

UNCLASSIFIED

**Annual Budget
Submission**

FY-1994

BENIN

JULY 1992



**Agency for International Development
Washington, D.C. 20523**

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ABS / BENIN

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BENIN
FY 1994 ANNUAL BUDGET SUBMISSION

Overview Statement

Strategy Status

Since 1988, Benin has made dramatic progress in restructuring its economy from a collapsed Marxist-Leninist model to an outward looking, free market-oriented one. In 1991, when Benin complemented that economic transformation with its now famous transition to a full democracy, A.I.D. reestablished a Mission after 10 years of absence. Our objective was to visibly demonstrate support for -- and where appropriate, assist consolidation of -- the country's economic and democratic transformation. Since then, Benin has struggled to consolidate those achievements within the constraints of its highly fragile institutions and processes of governance as well as an unpropitious international and regional economic environment. In response, A.I.D.'s role in Benin has evolved further. Recognizing both Benin's pressing needs and strong performance in the areas of economic reform and democratization, Africa Bureau designated Benin a "focus country" in May 1992.

During FY 1993, the A.I.D. will approve its first Country Program Strategic Plan for Benin. Our activities in Benin to date have nonetheless been guided by clearly defined Inter-agency Country Team objectives, and by assessments undertaken by A.I.D. to date.

Goal Statement: Encourage the Beninese continued and growing transition to a democratic society and an open, free-market economy, which will improve the quality of life for all Beninese.

Strategic Objectives:

- Support Benin's Structural Adjustment Program -- focussing on those aspects such as the social sectors -- which will promote the concepts of self help and individual initiative and which will help foster the public consensus needed to sustain the effort;
- Support managerial and technical training deemed the single most serious constraints to private sector development;
- Promote sustainable institutions of economic and social development -- public and private -- which promote private sector led growth and which reflect good governance, transparency, probity, efficiency, and broad-based consensus-building.

Our approach in all our activities will stress fostering concepts of individual creativity, initiative and entrepreneurialship, respect for civil liberties and self-help.

Specific areas of program focus will be:

- primary education reform;
- development of a robust private sector, emphasizing non-governmental responses to development challenges and local self-help efforts in solving social problems.
- an active U.S. and third country training program to address the managerial and entrepreneurial constraints to private sector responses to Benin's development issues.

Current and Planned Activities

In 1991, after a thorough educational assessment and management audit in cooperation with UNESCO and the World Bank, A.I.D. initiated its major primary education reform initiative: Children's Learning and Equity Foundations (CLEF). The project addresses the International Donor/GOB effort to assure continued reform in key social services during a particularly difficult structural adjustment program. The program/project effort aims to institute an effective, efficient and equitable primary education system that is sustainable. Reform stresses improvements in educational quality, (emphasizing student initiative and creativity) while addressing systemic issues of management, financial accountability, and decentralization. The primary education program and project will continue beyond the ABS period and remain the centerpiece of the A.I.D. program in Benin.

In 1992 the Benin Rural Water and Sanitation project successfully ended after a long, difficult management period which derived from the political difficulties in Benin. Two independent evaluations on the project stated that the project had attained or surpassed most of its objectives. However, the project design's unrealized optimism in quickly changing village health practices, the very poor economic environment and negative structural adjustment affects on the social sectors is making A.I.D. and STATE review carefully the option of maintaining a significant presence in village water and sanitation.

In late 1992, the Mission will undertake an analysis of the status of Benin's democratization effort and in early FY 1994, the Mission has planned a full private sector assessment (MAPS). It is expected that these evaluations will support development of a project for FY 1993 aimed at promoting currently very weak local, private initiatives to selected social and economic development issues. The Private Initiatives to Development Initiatives (PIDI) project would aim to establish an administrative capacity within a

series of NGOs to organize and oversee implementation of special studies, seminars as well as the development and revision of grass-roots development programs.

Support to the social sectors in the areas of education and health will be complemented by a PL 480 Title II food distributed program which is providing targeted feeding for vulnerable groups of women and school children.

The Mission strategy will be reinforced by support from the Africa Training and Skills (ATLAS) project which will continue through the ABS period and the Human Resources Development for Africa (HRDA) project which is being reactivated beginning in FY 1993. The Mission strategy within these programs will focus exclusively on the areas of managerial and entrepreneurial capacity weaknesses identified in A.I.D. private sector studies on Benin.

The DFA FY 1992 funding level for Benin was raised from \$8 million to \$10 million. The FY 1993 level was raised from \$9 million to \$13 million. The FY 1994 level is also planned at \$13 million. A summary for the use of this funding is as follows:

BENIN - 680 Project No./ Title	Prior Years	FY 91 ACTUAL	FY 92 PLANNED	FY 93 (PROJECTED)	FY94	TOTAL LOP
0201-Rur Wat	7,632	500	550	- 0 -	- 0 -	8,682
0202-PDS	- 0 -	- 0 -	200	500	500	3,500
0203-ESF	- 0 -	1,300	- 0 -	- 0 -	- 0 -	1,300
0206-CLEF/Prg	- 0 -	15,000	5,000	8,000	10,000	50,000
0208-CLEF/Prj	- 0 -	2,750	2,750	2,500	- 0 -	7,500
0209-PIDI*	- 0 -	- 0 -	- 0 -	500	1,000	6,000
ATLAS	- 0 -	200	1,000	1,000	500	5,000
HRDA	- 0 -	- 0 -	500	500	1,000	5,000
TOTAL	7,632	19,750	10,000	13,000	13,000	
PL 480 Title II		1,700	1,700	3,000	3,000	

* Private Initiatives to Development Issues

Special Factors Affecting OAR/Benin' Program

The Office of the AID Representative was opened in December 1991, inheriting an ample program portfolio, part of which had been managed from OAR/Togo. The management and personnel issues, as well as operating expense implications are discussed in the Management Overview section. In addition, OAR/Benin will be larger than the Embassy, designated as a Small Embassy Post (SEP), a fact

which provides additional considerations for A.I.D. management.

