

LMG/Benin Trip Report: Kristin Cooney November 2-15, 2015

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TRIP REPORT – LMG/Bénin and LMG/NMCP – K. Cooney – November 2-15, 2014



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Destination and Client(s)/ Partner(s)	Cotonou, Bénin USAID
Traveler(s) Name, Role	Kristin Cooney, Director, Country Portfolio
Date of travel on Trip	November 2-15, 2014
Purpose of trip	<p>LMG/Bénin: To provide oversight in program management, meet with key partners and USAID, and provide technical inputs as needed to LMG/Bénin activities.</p> <p>LMG/NMCP: To co-facilitate and participate in regional coordination and training meeting with all LMG/National Malaria Control Program (NMCP) Senior Technical Advisors.</p>
Objectives/Activities/ Deliverables	<p>LMG/Bénin:</p> <ol style="list-style-type: none"> 1. Meet with project staff to obtain updates on project progress and plan future activities 2. Meet with USAID and project partners 3. Attend planned project activities (such as preparation for Leadership Development Program workshop #4) 4. Produce trip report with relevant recommendations <p>LMG/NMCP:</p> <ol style="list-style-type: none"> 1. Facilitate and participate in regional coordination and training meeting with all LMG/National Malaria Control Program (NMCP) Senior Technical Advisors 2. Exchange information among the five advisors regarding the implementation of their assistance to National Malaria Control Programs in the region, as well as train the advisors on the facilitation, rollout, and support of country-specific Leadership Development Programs 3. Promote regional coordination of malaria control efforts 4. Meet with USG Malaria Advisors in Bénin to update them on this workshop and project activities
Background/Context	<p>LMG/Bénin: USAID and Management Sciences for Health (MSH), in collaboration with other members of the existing leadership, management and governance consortium in Bénin, have developed the Leadership, Management and Governance Project (LMG/Bénin) to build on their common interest in addressing the challenges of leadership, management, and governance. In collaboration with the consortium team, LMG/Bénin focuses on strengthening the capacity of health managers, leaders, and teams to carry out health program stewardship effectively.</p>

LMG/Bénin is working with national health leadership to reinforce technical skills and competencies in health service delivery, combined with leadership and management skills – as well as values and behaviors that demonstrate ethics, compassion, accountability, and transparency in public service. This approach will focus on modeling, training, mentoring, and exposure to best practices in stewardship and health leadership. The project will focus 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 three-year goal of LMG/Bénin is: strengthened leadership, management, and governance capacity at all levels of the health sector, targeting the result of 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.

LMG/NMCP: The President’s Malaria Initiative (PMI) is providing direct technical assistance to National Malaria Control Programs (NMCPs) through the Leadership, Management and Governance National Malaria Control Program Capacity Building Project (LMG/NMCP). The two-year goal of the LMG/NMCP Project is to build the capacity of the local NMCPs to effectively implement the national malaria strategies. The LMG/NMCP project is providing direct technical assistance to a minimum of six, and up to eight, target country NMCPs (Burundi, Cameroon, Côte d’Ivoire, Guinea, Liberia, and Sierra Leone) with three main objectives towards this overall goal:

- **Objective 1:** National Malaria Control Program human, financial and material resources effectively managed
- **Objective 2:** National Malaria Control Program develops and directs policy and norms for the implementation and surveillance of the national malaria control strategy
- **Objective 3:** National Malaria Control Program mobilizes stakeholders

	<p>to participate in national malaria control coordination and implementation efforts</p> <p>In light of the Global Fund’s substantial contributions to malaria control efforts in each target country, LMG/NMCP also contributes to the effective mobilization and management of Global Fund grants. LMG/MNCP Technical Advisors work closely with NMCP leaders to strengthen their coordination with the Global Fund Country Coordinating Mechanism and other Global Fund partners in line with the Global Fund’s New Funding Model. In countries where the government is the Principal Recipient, LMG/NMCP is building the capacity of the NMCP throughout the grant process, from applying for grants to implementation, evaluation, monitoring, and risk mitigation. In target countries where the Principal Recipient is not the national government, LMG/NMCP emphasizes effective collaboration with and support of the country’s Global Fund grant Principal Recipient.</p> <p>With the agreement of PMI/Washington, LMG/NMCP is undertaking cross-cutting regional activities under the overall scope of the project, including this bi-annual regional coordination and training meeting with all LMG/NMCP Senior Technical Advisors, which was held in Cotonou, given its accessibility to all advisors. This meeting allowed for exchange and learning among LMG/NMCP staff, as well as promoted regional coordination of malaria control efforts.</p>
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2. Major Trip Accomplishments:

Meetings with project staff: I had the opportunity to meet with all of the project staff several times during my visit to get an update on project progress, prepare for and review/debrief meetings, discuss the workplan and technical strategies, review potential solutions to challenges, and exchange information. We began meeting on the morning of November 4, to prepare for a working meeting with USAID and review the calendar for the week.

We discussed project partnerships at length. Regarding UNFPA, USAID has not been pursuing the initial commitments indicated by UNFPA, and USAID expects that LMG/Bénin will continue to identify the potential opportunities. The project has continued its coordination with UNFPA; specific opportunities may exist around gender activities. UNFPA was involved in the recent gender strategy work.

Regarding IRSP, there have been several delays. After USAID decided it would no longer initiate the subcontract directly, LMG/Bénin did not receive the funding to pursue the subcontract for another four months. In the interim, the project began the process of initiating the subcontract, and there were additional clarifications from the MSH contracts officer (and delays from IRSP in agreeing with the proposed terms). During my visit, LMG/ Bénin was in the final stages of negotiations with IRSP, and we discussed the possibility of extending the subcontract, once signed, past April to complete activities. Once the subcontract is signed, we will pursue this extension to ensure the success of this activity.

