved an integrated Ministry of Health activity plan. Unfortunately, due to a shortage of time, the LMG/Bénin project was not able to present on LMG tools during the workshop. The prepared presentation will be given at the next expanded CODIR.

During this quarter the MSH Country Portfolio Director, Kristin Cooney, visited the LMG/Bénin project to provide technical and management support to the project staff, meet with various project partners, including USAID, and work with the project team to identify strategies and approaches that should be applied in order to successfully implement the PY3 workplan. During her visit she was able to attend planning meetings with the Coopération Technique Belge (CTB), Projet Bourse, and ANCRE to discuss areas collaboration, especially in regards to the LDP+. She was also able to provide concrete feedback to LMG/Bénin staff on how to improve working relations with USAID, the Ministry of Health, and the MSH home office, as well as guide project staff on how to relaunch the LDP+ with the Ministry of Health.

The LMG/Bénin project hosted an Annual Coordination Meeting for Senior Technical Advisors on the LMG/National Malaria Control Program project. The Senior Technical Advisors came from five different countries (Cote d'Ivoire, Cameroon, Burundi, Guinea, and Liberia). While the meeting was a LMG/NMCP activity, the LMG/Bénin project provided a substantial amount of technical support and training on the LDP+. LMG/Bénin staff with little prior experience with the LDP+ participated in the training portion of the meeting, in order to deepen their understanding of the LDP+ as well as strengthen their capacity to facilitate the LDP+ and train LDP+ trainers in Bénin.

Table 1: Management priorities addressed during this reporting period

Management priorities for reporting period	Resources Needed (<i>financial, human, supplies</i>)	Comments
Followed up with USAID/Bénin on the approval of the PY3 workplan and budget	Staff time	Meetings with USAID/Bénin guided the revision of the workplan and harmonization of the workplan with the workplan narrative, the PMP, and the budget. These documents were approved by USAID/Bénin on December 19, 2014.
Obtained all necessary signatures in order to finalize the subcontract with the IRSP	Staff time	Completed
Produce all required reports according to the established calendar	Ongoing	LMG/Bénin produced and submitted all quarterly and financial reports on schedule.

Table 2: Management priorities for next reporting period

Management priorities for next reporting period	Resources Needed (<i>financial, human, supplies</i>)	Comments
Continue to work with the IRSP to ensure that the activity schedule is followed and respected	Staff time	LMG/Bénin developed an activity schedule with the IRSP in order to identify and track which actions need to be carried out in order to accelerate the development of the short-term courses and master's degree program.
Work with MSH home office to begin carrying out the project closeout plan	Staff time	
Produce all required reports according to the established calendar	Ongoing	The project produced all required reports according to the established calendar, including the production and submission of Success Stories.

III. Project Activities

A. Leadership, Management and Governance Trainings

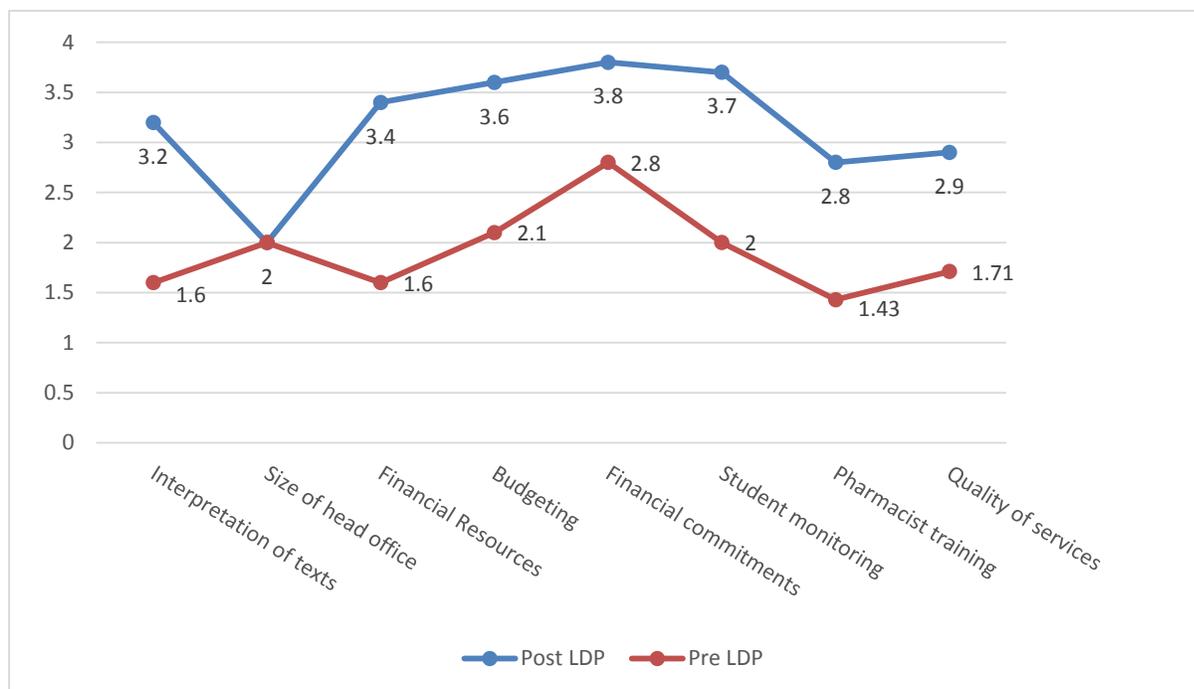
LDP with the National Order of Pharmacists

LMG/Bénin held a workshop focused on preparing to present the results obtained through the LDP with the ONPB from November 4-5, 2014. The meeting included 20 pharmacists, of which 12 were women and 8 were men.