Benin's new democratic decision-making process may at times pose its own problems for A.I.D. and other donors' obligation and disbursement schedules. Program development and execution in Benin lies with the Executive Branch, but such decision-making now requires extensive consultations with various elements of the country's new democratic society: the National Assembly, unions and syndicates, local private organizations and the media. A.I.D.'s program puts great emphasis on sensitive issues of policy dialogue, most of which require public consensus. Agreeing to and meeting A.I.D., World Bank, IMF and other donors' conditionality in the future may take longer than planned and require bureaucratic patience.

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FY 1994 ANNUAL BUDGET SUBMISSION

TABLE I : APPROPRIATION SUMMARY (\$000)

ACCOUNT	FY 1991 ACTUAL	FY 1992 ESTIMATE	FY 1993 CP	FY 1993 PLANNED	FY 1994 PROPOSED	FY 1995 PROPOSED
HEALTH						
PVT. SECTOR, ENV & ENERGY						
FUNCTIONAL DEVELOPMENT ASSISTANCE TOTAL:	0	0	0	0	1,000	0
DEVELOPMENT FUND FOR AFRICA						
	19,800	10,000	9,000	13,000	13,000	13,000
DEVELOPMENT ASSISTANCE TOTAL:	19,800	10,000	9,000	13,000	14,000	13,000
ECONOMIC SUPPORT FUND						
	1,357					
DA & ESF TOTAL:	21,157	10,000	9,000	13,000	14,000	13,000
PL 480 TITLE II						
	1,503	1,700	1,843	3,000	383,064	3,000
OPERATING EXPENSES (U.S. \$)	1,135	1,100	1,100	1,900	1,600	1,600

FY 1994 BUREAU BUDGET SUBMISSION
TABLE IV - PROJECT BUDGET DATA

BUREAU FOR AFRICA
680 - BENIN

L / G	ESTIMATED U.S. DOLLAR COST (\$000)										FY 1994 PROPOSED OBLIG EXPEND	FY 1995 PROPOSED	
	-LIFE OF PROJECT-AUTHD PLANNED	OBLIG THRU FY 1991	OBLIG ATIONS	EXPEND ITURES	EXPEND ITURES	YR END MORTGAGE PIPELINE	YR END	YR END	YR END	YR END			
680-ATLS SS G	3,300	---	1,000	---	1,000	---	1,000	---	1,000	---	1,000	500	800
PROJECT TOTAL:	3,300	---	1,000	---	1,000	---	1,000	---	1,000	---	1,000	500	800
680-HRDA SS G	3,000	---	500	---	1,000	---	1,000	---	1,000	---	1,000	1,000	500
PROJECT TOTAL:	3,000	---	500	---	1,000	---	1,000	---	1,000	---	1,000	1,000	500
680-0201 HE G	6,707	---	---	---	---	---	---	---	---	---	---	---	---
SS G	1,975	6,707	---	---	---	---	---	---	---	---	---	---	---
PROJECT TOTAL:	8,682	6,707	---	---	---	---	---	---	---	---	---	---	---
680-0204 SS G	1,300	---	200	---	500	---	500	---	500	---	500	500	300
PROJECT TOTAL:	1,300	---	200	---	500	---	500	---	500	---	500	500	300
680-0205 ES G	1,357	---	---	---	---	---	---	---	---	---	---	---	---
PROJECT TOTAL:	1,357	---	---	---	---	---	---	---	---	---	---	---	---
680-0206 SS G	50,000	---	5,000	---	15,000	---	10,000	---	20,000	---	10,000	10,000	10,000
PROJECT TOTAL:	50,000	---	5,000	---	15,000	---	10,000	---	20,000	---	10,000	10,000	10,000
680-0208 SS G	7,500	---	2,750	---	500	---	500	---	5,000	---	2,000	2,000	---
PROJECT TOTAL:	7,500	---	2,750	---	500	---	500	---	5,000	---	2,000	2,000	---
680-0209 SS G	5,000	---	---	---	---	---	---	---	---	---	---	---	1,600
PROJECT TOTAL:	5,000	---	---	---	---	---	---	---	---	---	---	---	1,600