With the staff, I participated in a meeting with our USAID activity manager (described below), and post-meeting, we debriefed and discussed how to best respond to USAID’s requests of the project. We agreed that

it would be very useful for our activity manager to become more familiar with the tools of the project. To that end, we planned a meeting with him to discuss the Leadership Development Program, Plus (LDP+), to review opportunities for him to participate in more project activities, and to document project results not only more effectively, but in different formats that would be most useful for USAID.

On November 5, we met to review the summary of the meeting with USAID on November 4 and developed some specific plans for filling some of the gaps identified during the project review. These plans continued to be discussed during my visit. Highlights are as follows:

LDP+

- The LDP+ alignment meeting is a key opportunity to bring together the key players, including those at the highest levels, and it needs to be done and to have appropriate preparation since the project never did it and will need to explain why they are doing it at this point. This will require some informal preparatory meetings before the alignment meetings, so that people will not be on the defensive; participants have to understand that the meeting is not a “tribunal.”
- We might better use the terminology “realignment meeting” versus “alignment meeting”; prior to starting the process with the next cohort, we want to be clear. We discussed the possibility of holding “pre-LDP” meetings, inspired by the example of LMS/Kenya, and talked about when these meetings could be scheduled and conducted in the next few weeks.
- We agreed to set up the meeting with USAID to review the LDP+ prior to the meetings with LDP+ leaders and participants, with two purposes: familiarize the activity manager with the LDP+ as a tool; and to discuss/validate the next cohort for the LDP+ and discuss potential challenges that participants will select. We also planned to discuss and confirm the activity manager’s attendance at the LDP+ workshops.
- We confirmed plans for workshop 4 for the MOH and ONPB.
- We discussed the possibility of proposing to the MOH the possibility of one of the short courses on leadership, management, and governance as a prerequisite for promotions.
- We outlined ideas for putting together working sessions for the directors of the DSME, ANV, and PNL, with the goal of educating them more about the LDP+ process and securing their buy-in.
- We reviewed the activity manager’s proposal to make the LDP “performance based,” or “paying for results rather than paying per diems,” etc. While interesting, this is a complicated proposal that needs further discussion, particularly in light of competing activities from other organizations with more funding.

IRSP

- The team will follow up to ensure signature of contract (within 10 working days), including holding a meeting to discuss the contract, read through it, and ensure they understand it; during my visit the team drafted a timeline for activities that was shared with IRSP and briefly discussed during the meeting described below during the second week of my visit.
- The team began to develop a detailed workplan with timeline, dates for specific activities, and responsibilities for each person.
- The team set up a tentative schedule for working on the curriculum, to be overseen by G. Tolome.
- The team agreed to plan for a follow-on project once LMG/Bénin ends, including setting up working meetings with USAID and other partners.

Follow-up:

- The team identified, as above and as described below under various meetings and activities that took

place during the visit, a number of actions for follow up. Progress has been made on many of these activities either during my visit or since the visit.

- The team agreed on the need to produce additional documentation of the project. I provided examples of formats for longer documents to describe best practices and how to scale them up, from the LMS/Kenya project. The project staff will review these examples and determine how to adapt them and which aspects of the project they would like to document, and we will support them with communications assistance from the home office.
- The team should consider options for disseminating information on the project's activities. As noted below in the description of meetings with USAID, for some reason the project's success stories had gone unnoticed in its quarterly reporting. The project may want to consider disseminating success stories both with the reports and separately, so that they are not missed as USAID is reviewing documents. The team should also check with USAID to see if the paragraph highlighting the project's achievements would be useful each quarter (see Annex A for the information that was requested during my visit for the USAID portfolio review).
- The team should work more closely with the activity manager to identify means of communication that will be useful to him in facilitating "telling the story" to his colleagues at USAID/Bénin.

Meeting with USAID LMG/Bénin Activity Manager: On November 4, 2014, we met with USAID (Ricardo Missihoun, Activity Manager for LMG/Bénin) at the LMG/Bénin office. The agenda for the meeting was as follows (and was presented by the team in a PowerPoint that is available in the project files):

- Presentation of results from year 2
- Present success stories from year 2
- Discuss challenges/solutions Year 2
- Present results expected Year 3
- Opportunities and perspectives

Ricardo Missihoun noted that despite some challenges, the team has accomplished a great deal in Year 2. He pointed out that the lessons learned will help the project to better accomplish its work in Year 3. Regarding gender, it appears that all of the planned activities were completed, and that the work was validated by the important actors. Ricardo asked if LMG/Bénin was now planning for dissemination, building on interest from other projects and partners such as ANCRE and the Cooperation Technique Belge (CTB). Gilles Bokpe responded that all of the documents related to the strategy are completed, but that dissemination was not in the budget or plan for LMG. Participating partners developed a plan for printing, preparing the preface, and other related tasks, but these were not planned as LMG activities. WHO had planned to contribute to the printing. Both CTB and UNDP are interested in support for dissemination, and a distribution plan was developed. UNFPA, the Swiss, CTB-IMS, and the World Bank (PRPSS) might be interested in contributing. ANCRE is primarily interested in the implementation of the strategy and has identified pilot zones for different activities envisioned in the action plan. Gender is cross-cutting and is therefore included in a number of projects. LMG was engaged to support development of the strategy, so others might be interested to fund their specific interests in gender. The Minister still needs to provide the preface. The document was presented to the Cabinet and approved before the workshop with the partners. The Minister was to complete the preface after the WHO summit (which took place in Bénin during my visit). Ricardo noted that the preface is the important last step to show that the strategy is accepted by the highest authority; other partners can then support with funding. Ricardo also noted that for the future, LMG/Bénin should provide USAID with information on interest from other partners in supporting implementation. In addition to addressing branding and marking and communications, this will help USAID understand all of the contributions.