The three desired measurable results identified by the three improvement teams at the beginning of the LDP, along with indicators, were as follows:

DESIRED MEASUREABLE RESULT	INDICATOR	BASELINE	TARGET	PROGRESS
1. Ensure regular and optimal regulatory monitoring at the ONPB	Routine regulatory legal appeals lodged by the ONPB within the legal time frame of two months	50%	90%	The ONPB has not lodged any appeals since August but has hired a lawyer to support all future appeals, and the ONPB legal department is now functional.
2. Revitalize the collection of regular member contributions	Percentage of ONPB members who have paid fees	60%	80%	ONPB has reached target.
3. Restore the ONPB to its role as a practical training resource for pharmacy students	Percentage of pharmacy students whose training supervisors meet ONPB supervisory protocol standards	25%	80%	Will measure progress at the end of the next pharmacy training cycle. However, the ONPB developed a memorandum regarding this requirement, which is currently with the Faculty of Pharmacy for consideration and adoption.

The following graph presents the results obtained by the end of the LDP, based on self-evaluation scores given by LDP participants before and after the LDP. Scoring is based on a 0-4 scale, with 0 being “None” and 4 being “To a great extent.” The red line represents the pre-LDP results, and the blue line represents evaluation results at the end of the LDP:



EXPLANATION OF ONPB SELF-EVALUATION INDICATORS

Interpretation of texts: Assessment of the ability of pharmacists to understand and interpret pharmaceutical sector regulatory texts.

Size of head office: Assessment of the ONPB office space (number of offices and state of office space)

Financial resources: Assessment of the capacity of the ONPB to mobilize domestic financial resources, mainly membership fees.

Budgeting and financial commitment: Assessment of the management of mobilized financial resources.

Student monitoring: Assessment of ONPB's ability to move pharmacy students into academic internships in licensed pharmacies.

Pharmacist training: Assessment of pharmacists' training by pharmacist faculty.

Quality of Services: Assessment of the quality of services provided by pharmacists.

The post-test showed that, apart from "Size of head office", which is not large enough for all ONPB staff, ONPB members feel that all other ONPB performance has improved as a result of the LDP, especially the availability of financial resources, the ONPB's ability and consistency in interpretation of regulatory texts, and the ONPB's fulfillment of its role in monitoring pharmacy students. Improvements in financial resources, namely increasing the number of members who pay dues, have allowed the ONPB to implement activities in its workplan and be more ambitious in planning future activities. The LMG/Bénin project will continue to monitor the ONPB in the coming year, in order to document the sustainability of these results.

LDP+ with the DSME, PNLP, and ANV-SSP: During this quarter, the LMG/Bénin project monitored the implementation of the DSME, the PNLP, and the ANV-SSP workplans that were developed during the

LDP+, as well as documented the final results in preparation for the final workshop. Due to the

schedules of the individual structures, the project was unable to find a date for the final workshop that worked for all participants, and the fourth and final workshop is therefore scheduled for next quarter.

The project also prepared for the next LDP+ cohorts with the Ministry of Health structures with support from the home office, by holding several internal working sessions with USAID. These working sessions allowed the project to:

- Develop the participant profiles for the next LDP+ cohorts
- Identify three priority health areas for the next LDP+ challenges : PIHI, maternal and child health/family planning, and gender
- Choose which Ministry of Health structures will be included in the next LDP+ : the Maternal and Child Hospital (HOMEL), the Mono-Couffo and Zou-Colline departmental directorates, and two health zones in each directorate
- Reinforce the LDP+ facilitation capacities of all LMG/Bénin project staff in order to ensure the feasibility of carrying out simultaneous LDP+ workshops



Photo: ONPB President presenting the finalized LDP documents

The project held prealignment meetings with departmental health directors and medical coordinators from health zones in the Mono-Couffo and Zou-Collines health departments. In the first LDP+, the preliminary alignment meeting was not held, which later had an impact on the project's ability to schedule LDP+ workshops with the Ministry of Health teams. Holding these pre-alignment meeting allowed the project to sensitize all health leaders who will be involved in the LDP+ process and to foster a common understanding of both the LDP+ and

conditions required in order for LDP+ cohorts to be successful, as well as identify how health leaders can support the LDP+ process.