FY 1994 BUREAU BUDGET SUBMISSION
TABLE IV - PROJECT BUDGET DATA

BUREAU FOR AFRICA
680 - BENIN

L / G	--LIFE OF PROJECT--		OBLIG THRU		ESTIMATED U.S. DOLLAR COST (\$000)		FY 1993		FY 1994		FY 1995	
	AUTHD	PLANNED	FY 1991	FY 1992	OBLIG	EXPEND	YR END	YR END	PROPOSED	OBLIG	PROPOSED	
					ATIONS	ITURES	MORTGAGE	PIPELINE	EXPEND	ATIONS	EXPEND	
PROJECT TOTAL:		5,000								1,000	350	1,400
COUNTRY												
TOTALS:	67,539	80,139	28,739	17,350	13,000	9,475	23,400	17,407	14,707	13,000	14,707	13,000
GRANTS:	67,539	80,139	28,739	17,350	13,000	9,475	23,400	17,407	14,707	13,000	14,707	13,000
LOANS:												
---- APPROPRIATION SUMMARY ----												
ARDN:												
POP:												
HEALTH:	6,707	6,707	6,707	18								
CS:												
AIDS:												
EHR:												
PSEE:												
FDAP/DP:	6,707	6,707	6,707	18								
SAHEL:												
DFA:	59,475	72,075	20,675	15,975	13,000	9,475	23,400	17,407	14,707	13,000	14,707	13,000
SADACC:												
ESF:	1,357	1,357	1,357	1,357								
OTHER:												

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AC/SE AGGREGATE ANALYSIS
ACTIVITY CODES
(U.S. Dollars Thousands)

ACTIVITY	FY 1992 ESTIMATE		FY 1993 PLANNED		FY 1994 PROPOSED		FY 1995 PROPOSED	
	AMOUNT	PCT OF TOTAL PROGRAM	AMOUNT	PCT OF TOTAL PROGRAM	AMOUNT	PCT OF TOTAL PROGRAM	AMOUNT	PCT OF TOTAL PROGRAM
EDEC BASIC EDUCATION FOR CHILDREN	7,750	81.6 %	10,500	84.0 %	10,000	76.9 %		
ED10 HUMAN RESOURCE DEVELOPMENT FOR INDIVIDUALS.	1,000	10.5 %	1,000	8.0 %	500	3.8 %		
ME00 DIARRHEAL DISEASE CONTROL/ORAL REHYDRATION THERAPY	110	1.2 %						
HE00 WATER QUALITY HEALTH	440	4.6 %						
PDAS PROGRAM DEVELOPMENT AND SUPPORT	150	1.6 %	375	3.0 %	375	2.9 %		
PE00 BUSINESS DEVELOPMENT PROMOTION.	50	0.5 %	125	1.0 %	125	1.0 %		
UNCODED ACTIVITIES			500	4.0 %	2,000	15.4 %		
PROGRAM TOTAL	9,500	100.0 %	12,500	100.0 %	13,000	100.0 %		100.0 %

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FY 1994 ANNUAL BUDGET SUBMISSION

AC/SI AGGREGATE ANALYSIS
SPECIAL INTEREST CODES
(U.S. Dollars Thousands)

SPECIAL INTEREST	FY 1992 ESTIMATE		FY 1993 PLANNED		FY 1994 PROPOSED		FY 1995 PROPOSED	
	AMOUNT	PCT OF TOTAL PROGRAM	AMOUNT	PCT OF TOTAL PROGRAM	AMOUNT	PCT OF TOTAL PROGRAM	AMOUNT	PCT OF TOTAL PROGRAM
I. Substantive								
A. Spatial/Geographic Distrib. of Beneficiaries								
RUR	700	7.4 %	375	3.0 %	375	2.9 %		
B. Special Targets								
WOMEN IN DEVELOPMENT: INTEGRATED	15	0.2 %	38	0.3 %	38	0.3 %		
CHILD SURVIVAL	110	1.2 %						
PRIVATE SECTOR DEVELOPMENT	200	2.1 %	500	4.0 %	500	3.8 %		
C. Food, Agriculture & Rural Development								
D. Energy/Environment								
II. Institutional Mechanisms								
A. Public/Private								
PUBLIC ENTITY	550	5.8 %						
B. PVO/NGOs								
C. International Agricultural Research Centers								
D. Universities								
E. Non-Profit Organizations								
III. Research and Development Activities								
A. Applied Research								
OPERATIONAL RESEARCH	38	0.4 %	94	0.8 %	94	0.7 %		
B. Basic Research								
C. Development								
IV. Training								
TRAINING, IN-COUNTRY	26	0.3 %						
TRAINING, PUBLIC	30	0.3 %	75	0.6 %	75	0.6 %		

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 FY 1994 ANNUAL BUDGET SUBMISSION
 AC/SI SUMMARY REPORT
 (U.S. Dollars Thousands)

X FY92 X FY93 X FY94/95 FY 1992 FY 1993 FY 1994 FY 1995
 ESTIMATE PLANNED REQUEST PROPOSED

PROJECT NUMBER: 680-0201	TITLE: BENIN RURAL WATER SUPPLY				
HEOD DIARRHEAL DISEASE CONTROL/ORAL REHYDRATION THERAPY					
SI CODE: CNS	100 X	110			
SI CODE: PBL	100 X	110			
SI CODE: RUR	100 X	110			
TOTAL AC CODE:	20 X	110			
HEWR WATER QUALITY HEALTH					
SI CODE: PBL	100 X	440			
SI CODE: RUR	100 X	440			
SI CODE: TIC	6 X	26			
TOTAL AC CODE:	80 X	440			
PROJECT TOTAL	100 X	550	0	0	0