Regarding the LDP+ for the MOH, Ricardo noted the progress made, the future plans, as well as the difficulties associated with this activity. The activity has not met all of the expectations USAID had for the MOH, particularly with achieving targets, due to delays. Implication of middle-level staff has been appropriate; however, the expectation was that there would be a certain number of changes in the behavior of MOH leadership and changes in health indicators. Ricardo asked what we could do to improve the results we are achieving and contribute to the sustainability of the project: are there specific suggestions for improvement? For the targets, is there any way to get the leaders back in/more involved? For the leaders who were supposed to be part of the cohorts, what is the impact of the implementation on those who have participated—are there concrete changes? ARM-3 implemented the LDP as well. People were supposed to identify challenges in their workplans and determine what they could influence within their individual spheres of influence: did this occur? What is the change that people have brought about? What will happen in Year 3? What will the project be able to do to catch up in Year 3?

Gilles Bokpe responded that the design was to have a cohort of about 8 people for each structure, plus 2 from the Human Resources Directorate (DRH). The DRH was supposed to be involved since the activity focused on changing behavior. The key people were designated by the directors, and the directors were also slated to participate. Coaches were assigned to the cohorts. During the process, other priorities of Ministry took over, and people could not play the roles they were assigned or that were envisioned for them; yet, at the same time, participation in this process would have improved their ability to play their respective roles. Too much time passed between workshops. People who were supposed to participate sometimes did not show up, e.g., there was an issue with the PNLP at the beginning of the process; another project was doing an activity with IRSP and requested the PNLP to attend their workshop.

The project is reviewing ways to re-engage these key people in project year 3 (PY3). The Minister and USAID will have to be engaged in this process. Both institutions would need to receive the message that this activity is a priority for them from the Minister and USAID. USAID could have a lot of influence; for the PNLP, the Secretary-General has a great deal of influence. The project is considering conducting a high-level alignment meeting. We have learned some key lessons in this process. For a number of reasons, the alignment meeting, the first step of the LDP, was not conducted; the project skipped this important step, and it is clear that it had a negative impact. LMG also wants to look at the possibility of “professionalization” of leadership, management, and governance; could participation in these activities serve as criteria for promotion with the MOH? Could they be part of a professional career ladder? The project needs to analyze what might work best to re-engage those people who were originally planned to be involved in the LDP+. In PY2, the SG signed the project workplan to show his engagement; there was a meeting at that time to aim at alignment, but it was not conducted as an alignment meeting. Could the SG be re-engaged to more effectively play his role? Gilles noted that it would be helpful to have USAID engage in these steps to reconfirm people’s interest in the LDP+ process in the final year of the project. Ricardo noted that USAID is engaged and available to help with these “re-alignments.” The issues that have occurred are, at the root, leadership issues; we need to come up with the “best medicine to take care of the patient.”

USAID noted that the project has not documented the impact of the LDP+. For example, during the LDP process with the Ordre National des Pharmaciens Béninois (ONPB), there have been concrete results, and the project needs to show the impact of these results on the health sector. In reporting, LMG needs to document what the situation was prior to the intervention, then show what specifically has been address post-intervention. In next report, or in some other small document, USAID would like to see more concrete results produced as a result of the LDP. Gualbert Tolome noted that the project is working closely with the ONPB to show what we can see concretely document as a result of the LDP. It is clear that the leadership has evolved in the way that they act in the health sector, dealing with relationships with the MOH, organizing a march against fake medicine, etc.

Ricardo and the LMG staff agreed that since Ricardo has not participated in an LDP+ workshop from start to finish, it is difficult for him to see how a person evolves and what s/he does differently—how does it change the person’s mentality? What did this training do to help the person change? What did s/he do, concretely, as a result of this change? The vision of LMG is the reflection of USAID’s vision, which was also the Ministry’s vision for the project. Has the project been able to orient challenges toward what was identified in the sector? What has been the impact of the process on those who have participated? USAID has not noted an impressive impact on the MOH. Gilles Bokpe proposed to have an LDP+ meeting with USAID to introduce them to the tool more in-depth and discuss the challenges more in depth, beyond the reports and success stories submitted by the project. The project can also reflect on how to constitute the cohorts and challenges differently.

The group then discussed how much time it takes to train a leader. What is the investment of time? At the beginning of the process, does the project share what the dedication of time is up front? Is it enough to give the participants results they want? The program is competing with operational tasks of the MOH. Ricardo asked whether there was any possibility of “results-based financing” for the LDP. If this were somehow possible, it might take away concerns about where the workshops will be held, what the per diem is, etc. This would be a complex system to set up and would require further discussion.

LMG staff noted that the time commitment for the LDP+ is clear, including time spent in team meetings. They noted that the team meetings were not held as planned, as participants saw no benefit (and no per diem offered as they are typically held in the workplace). To respond to Ricardo’s concerns, the team agreed to hold a more detailed meeting with him on the LDP+, and encouraged him to participate directly in the LDP+ process from start to finish (this meeting took place during the second week of my visit).

Ricardo also brought up USAID’s concerns regarding the IRSP and how LMG/Bénin would plan to “catch up” on the time it took to subcontract with the organization. There are three major tasks ahead: develop the curriculum (December 2014), obtain the approval (January-February 2015); and offer the course (May/June 2015). As the signature was at this point imminent, the project noted that it would continue to motivate IRSP and would meet with them in the next week to keep moving forward. The project was also looking to other partners for payment of scholarships for the courses, such as ANCRE, the MOH, and other regional organizations. As the master’s degree program is a two-year program, USAID expects LMG to come up with a solution for the follow up of the project’s work to ensure its success, including a detailed timeline with the responsibilities of each player (MSH, USAID, potential partners such as UNFPA, CTB, etc.). USAID is willing to play its role. Ricardo noted that he is the CTO for ANCRE as well, and he can help look at possibilities for working together; ANCRE knows it has to collaborate with LMG. USAID wants to ensure we are collaborating. Ricardo noted that he has done a letter of introduction for ANCRE.