LMG/Bénin also held several meetings with the Advancing Newborn, Child and Reproductive Health (ANCRE) Project, United Nations Fund for Populations Activities (UNFPA), and the CTB's Projet Bourse in order to discuss their tools and interventions to identify potential areas of collaboration, which could result in co-funding the LDP+ and gender work.

B. Ministry of Health Gender Integration Strategy

Key Ministry of Health representatives and international health partners validated the Ministry of Health's Gender Integration Strategy at a workshop during this reporting period, following the integration of amendments made by a 10-person committee. The committee was made up of representatives from the Ministry of Health, UNDP, WHO, and the LMG/Bénin project, resource staff, and a gender consultant. LMG/Bénin sent the final strategy to the Ministry of Health's Secretary General for the Minister's signature. LMG/Bénin is currently following up in order to ensure that the strategy receives final approval and is made available for printing and distribution.

C. Improvement of Ministry of Health monitoring plans

LMG/Bénin, in collaboration with the DPP, held the second technical workshop for monitoring DSME, PNLP, and ANV-SSP Performance Monitoring Plans on October 23 and 24, 2014. The goal of the workshop was to improve the performance measures for each of these structures. The workshop allowed participants to:

- Follow up on recommendations made in the first workshops
- Evaluate and analyze the performance of the three structures during the second quarter of 2014 using two technical tools: Performance Graphing and Performance Measurement Matrix
- Formulate recommendations for improving performance indicators

As a result of the workshop, the DSME implemented of a system of documentation and collection of completed audits of maternal death reports, and the ANV-SSP improved compliance with lab analysis of polio samples standards (from 78% of samples analyzed within the standard time to 80%). A review of the performance of these three structures showed that only the ANV-SPP has attained 82% of its targets, passing the established standard of 80%.

Three recommendations were made during this workshop:

1. DSME: Continue to take the necessary steps to implement the system for collecting audit reports on the number of maternal deaths
2. ANV-SSP: Complete the data quality self-assessment (DQS) in 100% of the health zones before December 31, 2014 (from 71%)
3. PNLP: Hold a harmonization/validation session for malaria data collected with the DPP

D. Provide technical and financial support for the implementation of a professional e-mail address directory for Ministry of Health staff and create a Ministry of Health newsletter

The project is collaborating with the Secretary General of the Ministry of Health to reinforce the professionalism of Ministry of Health officers and increase the visibility of Ministry of Health achievements by developing a directory of professional e-mail addresses and putting in place a regular newsletter. Currently each Ministry of Health staff person, including directors and top leadership, utilize their personal e-mail addresses to conduct official business. A standardized, Ministry of Health-run e-mail directory and address for all staff will not only professionalize the Ministry of Health's use of e-mail to conduct official business, but will also improve information management and information security at the Ministry of Health. During this quarter LMG/Bénin developed the terms of reference for a consultant who will be responsible for creating the professional e-mail directory and newsletter. This consultant will be hired and will begin working next quarter.

E. Technical assistance planning

LMG/Bénin held several working sessions with IRSP staff in order to move forward with the development of short-term courses in leadership, management and governance, as well as to begin to develop the master's degree program in leadership, management and governance. The IRSP signed the finalized subcontract on December 3, 2014. The project also developed and adopted the monitoring plan for IRSP's deliverables in cooperation with the IRSP and USAID.

F. Activities for next quarter

The following activities will be carried out during the next quarter (January 1 – March 31, 2015) (note that activities will not take place in support of Objective 2 until April 2015):

Objective 1: Enhance governance practices such as advocacy, policy formulation, regulation, and use of information or decision making at the highest levels of the Ministry of Health

- Provide technical and financial support to the MOH to organize a workshop on the adoption of the Ministry's vision/mission and its dissemination to all levels of the health system
- Support the DPP to implement the MOH's Gender Mainstreaming Strategy
- Develop a directory of professional e-mail addresses for MOH staff and weekly internal-newsletters for the MOH, in collaboration with the *Direction de l'Informatique et du Pré-archivage*
- Provide technical and financial support to the DPP to carry out quarterly performance monitoring plans for the PNL, ANV-SPP, and DSME through HOMEL, DDS Zou-Colline and Mono-Couffo, and two health zones
- Organize and hold the fourth LDP workshops with Ministry of Health structures and the ONPB

- Organize and hold three LDP+ workshops with new cohorts from the DSME, ANV-SSP, and PNLP

Objective 3: Strengthen institutional capacity of competitively-selected local training institution

- Hold a five-day training of trainers for the IRSP team in leadership, management, and governance. The training will cover institutional training objectives. The purpose of the training will be to ensure that all IRSP trainers understand, master, and use the same terminology and language to lead trainings on leadership, management, and governance.
- Develop short-term training modules and the master's degree in leadership, management and governance:
 - Train the IRSP team in leadership, management, and governance
 - Conduct a six-day workshop to develop training modules
 - Hold a nine-day course content development workshop for both short-term courses and the master's program
 - Train a pool of 30 trainers

IV. Quarterly Travel Plan: January – March 2015

No travel planned this quarter.