PROJECT NUMBER: 680-0204	TITLE: PROGRAM DEV AND SUPPORT				
PDAS PROGRAM DEVELOPMENT AND SUPPORT					
SI CODE: PSD	100 X	150	375	375	
SI CODE: RUR	25 X	37	93	93	
SI CODE: RUR	100 X	150	375	375	
SI CODE: TPU	20 X	30	75	75	
SI CODE: WDI	10 X	15	37	37	
TOTAL AC CODE:	75 X	150	375	375	
PEBD BUSINESS DEVELOPMENT PROMOTION					
SI CODE: PSD	100 X	50	125	125	
TOTAL AC CODE:	25 X	50	125	125	
PROJECT TOTAL	100 X	200	500	500	0

PROJECT NUMBER: 680-0206	TITLE: CHILDREN'S LEARNING & EQUITY FUND (NPA)				
EDEC BASIC EDUCATION FOR CHILDREN					
TOTAL AC CODE:	100 X	5,000	10,000	10,000	
PROJECT TOTAL	100 X	5,000	10,000	10,000	0

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 FY 1994 ANNUAL BUDGET SUBMISSION
 AC/SI SUMMARY REPORT
 (U.S. Dollars Thousands)

% FY92 % FY93 % FY94/95 FY 1992 FY 1993 FY 1994 FY 1995
 ESTIMATE PLANNED REQUEST PROPOSED

PROJECT NUMBER: 680-0208 TITLE: CHILDREN'S LEARNING & EQUITY FOUNDA (PA)

EDEC BASIC EDUCATION FOR CHILDREN

TOTAL AC CODE:	100 %	100 %	100 %	2,750	500		
PROJECT TOTAL	100 %	100 %	100 %	2,750	500	0	0

PROJECT NUMBER: 680-0209 TITLE: PRIVATE INITIATIVE TO DEV. ISSUES (PID1)

PROJECT TOTAL	0 %	0 %	0 %	0	0	0	0
---------------	-----	-----	-----	---	---	---	---

PROJECT NUMBER: 680-ATLS TITLE: AFRICAN TRNG. FOR LEADERSHIP & SKILLS

EDID HUMAN RESOURCE DEVELOPMENT FOR INDIVIDUALS

TOTAL AC CODE:	100 %	100 %	100 %	1,000	1,000	500	
PROJECT TOTAL	100 %	100 %	100 %	1,000	1,000	500	0

PROJECT NUMBER: 698-0463 TITLE: HUMAN RESOURCE DEV. ASSISTANCE (HRDA)

PROJECT TOTAL	0 %	0 %	0 %	0	0	0	0
REPORT TOTAL				9,500	12,000	11,000	0

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 FY 1994 ANNUAL BUDGET SUBMISSION

AGGREGATION OF AC/SI CODES FOR SPECIAL ISSUES
 (U.S. Dollars Thousands)

	FY 1992 ESTIMATE	FY 1993 PLANNED	FY 1994 REQUEST	FY 1995 PROPOSED
(1) Child Survival Funding	110	..	..	..
(2) Other Health	440	..	..	..
(3) Environment	..	..	..	..
(4) Energy	..	..	..	..
(5) Forestry	..	..	..	..

Refer to ABS Guidance Annex C for aggregation basis

The above summaries are aggregations of ACs and SIs. Other aggregations consist of ACs only and can be derived from AC section of the Aggregate Analysis Report

BENIN (680)

FY 1994 ANNUAL BUDGET SUBMISSION

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TABLE IV D : CENTRAL/REGIONAL BUREAU SUPPORT NEEDS
(U. S. Dollars Thousands)

CENTRAL PROJ. #	CENTRAL PROJECT TITLE	MISSION PROJ. #	PROJECT TITLE	FY1993 PLAN	FY1994 PROP.	CORE
.....						

A.I.D. PROGRAM IN FY 1994
ANNUAL BUDGET SUBMISSION
TABLE V - PROPOSED PROGRAM RANKING

DECISION UNIT: 680 BENIN

RANK	PROJECT	TITLE	PROGRAM FUNDING (\$000)	
			APPROP	INCR

MISSION MANAGEMENT

MCC LEVEL				
680ATLS	AFRICAN TRNG. FOR LEADERSHIP & SKILLS		\$5	500
680HRDA	HUMAN RESOURCE DEVELOPMENT ASSISTANCE		\$5	1,000
6800204	PROGRAM DEV AND SUPPORT		\$5	500
6800206	CHILDREN'S LEARNING & EQUITY FUND (NPA)		\$5	10,000
	SUBTOTAL MCC			12,000

REQUEST LEVEL				
1 6800209	PRIVATE INITIATIVES TO DEV ISSUES		\$5	1,000
	TOTAL REQUEST			13,000

**FY 1994 Annual Budget Submission
New Project Narrative**

- A. Project Title and Number: Private Initiatives in Development Issues (PIDI) 680-0209
- B. LOP Funding: (Grant) \$5,000,000 (5-year Activity)
FY 1993 Funding: \$500,000
- C. Problem: The complete change-over from a Marxist-Leninist government to a democracy and the economic collapse engendered a strong demand within Beninese society for re-establishment of basic social services. The need to transfer a greater amount of the initiative and responsibility for such social efforts from the government to self-help has been a difficult. At the same time, a large number of Non-Governmental groups has arisen to address many of the most pressing social questions, but they have little experience or managerial capacity.
- E. Purpose: To strengthen newly established Non-Governmental organizations' ability to provide key socio-economic services.
- F. Preliminary Project Description. The project would support the establishment of a number of initiatives and activities designed to give promising local NGOs the technical, organizational and administrative capacity to: (a) implement the various components of their programs in the future; (b) carry out their respective roles as voices for improvements within Beninese society within their areas of interest.