LMG noted that the CTB scholarship project is interested in the LDP but is more interested in investing in their specific zones of intervention. The CTB has expressed interest in short courses. They might be able to send people from their zones. This would show an impact of the LDP/courses at that level. LMG needs to ensure complementarity among the partners’ interventions. The project plans to invite USAID to be present during meetings with other partners when possible.

URC is working with the Faculty of Health Sciences (FSS) on pre-service training. Leadership, management, and governance should be included in this curriculum. Along with the IRSP activity, LMG should also follow up with ANCRE on their leadership component. Following up with all of these partners could help guarantee the integration of leadership, management, and governance short-, medium-, and long-term possibilities.

At the end of the meeting, we briefed Ricardo about the PMI regional meeting that would be held the following week, and he noted that he would try to set up a meeting with the PMI team at the USAID mission.

Follow up:

- LMG/Bénin will follow up with various partners on collaboration (CTB, ANCRE, UNFPA, etc.) (ongoing)
- LMG/Bénin will set up a separate meeting with Ricardo Missihoun to discuss the LDP+ (completed)
- LMG/Bénin will provide a detailed plan for working with IRSP (provided to USAID in December 2014)
- LMG/Bénin will review the possibilities for documenting project successes and challenges to better tell the story of USAID's investment (ongoing)
- USAID/Bénin will set up a meeting with the USAID PMI Team (completed November 6, 2015)

Meeting with USAID PMI Team: On November 6, I met at USAID with Peter Thomas, PMI Resident Advisor, Michelle Kouletio, PMI Resident Advisor, and Ricardo Missihoun. The primary purpose of this meeting was to discuss the LMG/NMCP project and provide information on the regional meeting that was taking place in Cotonou during my visit. The Mission was interested in hearing more about how the approach of the LMG/NMCP project supports advisors embedded within the NMCPs has worked and been accepted by NMCPs around the region. They were also interested to know whether it was possible that additional countries might be considered. I provided an overview of the activities for each country and the project in general, and noted that if the Mission is interested they should contact the Washington-based activity manager, Bhavna Patel, for further information.

In the “margins” of this meeting, we discussed the LMG/Bénin project, and Michelle Kouletio mentioned that the Mission portfolio review was coming up. She and the project's activity manager noted that it was unfortunate that they had no success stories about the project. I noted that the project has been submitting a success story each quarter, with the quarterly report. As it appeared that having the stories available separately might be useful, I noted that I would re-send them after the meeting. Note: On November 13, the project's activity manager requested additional information about the project for the portfolio review, with a short turnaround.

Follow up:

- Provide additional information to the Mission on the NMCP workshop and project: On November 6, I sent the agenda for the workshop to the attendees of the above meeting. I also suggested possible times for the advisors to meet with interested parties during the week.
- Provide information to Washington-based activity manager regarding the Mission's interest in this activity: On November 6, I wrote to Bhavna Patel and let her know about the meeting and interest expressed.
- Re-send success stories on the LMG/Bénin project to Mission health team staff: On November 6, I re-sent all recent project success stories to the Mission.
- Provide narrative paragraph on LMG/Bénin to Mission by November 14, noon: Early on November 14, I provided a narrative paragraph to the project's activity manager (see Annex A).

Meeting with ANCRE: On November 11, with Gilles Bokpe, I met with the COP for the Advancing Newborn, Child and Reproductive Health Program (ANCRE), Dr. Mathias Yameogo. The project was recently awarded, and will be working in the following geographic areas: Kandi-Segbana-Gogounou, Cove-Quinhi-Zangnanado, Savalou-Bante, Djougou-Ouaké-Copargo, Bassila, Abomey-Calavi-Sô Ava, Allada-Ze-Topfo, two health zones of Cotonou and one zone still to be determined. The project will work primarily with the MOH Directorate for Maternal and Child Health (DSME) and other local partners. The subgrantees on the project are Dimagi, Inc. (for mHealth) and Results for Development (R4D).

ANCRE is designed to support USAID/Bénin's Integrated Family Health Program to improve the quality and coverage of the Government of Bénin's (GOB) Package of High-Impact Interventions (PIHI). ANCRE will contribute to reductions in neonatal, infant, child, and maternal morbidity and mortality; addresses gender and cultural constraints; and provides innovative communication strategies associated with key PIHI health services. The project will focus on four strategies:

- Scale up and sustain Bénin's PIHI: Strengthen the capacity of central, regional, and zonal partners to deliver an integrated PIHI in conjunction with robust management support systems.
- Integrate care across life cycles and service levels: Ensure that priority newborn, child, and reproductive health interventions are packaged, integrated, and coordinated across the life cycle (pregnancy, birth, postpartum/neonatal, child) and service delivery (household/community, clinic, hospital) continuums.
- Prioritize gender and equity: Raise gender awareness, particularly on the topic of equitable, appropriate services and care-seeking behaviors among decision makers, community leaders, healthcare providers, and, especially, among male relatives.
- Systematize continuous and shared learning: Through APRECIE: *Apprentissage Collaboratif et Echange* (Collaborative Learning and Exchange), support DSME-led continuous learning and adaptation of scale-up strategies and assisting health care providers in facilities and at the community level to effectively use data from routine health information systems and those generated through quality improvement initiatives.

USAID has asked that ANCRE and LMG/Bénin collaborate to keep LMG/Bénin interventions moving forward when the project ends. Two potential areas are the master's degree program with IRSP and the LDP+. Dr. Yameogo noted that ANCRE is mapping health zone teams to identify their capacity building needs. In the 10 zones where they will be working, they see the potential of the LDP to improve the performance of teams in management, leadership, and governance. ANCRE is also interested in the LMG/Bénin gender work and plans to undertake activities at the central and decentralized levels. ANCRE is also looking at how to integrate gender into community-level work for social change.

Follow up:

- ANCRE and LMG/Bénin will set up a working meeting to specifically define areas of collaboration and move forward on joint activities. (Status: LMG met with ANCRE on December 2, 2014, and December 4, 2014. Areas of collaboration were identified as follows: gender and reinforcement of health zone management teams. On December 4 the project oriented the ANCRE Project Director to the LDP+. Further discussions will take place to define the details of the collaboration.)

Meeting with Cooperation Technique Belge (CTB) Bénin: With Gilles Bokpe, Genevieve Batossi, and Leandre Sohounde, I met with Edwige Dangbo Degbey, *Gestionnaire des Bourses*, at the CTB offices in Cotonou on November 5. Ms. Degbey provided a brief overview of the program of support to the health sector, now called Sourou PASS, which is being implemented as part of the Bénin-Belgium bilateral cooperation for an amount of € 20 million. Bénin will contribute about € 1.8 million. Over a period of five years, PASS will continue interventions from the previous project (2008-2012), including the Institutional Support to the Ministry of Health (AIMS) and the Support Program for Strengthening Departments and Health Zones (PARZS). While targeting a strengthening of the health system as a whole through the promotion of the sectoral approach, it specifically targets the central level of the Ministry of Health, the intermediate level (Departmental Directorate of Health-DDS) in Mono-Couffo and Atacora-Donga, as well as the operational level.

The overall objective is to "contribute to improving the performance of the health system in Bénin." More specifically, it aims to "increase the population's access to quality health care through support to the Ministry of Health (MOH) to improve efficiency of operational structures." In alignment with the Growth Strategy for

Poverty Reduction (CPRS) and in particular the National Health Development Plan (PNDS), which PASS is supporting, PASS will work on the five priority areas of the plan, with focus on some of its (sub) programs as an entry point for strengthening the health system. Through a participatory process that involved national stakeholders at different levels of the system and the technical and financial partners, PASS identified the following five results:

- The global supply of quality health care is strengthened in health departments and areas is supported.
- The availability of competent and motivated personnel in health areas has improved.
- A coherent and coordinated strategy to support the implementation of the Universal Health Insurance Plan (*RAMU*) is developed.
- The functionality and effectiveness of the investment system and maintenance of equipment and infrastructure are improved.
- Coordination capabilities, planning and monitoring and evaluation of the PNDS are strengthened, through a participatory, decentralized process.

Ms. Degbey noted that she has already met with the LMG/Bénin team regarding areas of mutual interest. She noted that in general the CTB is interested in capacity building. In the past the CTB had provided some direct scholarships, and the organization remains interested in supporting the performance of health workers on the job. CTB is working in four departments and supporting selected directions at the central level. They are interested in addressing bottlenecks at all levels of the health pyramid. They are particularly interested in the LDP and adapting/developing other modules that would help them meet their results. Ms. Degbey pointed out that the CTB had done a baseline to identify the training organizations with which it would work. She also noted that LMG has provided information on its work at the central level and information specifically on the LDP+; she was also familiar with the LDP+ that was conducted under the ARM3 project.

We also discussed briefly the short courses that LMG/Bénin will support with IRSP. Ms. Degbey confirmed that our visions align in this respect: the CTB is also interested in keeping personnel in the workplace with short periods of outside training, although it is not closed to the idea of longer-term training, such as the master's degree, if it is useful. We all agreed that further discussion and coordination will be necessary to define our specific areas of collaboration.

Follow up:

- LMG/Bénin staff will meet with Hervé Corbel when he arrives in country for two weeks o/a November 15, 2014. (Note, however, that CTB requested we delay this meeting until the new project is up and running.)
- LMS/Bénin staff will obtain a copy of the baseline on training organizations from CTB. (Note, however, that the document is not yet available.)

Meeting with AIMS: On November 13, Gilles Bokpe and I met with the Institutional Support to the Ministry of Health (AIMS) of the CTB (Paulin Sogbohossou and Edgard Lafia). The new project began in October 2014. As described above from the meeting with PASS, the focus will be on provision of quality services for the most vulnerable populations. Gender is included as an anchor of most activities, and the project is emphasizing financing, maintenance, and human resources as well.

AIMS worked with LMG/Bénin on the gender strategy, and now would like to work together on the implementation of that strategy as well. They noted the participatory nature of the gender strategy work, and have noted their interest in tracking the impact of the new strategy at the MOH. They pointed out that there are other central-level policies and strategies that need to include gender.

AIMS pointed out that LMG/Bénin mapping of capacity needs could result in support from the separate CTB project focusing on scholarships. They are interested to know how they can use their resources to address the needs identified in the mapping exercise.

Both projects agree on the need to start working together at this specific point in time when both are at the beginning of their project years/fiscal years. As a result, we agreed that a technical consultation needs to be scheduled to define the details of the collaboration. PASS is still putting its team together, and there will be a transition from AIMS to PASS. They are working on the plan for that. They will have 5 international staff members. During the week I was in country, they held a workshop to review their previous two projects and start the detailed planning. They will hold a workplanning workshop in January 2015.

Follow up:

- AIMS and LMG/Bénin agreed to set up a technical consultation prior to the January 2015 PASS workplanning workshop. Gilles Bokpe will follow up to schedule the meeting. Gilles will attend the meeting with the LMG/Bénin workplan to facilitate the work. (Note: this meeting has been delayed until Mohamed Drame, the new project coordinator, is in place and has completed the initial project documents for PASS SOUROU.)

Meeting with the Ordre National des Pharmaciens du Bénin (ONPB): On November 6, I attended the preparation for LDP Workshop #4 with the ONPB. Prior to the workshop, I met one-on-one with the President of the ONPB. She noted that their participation in this process has allowed them to realize the necessity of doing a deeper analysis of challenges that the organization faces to better convince people to commit resources to resolving those challenges. She was particularly complimentary of the support the organization has received from Gualbert Tolome, noting their appreciation of his engagement, responsiveness, and availability. She noted that their coaches are now ready to transfer what they have learned to others and that most participants have stayed engaged throughout the process. In February 2015, the organization will hold elections, and she is certain that their experience with the LDP will help them get through this process more effectively. She is very interested in documenting the experiences the ONPB has had during this process. When I asked her to cite one of the most important lessons she has taken from this process, she noted the importance of changing habits and attitudes, and particularly remembering to say “thank you.”