The project would extend over six years. Comprehensive training for select NGO staff would be conducted in areas such as fund raising, marketing, leadership, strategic planning, team building, organizational issues, and utilization of basic management information systems.

Training would be conducted both in Benin (via technical assistance) and in the U.S. or third countries. The objective of the training would be to enable NGO staffs to carry out program activities and to assist NGO staff in identifying opportunities for expansion of their activities.

Some of the activities that would be considered are: (a) establishment of linkages with different partners in private associations and within the private sector; (b) development of incentive packages and marketing strategies to raise interest in NGO activities; (c) democratic initiatives programs; (d) strengthening national educational policies and programs; (e) strengthening the role of women in Benin's development; (f) selected basic health issues, particularly sustaining a rural water delivery system; and (g) family planning.

The A.I.D. contribution to the project would be channeled through Cooperative Agreements first to a U.S. non-profit organization or an 8A contractor and subsequently to local Beninese NGOs. The nature of such grants is discussed in A.I.D. Handbook 1.

- G. A.I.D. Policy and Bureau Section Action Plan Factors. A.I.D.'s presence in Benin is to strengthen the country's transition to an open, free-market economy and democracy. The essential restructuring on the Beninese economy require both cut-backs in government-sponsored programs yet improvements in social services at the grass-roots. A.I.D. policy has been that NGOs can play a vital role in providing vital social services at the grass-roots levels and promote an indigenous self-help approach to economic and social problem-solving.
- H. Design Schedule. Preparation of a concepts paper, followed by a PID will occur Quarter 2 of FY 1993 with a Project Paper approved and Obligation by the First Quarter of FY 1994.

BENIN (690)
FY 1994 ANNUAL BUDGET SUBMISSION
AFRICA BUREAU
TABLE VIA : AFR LCEXP ACTION PLAN
(\$thousands)
FY 1991 ACTUAL

TARGET	ESF	DFA	PL480
1-1 ECONOMIC STABILITY	0.0	0.0	0.0
1-2 REDUCED GOVERNMENT INVOLVEMENT	0.0	0.0	0.0
1-3 KEY PUBLIC SERVICES:FAMILY PLANNING	0.0	0.0	0.0
CHILD SURVIVAL	0.0	0.0	0.0
OTHER HEALTH	0.0	0.0	0.0
BASIC EDUCATION	0.0	0.0	0.0
TRANSP INFSTRU	0.0	0.0	0.0
2-1 COMMODITY MARKETS	0.0	0.0	0.0
2-2 FACTOR MARKETS	0.0	0.0	0.0
3-1 NATURAL RESOURCE MGT	0.0	0.0	0.0
3-2 AGRIC TECHNOLOGY DEVEL	0.0	0.0	0.0
3-3 JOB SKILLS & PRODUCTIVITY	0.0	0.0	0.0
4-1 REDUCE INSTABILITY	0.0	0.0	0.0
4-2 FAMINE PREPAREDNESS	0.0	0.0	0.0
4-3 FOOD & INCOME	0.0	0.0	0.0
4-4 AGRIC PRODUCTION & UTIL	0.0	0.0	0.0
FY TOTALS:	0.0	0.0	0.0

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FY 1994 ANNUAL BUDGET SUBMISSION

AFRICA BUREAU
TABLE VIA : APR LCEBP ACTION PLAN
(\$thousands)
FY 1992: ESTIMATE

TARGET	ESF	DFA	PL480
1-1 ECONOMIC STABILITY	0.0	0.0	0.0
1-2 REDUCED GOVERNMENT INVOLVEMENT	0.0	0.0	0.0
1-3 KEY PUBLIC SERVICES:FAMILY PLANNING	0.0	0.0	0.0
CHILD SURVIVAL	0.0	0.0	0.0
OTHER HEALTH	0.0	0.0	0.0
BASIC EDUCATION	0.0	0.0	0.0
TRANSP INFSTRU	0.0	0.0	0.0
2-1 COMMODITY MARKETS	0.0	0.0	0.0
2-2 FACTOR MARKETS	0.0	0.0	0.0
3-1 NATURAL RESOURCE MGT	0.0	0.0	0.0
3-2 AGRIC TECHNOLOGY DEVEL	0.0	0.0	0.0
3-3 JOB SKILLS & PRODUCTIVITY	0.0	0.0	0.0
4-1 REDUCE INSTABILITY	0.0	0.0	0.0
4-2 FAMINE PREPAREDNESS	0.0	0.0	0.0
4-3 FOOD & INCOME	0.0	0.0	0.0
4-4 AGRIC PRODUCTION & UTIL	0.0	0.0	0.0
FY TOTALS:	0.0	0.0	0.0

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AFRICA BUREAU
TABLE VIA : AFR LCEXP ACTION PLAN
(\$thousands)
FY 1993: PLANNED