I then participated in the presentation the President did on behalf of the group as they prepared their presentations for the results workshop (workshop #4 of the LDP). After the presentation, I had the opportunity to ask each group about their experience implementing the LDP. Participants noted first that in the history of the organization, this was the first time they had worked together in this way; they have gotten to know each other and have appreciated that opportunity. They said that it has not always been easy to make the commitment with their various responsibilities, but that it has been worth taking the time. All participants noted a positive professional and personal impact of their participation in the LDP.

The teams were constituted very differently than required by the “typical” LDP. They are all members of ONPB, but not all of them work together on a regular basis. One team, all based in Cotonou, now meets weekly and plans to continue doing so. Previously, they had not met at all. Other teams are more decentralized; they “met” via skype, IM, e-mail, and the occasional larger meeting that brought them together for other reasons. Another team, composed of the organization’s secretariat, met regularly and was used to having meetings together, but had not interacted as positively as they did through the LDP process.

Some of the comments from participants were as follows:

- *“I have never been in the habit of thanking people. I was used to always being right, and I only*

recognized people's mistakes. I never thanked them for doing good work. Now I thank people regularly. It has made a huge difference to start recognizing when I am wrong."

- *"I talked too much. I didn't listen. I always just said no. Now I listen, and I do what is needed, without saying no first."*
- *"The leadership of the Order has been engaged in this process from the beginning and has encouraged us to participate actively. The President has set an example."*

Participants noted that they would continue to apply this process. They would appreciate some support to be able to meet together more regularly (for those who are decentralized).

Follow up:

- LMG/Bénin will follow up with the participants to prepare for the results presentation workshop. The project will provide a standard outline for results presentations.
- The project will document the results of the LDP (ongoing).

Meeting with the Institut Régional de Santé Publique: On November 13, we met with IRSP at the LMG office in Cotonou (Gilles Bokpe, Leandre Sohounde, Ricardo Missihoun-USAID, Prof. Ouendo Marius-IRSP, Genevieve Batossi, Gualbert Tolome, Natacha d'Almeida, and Aubin Ahossi -IRSP accountant). Professor Ouendo noted that IRSP *a priori* had no questions on the contract as it complies with what they have discussed with the project. They wanted to go into additional detail about documents and requirements. They indicated their approval of the proposed calendar that the team had developed the previous week.

We reviewed how the project and IRSP would work together, both in terms of technical and financial requirements, in the time the project and IRSP have to do the work. From an operational standpoint, invoices must be presented with accompanying documentation, reflecting what is in the contract/according to local law. Expenditures are expected against activities foreseen and described in the contract. IRSP has a set process for processing the expenditure reports. Any issues with line items must be notified in advance. IRSP was in agreement with all of the processes discussed, including the need for background documents for expenditures, recruitment procedures (they noted that they welcomed LMG's participation in the selection of staff who would work on the project), competitive consultant engagement processes, negotiation of daily rates, etc. It was agreed that on operational procedures IRSP would liaise with Natacha, and that she would help clarify the reporting requirements. Gualbert Tolome is the project's technical point of contact for IRSP. Natacha clarified that financial justification and reporting will be completed monthly by the 25th of the month; Natacha will provide a template.

Regarding technical reports, we noted that LMG must submit quarterly reports. Therefore, the project needs IRSP reports the 15th of the month before the LMG report is due to USAID. Leandre Sohounde is responsible for finalizing reports and will provide a reporting template, then set up a meeting to review it with IRSP.

LMG/Bénin sent a proposal the previous week for how to implement the technical schedule. IRSP noted it had already put together the academic year without considering the work with LMG, so not all of the dates align. We will work together to find solutions for any conflicts, which in some cases will mean negotiating with those who already had activities planned with the institution—particularly when they have someone coming from outside and travel is already planned. IRSP noted that they will be able to work out these challenges, but they may have to play around with some dates, working with the project.

In terms of the authorization for the master's degree, IRSP will pursue a "provisional authorization" to get the course started. For the "permanent" approval, they will need to present the details of the course on a weekly basis. They will work on mobilization of scholarships, which can be 1-2 years, but note that this might be somewhat complicated as it can take a year to get them into the system. They will need to present the full packet and see that it conforms to the requirements.

Ricardo noted that this work with IRSP comprises a critical element of LMG/Bénin's activities, and he is pleased to see that after much back and forth there is concrete progress. He reiterated that he would like to see the schedule of planned activities as soon as possible, and noted that he would like to have an additional meeting as activities get started so he can respond to questions from his mission colleagues. He will also be interested in having more detail as soon as possible on monitoring and evaluation, and how the master's will be followed up in two years.

Follow up:

- The contract with IRSP was planned to be signed on November 17th or 18th. The document had been sent to the director, who was out of town. Prof. Ouendo was to respond to any of his questions, and then the director would sign (completed).
- Conduct an additional meeting to discuss scholarships.
- Prof. Ouendo will review the detailed monitoring plan we sent and make suggestions for changes (completed).

Regional coordination and training meeting with all LMG/National Malaria Control Program (NMCP) Senior

Technical Advisors: In order to promote regional harmonization and take advantage of other LMG staff being in country, this annual five-day meeting and training for LMG/NMCP was held the second week of my visit in Cotonou, Bénin. The agenda for the meeting is attached as Annex B.

Orientation: The first two days of the meeting focused on an orientation on a number of topics—e.g., MSH tools, project communication approaches, technology resources, as well as training on the facilitation, rollout, and support of country-specific LDP+s, as well as on the use of the LeaderNet platform. Each advisor provided country updates and elicited technical input from the support team and the other advisors. This exchange covered challenges in the fight against malaria, project successes to date, current activities, challenges facing the project, and assistance provided to the NMCP for the management of Global Fund grant funds in their respective countries.

The presentations showed that many of the activities completed by NMCPs in each country were made possible by LMG/NMCP support and the work of the Senior Technical Advisors. The presentations also showed that all of the Senior Technical Advisors are integrated into their respective NMCPs, and the level of project implementation depends on the country and the amount of time LMG has been active. We reviewed how the advisors can better balance their technical assistance versus knowledge and responsibility and capacity transfer to NMCP staff in order to ensure that LMG/NMCP achievements are sustainable. We discussed coaching tools, and I requested French language tools from one of our technical leads to share on our LeaderNet site.

Project Evaluation Tools: The Senior Technical Advisors in Liberia, Côte d'Ivoire, and Cameroon shared their experiences applying the Organizational Capacity Assessment Tool (OCAT) to assess the organizational capacities of their respective NMCPs. According to these Senior Technical Advisors, the OCAT provides a good snapshot of the initial organizational capacity situation and allows the project to measure progress achieved through the implementation of priority actions. There was some variance in how the OCAT had been used, with some reporting more participatory experiences. We agreed that the purpose of the OCAT was in fact to be participatory and engage the clients in identifying their own priorities.

To ensure regular monitoring of project performance, the group recommended adapting the OCAT to the project to take into account all the important aspects of the management at the central coordination unit. A modified version of the OCAT, revised based on experiences in Côte d'Ivoire and Cameroon, will be available for use in Burundi.

The Program for Organizational Growth, Resilience and Sustainability (PROGRES) tool, which is an improved version of the OCAT evaluation tool, was introduced and shared with the meeting participants.

Orientation on virtual tools (Google Applications, LeaderNet, OLLIE): Betsie Frei conducted a working session on using different Google functions and applications to improve project coordination and planning. This presentation included training on Google mail, Google Drive, Google Hangouts and Google Calendar. Each participant received personal one-on-one assistance to explore the various Google features that are currently used by MSH staff.

LeaderNet and OLLIE (MSH's intranet) are both MSH-created platforms designed to strengthen communication and online training. All LMG/NMCP staff have been enrolled in LeaderNet, and will use the site to facilitate cross-country communication between LDP+ participants.

Communication and report writing: Senior Technical Advisors participated in a working session that focused on the structure of quarterly reports for submission to USAID and the elements of a Success Story. These documents contribute to data harmonization and documentation of achievements. The discussion centered around the key elements and format of Success Stories, the format of Quarterly Reports and each Senior Technical Advisors' role in developing reports, and a short presentation on how to capture quality photographs for project communications.

Leadership Development Program, Plus (LDP+): The second part of the meeting, during the last three days of the week, focused on the LDP+ training of trainers. The implementation of the LDP+ with each NMCP will be part of the long-term capacity building and sustainability process to promote the implementation of strong leadership and management practices, which will benefit NMCPs to effectively implement their respective national malaria strategies. The training was led by MSH Principal Technical Advisor, Emmanuel Le Perru, and LMG/Bénin's Senior Technical Advisor, Gualbert Tolome. Betsie Frei, MSH Project Officer, assisted with the coordination of the meeting and led discussions and presentations on MSH tools, project communication approaches, and technology resources.

The LDP+ is a performance improvement process that empowers teams to use a leading and managing for results model to:

- **Create an inspiring shared vision** for accomplishing the mission of their organizations
- **Apply leading and managing practices** to improve teamwork and effectiveness
- **Use a Challenge Model process** for identifying and achieving measurable results
- **Align stakeholders** around a common challenge.

The LDP+ training was carried out with a participatory approach, using various adult learning practices: group work, individual reading, role play, video, and presentations and brainstorming. The LMG/Bénin office invited a participant from an LDP+ held in Bénin with support from the ARM-3 project to open the LDP+ training by giving a presentation on her experience with the LDP+.

The overall objectives of the LDP+ part of the meeting were the following :

By the end of the workshop, participants were to have the following:

1. The confidence to present the LDP+, its approach and aims
2. Increased confidence in their ability to organize and lead the four LDP+ workshops
3. The tools and knowledge needed to organize and facilitate the alignment meeting and coaching
4. A familiarity with LDP+ tools and documents

During the three days of the LDP+ workshop, meeting participants discussed leadership concepts and practices, and were introduced to the following:

- Basic elements of leadership
- Roles and responsibilities of LDP+ actors: lead facilitator, technical leadership team, governing board of participant group
- Structure of the 6-9 month LDP+ process: startup, alignment, workshops, implementation, coaching, and evaluation
- Structure of each of the workshops: Alignment meeting, Workshop 1 “Scanning”, Workshop 2 “Focusing, Planning, Aligning, and Mobilizing”, Workshop 3 “Aligning, Mobilizing, and Inspiring”, and Workshop 4 “Preparing and Presenting Results”
- Challenge model and its components: Mission, vision, measurable result, examination of the context, examination of obstacles and root causes, and examination of priority actions.
- Team coaching and team concepts

The third day of the LDP+ training, during a practicum session, each participant led a 15-minute session from the first LDP+ workshop, and the rest of the meeting participants and facilitators provided feedback. While each of the advisors can call upon short-term technical assistance providers to facilitate workshops, it is expected that they co-facilitate; therefore, it was important for them to practice their skills.

This training improved participants’ confidence to organize and conduct the LDP+ workshops, and also allowed participants to better master the tools and concepts that are necessary for organizing and facilitating the alignment meeting and coaching sessions. At the end of the session, participants worked with Emmanuel LePerru to schedule their respective alignment meetings and LDP+ workshops, identifying needs for short-term technical assistance between December 2014 and March 2015.