TARGET	ESF	DFA	PL480
1-1 ECONOMIC STABILITY	0.0	0.0	0.0
1-2 REDUCED GOVERNMENT INVOLVEMENT	0.0	0.0	0.0
1-3 KEY PUBLIC SERVICES:FAMILY PLANNING	0.0	0.0	0.0
CHILD SURVIVAL	0.0	0.0	0.0
OTHER HEALTH	0.0	0.0	0.0
BASIC EDUCATION	0.0	0.0	0.0
TRANSP INFSTRU	0.0	0.0	0.0
2-1 COMMODITY MARKETS	0.0	0.0	0.0
2-2 FACTOR MARKETS	0.0	0.0	0.0
3-1 NATURAL RESOURCE MGT	0.0	0.0	0.0
3-2 AGRIC TECHNOLOGY DEVEL	0.0	0.0	0.0
3-3 JOB SKILLS & PRODUCTIVITY	0.0	0.0	0.0
4-1 REDUCE INSTABILITY	0.0	0.0	0.0
4-2 FAMINE PREPAREDNESS	0.0	0.0	0.0
4-3 FOOD & INCOME	0.0	0.0	0.0
4-4 AGRIC PRODUCTION & UTIL	0.0	0.0	0.0
FY TOTALS:	0.0	0.0	0.0

GENIN (480)
 FY 1994 ANNUAL BUDGET SUBMISSION
 AFRICA BUREAU
 TABLE VIA : AFR LCEXP ACTION PLAN
 (\$thousands)
 FY 1994; PROPOSED

TARGET	ESF	DFA	PL480
1-1 ECONOMIC STABILITY	0.0	0.0	0.0
1-2 REDUCED GOVERNMENT INVOLVEMENT	0.0	0.0	0.0
1-3 KEY PUBLIC SERVICES:FAMILY PLANNING	0.0	0.0	0.0
CHILD SURVIVAL	0.0	0.0	0.0
OTHER HEALTH	0.0	0.0	0.0
BASIC EDUCATION	0.0	0.0	0.0
TRANSP INFRSTRU	0.0	0.0	0.0
2-1 COMMODITY MARKETS	0.0	0.0	0.0
2-2 FACTOR MARKETS	0.0	0.0	0.0
3-1 NATURAL RESOURCE MGT	0.0	0.0	0.0
3-2 AGRIC TECHNOLOGY DEVEL	0.0	0.0	0.0
3-3 JOB SKILLS & PRODUCTIVITY	0.0	0.0	0.0
4-1 REDUCE INSTABILITY	0.0	0.0	0.0
4-2 FAMINE PREPAREDNESS	0.0	0.0	0.0
4-3 FOOD & INCOME	0.0	0.0	0.0
4-4 AGRIC PRODUCTION & UTIL	0.0	0.0	0.0
FY TOTALS:	0.0	0.0	0.0

TABLE VIII
BPC
Mission: BEHN

FY 1984 ANNUAL BUDGET SUBMISSION
OVERSEAS OPERATING EXPENSES/TRUST FUND REQUEST

EXPENSE CATEGORY	FY 1982 ESTIMATE				FY 1983				FY 1984									
	FUNC CODE	OE	TF	TOTAL UNITS	OE	TF	OE	TF	TOTAL UNITS	DECREASES & NON-RECLIPPING INCREASES		WAGE & PRICE INCREASES		OTHER INCREASES		TOTAL FY 1984 REQUEST		
										OE	TF	OE	TF	OE	TF	OE	TF	OE
U.S. DIRECT HIRE:																		
Other Salary	U105			0				0										0
Education Allowance	U108	10.3		10.3				10.3										10.3
Cost of Living Allow	U110	14		14				14										14
Other Benefits	U111	10.5		10.5				10.5										10.5
Post Assign Travel	U112	50		50				50										50
Post Assign Freight	U113	3.4		3.4				3.4										3.4
Home Leave Travel	U114	2.8		2.8				2.8										2.8
Home Leave Freight	U115	0		0				0										0
Education Travel	U116	2.2		2.2				2.2										2.2
R & R Travel	U117	8		8				8										8
Other Travel	U118	8		8				8										8
Subtotal	U100	98.2	0	98.2	0	0	0	98.2	0	0	0	0	0	0	0	0	0	98.2
F.N. DIRECT HIRE																		
F.N. Basic Pay	U201	6.1		6.1				6.327										6.327
Overtime/Holiday Pay	U202	0		0				0										0
Other Codes 11 - FN	U203	0		0				0										0
Other Codes 12 - FN	U204	0		0				0										0
Benefits - Former FN	U205	0.0		0.0				0.0										0.0
Accrued Leave	U206	0.0		0.0				0.0										0.0
Subtotal	U200	6.1	0	6.1	0	0.227	0	6.327	0	0	0.227	0	0	0.227	0	0	0	6.327
CONTRACT PERSONNEL:																		
U.S. PRC - SAB	U302	41		41				41										41
Other U.S. PRC Costs	U303	0.0		0.0				0.0										0.0
FN PRC - SAB	U304	117.752		117.752				212.545										212.545
Other FN PRC Costs	U305	0		0				0										0
Maintenance Contracts	U306	0.0		0.0				0.0										0.0
Accrued Severance	U307	0.0		0.0				0.0										0.0
Subtotal	U300	158.752	0	158.752	0	0.473	0	253.545	0	0	0.473	0	0	0.473	0	0	0	253.545
HOUSING:																		
Residential Rent	U401	68		68				68										68
Residential Utilities	U402	51		51				51										51
Main/Repairs	U403	10.7		10.7				10.7										10.7
Living Quarters Allow	U404	0.0		0.0				0.0										0.0
Security Guards	U407	54		54				56.7										56.7
Official Res. Exp.	U408	0.0		0.0				0.0										0.0
Representation Allow	U409	0.5		0.5				0.5										0.5
Subtotal	U400	182.2	0	182.2	0	2.7	0	184.9	0	0	2.7	0	0	2.7	0	0	0	187.758