Please also refer to the trip report of Betsie Frei and Emmanuel Le Perru as well as those of the individual advisors for details of the orientation and training.

3. Next steps: Key actions to continue and/or complete work from trip.

Description of task	Responsible staff	Due date
Complete trip report	Kristin Cooney	Completed
Other actions outlined in “Follow up” under each section of the report as applicable	As indicated	As indicated

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<i>See participant list for workshop #4 preparation for Ordre National des Pharmaciens du Bénin</i>	Annex C	
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5. Description of Relevant Documents / Addendums:		
File name	Description of file	Location of file
N/A		

Annex A
Update provided to USAID/Bénin on November 14, 2014

LMG/Bénin
Highlights
October 2013-September 2014

USAID/Bénin supports the Leadership, Management and Governance (LMG/ Bénin) project to build the skills of central and mid-level MOH staff and key private sector partners, to develop their competence and confidence in leading transparent, effective and efficient programs, procurement processes and information systems. Between October 2013 and September 2014, LMG/Bénin conducted a mapping exercise on training needs in the Ministry of Health (MOH), identifying specific leadership, management, and governance capacity building areas for Ministry staff, which will ultimately benefit its stakeholders and strengthen the overall health system. LMG/Bénin supported the development and validation of the MOH's Gender Integration Strategy, which will be implemented by the MOH with support from various financial and technical partners. This strategy was finalized and validated with key in-country stakeholders (including USAID, the Belgian Cooperation, the World Bank, the United Nations Fund for Development, the United Nations Fund for Population Activities, and the World Health Organization) in September 2014. The project conducted 3 of 4 planned workshops with concurrent coaching and monitoring support as part of the Leadership Development Program Plus (LDP+) with three MOH teams (for a total of 24 participants, including 10 women and 14 men) from various agencies, including 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). Coaching between workshops focused on the implementation of the agencies' annual workplans and drafting of job descriptions as a part of the program. LMG/Bénin also worked with these agencies to improve their monitoring and evaluation and the use of their respective Performance Monitoring Plans (PMPs). The project conducted a second LDP series with three teams (for a total of 23 participants, including 13 women and 10 men) from the *Ordre National des Pharmaciens Béninois* (ONPB) to facilitate the launch of their charter of discipline ("*charte de discipline*") to strengthen public confidence in the pharmacists and improve the ONPB's relationship with the MOH. Through the completion of the LDP and with additional leadership and management training, the ONPB addressed its lack of human resource capacity which enabled it to update and apply key texts and manuals for the organization. The LMG/Bénin project worked directly with the Secretary General of the MOH to train ministry officials to use leadership, management, and governance tools to address administrative emergencies that arise within the Ministry on a daily basis. Finally, the project prepared the subcontract with the *Institut Régional de Santé Publique* (IRSP) to launch the planned short courses and master's degree in leadership, management, and governance in the health sector early next year.



Annex B

LMG/NMCP ANNUAL COORDINATION MEETING AGENDA

November 9-14, 2014 | Location: Cotonou, Bénin

<p><i>Sunday, November 9</i></p>	<p>Arrivals, Hotel check-in</p>
<p><i>Monday, November 10</i></p>	<p>8h30: Welcome and overview (Kristin and Emmanuel)</p> <p>8h45: Welcome and overview of LMG/Bénin (Gilles Bokpe, Country Program Manager)</p> <p>9h00: Country presentations and progress reports (All STAs)</p> <p>10h30: Pause-cafe</p> <p>10h45: Discussion on USAID’s feedback on PY2 Work Plans</p> <p>12h00: Lunch</p> <p>13h00: Presentation of OCAT conducted so far, potential improvements (sustainability aspects like PROGRES), and recommendations for future OCATs (Maurice, Kwabena & Pepin)</p> <p>14h30: Technical exchange on common challenges, and obstacles to be anticipated or overcome for PY2 implementation (All)</p> <p>15h30: Global Fund discussion: success, challenges, and next steps for PY2 (All STAs)</p>
<p><i>Tuesday, November 11</i></p>	<p>8h30: Presentation on L+M+G tools or materials that can benefit NMCPs (Emmanuel & Kristin)</p> <p>9h30: Linking LMG/NMCP activities to service delivery outcomes (Emmanuel and Kristin)</p> <p>10h30: Pause-cafe</p> <p>10h45: Communications and report-writing (Kristin and Betsie)</p> <p>12h00: Lunch</p>

	<p>13h00: Google Training: Using Google calendar, Hangouts, and Sites for project management (Betsie)</p> <p>14h00: Operations updates: OLLIE, working with COMUs and HR (Betsie & Emmanuel)</p>
<p>Wednesday, November 12</p>	<p>8h30 – 17h00: LDP+ Training (ToT), day 1 (Gualbert & Emmanuel) <i>Special guest: Dr. Gbaguidi of the CS DE COT IV</i></p>
<p>Thursday, November 13</p>	<p>8h30 – 17h00: LDP+ Training, day 2 (Gualbert & Emmanuel)</p>
<p>Friday, November 14</p>	<p>8h30 – 15h00: LDP+ Training, day 3 (Gualbert & Emmanuel)</p> <p>LeaderNet training (40 min - Betsie)</p> <p>Departures</p>

Annex C - Participant list for workshop #4 preparation for Ordre National des Pharmaciens du Bénin



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FORMATION SUR LE LDP 4
FICHE DE PRESENCE

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

LIEU : ORDRE NATIONAL DES PHARMACIENS DU BENIN A COTONOU DU 5 au 6 NOVEMBRE 2014

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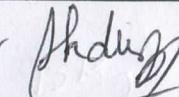
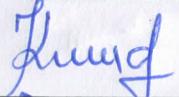
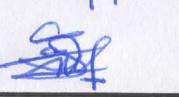


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LIEU : ORDRE NATIONAL DES PHARMACIENS DU BENIN A COTONOU DU 5 au 6 NOVEMBRE 2014

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