Table VIII(o)
 ORGNO:21680
 MISSION: Benin

WORKFORCE PLANNING

Area of Focus (1)	FY 1992		
	Area of Focus (2)	Area of Focus (3)	Other
PRIMARY	RURAL WATER		
EDUCATION	AND SANITATION		
	0.4	0.2	0.4
	1.0	1.0	1.0
TOTAL WORKFORCE	1.4	1.2	0.0

USDH BY BACKSTOP:

AID REP

FNDH
 US PSC's
 FN PSC's
 Other US Gov't
 Other Institutional
 Manpower Contracts

TOTAL WORKFORCE

Area of Focus (1)	FY 1993		
	Area of Focus (2)	Area of Focus (3)	Other
PRIMARY			
EDUCATION			
	0.5		0.5
	0.5		1.0
	1.0		1.0
	0.2		0.4
	2.0		2.0
TOTAL WORKFORCE	4.2	0.0	0.0

USDH BY BACKSTOP:

AID REP

PRG
 GDO
 EXO
 CONTROLLER

FNDH
 US PSC's
 FNPSC's
 Other US Gov't
 Other Institutional
 Manpower Contracts

TOTAL WORKFORCE

Table VIII(o)
 ORGNO: 21680
 MISSION: Benin

WORKFORCE PLANNING

		FY 1994		
Area of Focus (1)	Area of Focus (2)	Area of Focus (3)	Other	
PRIMARY	: NGOs	:	:	:
EDUCATION	: STRENGTHENING	:	:	:

AID REP		0.4	0.3	0.3
PRG		0.4	0.3	0.3
GDO		0.5	0.5	0.0
EXO		0.0	0.0	1.0
CONTROLLER		0.2	0.2	0.1

FNDH				
US PSC's				
FN PSC's				
Other US Gov't		2.0	1.0	1.0
Other Institutional				
Manpower Contracts				

TOTAL WORKFORCE		3.5	2.3	0.0

				2.7

USDH BY BACKSTOP:

AID REP
 PRG
 GDO
 EXO
 CONTROLLER
 FNDH
 US PSC's
 FN PSC's
 Other US Gov't
 Other Institutional
 Manpower Contracts

TOTAL WORKFORCE

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ABS BENIN FY 93 OPERATING EXPENSE NARRATIVE

Mission Start-up.

The Office of the A.I.D. Representative to Benin was established in FY 1992 (November 1991). Thus, the overriding characteristic affecting management and operating expense is that the Mission is in its earliest start-up phase. Importantly, "start-up" refers only to the administrative Mission structure. Awaiting the "new Mission" was a considerable program portfolio consisting of two recently signed primary education activities (project and program) totalling \$57.5 million; a rural water project begun in the 1980s (\$8.6 million) and possible follow-on; two scholarship programs (ATLAS and HRDA); one of the largest self-help funds (\$130,000 per year); a Title II program (\$1.7 million per year) and a variety of PVO and especially 116e activities in support of Benin's fledgling democracy. Thus, a very real management disparity between Mission structure and Mission portfolio has existed from the onset, creating particular pressure on start-up decisions. During FY 1993, the Mission will be fully operational.

This is the first year OAR/Benin is preparing an independent operating budget. Estimating Operating expenses for FY 1993 and FY 1994 is particularly difficult. With only 5 months in service, the OAR/Benin often has not accumulated sufficient operating cost experience to make solid projections. Particularly vulnerable are maintenance and repair estimates, communications, and expendible supplies. We have relied on Embassy data and on some occasions OAR/Togo estimates to assist in budget preparation. Uncertainties concerning arrival of USDH personnel and the costs surrounding their settling in combined with the need for TDY replacements also make forecasting difficult. Questions concerning the role of the Controller's Office vis-a-vis Togo and Abidjan also complicate our estimates. Finally, the Embassy and USAID have not yet worked out the final administrative support arrangement which should impact both on the nature and amount of Operating Expenses.

Six independent analyses of the first-year Operating Expenses implications of Mission management have been conducted (an AID/W advance team; OAR staff; REDSO Controller (2) and USAID/Niamey Deputy Controller). While many of the assumptions have shifted for each of these analyses due to a such factors as rising costs as the economy picks up and non-arrival of expected personnel (which pushes up TDY expenses) the OE cost estimate has been remarkably constant at between \$1.65 million and \$1.75 million for FY 1992. The Mission will receive only \$1.13 million, a figure based on budgets provided to similar sized Missions already fully operational. The shortfall of over \$600,000 or approximately 40 percent of need, will impact on essential start-up procurement such as office and residential equipment, vehicles, much needed training for a new local staff, and vital TDYs to compensate for non-arrival of USDH personnel. The OE budget in FY 1993 must absolutely absorb the major share of the FY 1992 shortfall. In addition, the OE projections for FY 1993 and outward are henceforth based on

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practical experience, and solid estimates taking consideration below into consideration and will have to be adjusted from the rough estimate arrived at by using Togo as the model.

Embassy Administrative Support.

The U.S. Embassy in Cotonou is a designated Small Embassy Post (SEP). Other examples of the SEP model include Cape Verde, Djibouti and Equatorial Guinea. A USDH complement of 7 people staffs the Embassy and the constraints imposed by its SEP designation permitted below minimal administrative support even prior to USAID arrival. The medical facility is a joint Peace Corps-Embassy operation. There is no expeditor. Supervisory positions are inadequate. The already limited GSO section also covers the one USIS Direct Hire. Because of the wide array of functions that each of the Embassy Officers has, any absence because of illness, vacation or assignment gaps, pose considerable burden on the remaining officers. Thus, absences from post by any USDH play havoc on the ever-increasing demands on a structure built for a low USG profile in a Marxist country which must now function as a highly visible interlocuteur in the new democracy.

Despite its very limited resources, the Embassy has gone out of its way to offer the hospitality needed for A.I.D. start-up, often to the point of strain. However, from the beginning, management evaluations of the Embassy administrative capacity have made it clear that A.I.D. can expect to have to considerably augment administrative support. OAR/Benin must augment and directly support administrative functions such as: medical facility; expeditor and customs clearance, visas for contractors, guard contracts, GSO repair and maintenance; warehouse and NXP handling, switchboard. This USAID need for augmentation of the limited existing infrastructure a singularly heavy impact on staffing, particularly in the EXO section and on needed OE support. Thus, the OE budget includes \$50,000 in contributions to the Medical Unit; an entire self-sufficient warehouse, and NXP handling and has not addressed the full costs of GSO operation, pending a Washington decision on the management relationship.

Working and Economic Environment in Benin.

Two factors characterize the working and economic environment in Benin: its heavy legacy of 17 years of Marxist Leninist state organization and the recent boom created by Benin's change to a modern, peaceful democracy and free, open economy.

Seventeen years without a formal private sector, which culminated in a totally collapsed economy makes the places supervisory burdens and personnel constraints on the Mission perhaps unknown elsewhere in most of Africa. With the exception of a very dynamic informal sector, there has virtually been no private sector. That means that for even basic functions -- such as guard services or ADP and other equipment maintenance that enjoy institutional contracts or "on-call" facilities elsewhere, no infrastructure exists. USG

agencies must either provide the services themselves through PSCs and then supervise them, or call on Lome, or worse yet, Lagos for sporadic support. This history also reflects itself in the work culture which presents its own management challenges to USG agencies which expect a lot out of their FSN employees. This situation is changing rapidly. However, these supervisory and management requirements may be expected in the medium run to be higher in Benin than elsewhere. Our experience in trying flegling private sector groups for such services as expeditor have been disappointing -- doubly so since it is also a program objective of our Country Team to encourage such groups.

Unit costs in Benin have always been high. Electricity, water and telephone service costs are exorbitant. Embassy and Peace Corps records show that we may expect to spend more on the electricity support to a residence than on its rent. Telephone costs are 10-fold what the same call in the other direction would be.

Guard services are also high. The Benin Mission requires 24-hour guard service. The Embassy practice is to have three eight-hour shifts, rather than two twelve-hour shifts, which create higher management/supervision costs.

Benin's dramatic economic liberalization and democratization coupled with destabilizing and worsening conditions among its neighbors have created a "boom" situation. The economy grew an unexpected 3 percent in the first year. And this figure belies what appears to be a substantial in-migration, particularly among expatriate Beninese, Togo-based residents and companies looking for a foothold in the area (and who normally might have chosen Togo or Nigeria). The stress on the housing market, electricity, water and telephone is measurable, both in terms of availability of service and costs, thus addition to operating expenses. The GOB is addressing these infrastructure constraints, but the impact will be felt only after the ABS period.

Controller Responsibility for OAR/Togo

In addition to a heavy executive office responsibility caused both by the limited Embassy support and the difficult surroundings, it is anticipated that the OAR/Benin Controller's Office will be the accounting station for OAR/Togo, instead of REDSO/Abidjan. The responsibility for another Mission presents important management implications for the Controller's office (possibly doubling local staff and significantly increasing OE). The Controller will also be required to undertake considerable travel, which, if not shared with Lome, will create a somewhat distorted picture of OAR/Benin's travel and vehicle requirements. Thus, if this transfer occurs, the implications must be taken into account when reviewing the OAR/Benin OE budget.

BENIN (650)
 FY 1994 ANNUAL BUDGET SUBMISSION

TABLE XI : PL480 TITLE III

(Dollars in Millions, Tonnage in Thousands)

	ESTIMATED FY 1992 \$ MT	PROPOSED FY 1993 \$ MT	REQUESTED FY 1994 \$ MT
TOTAL	0.0	0.0	0.0

BENIN (690)
 FY 1994 ANNUAL BUDGET SUBMISSION
 TABLE XIII: PL480 TITLE II

SPONSOR NAME: CATHOLIC RELIEF SERVICES - USSC

A. MATERNAL AND CHILD HEALTH				(THOUSANDS) KG	DOLLARS
NUMBER OF RECIPIENTS (000)	COMMODITY				
43.0	CORN	\$ 96/MTN		1,032.0	44,376.0
	TOTAL MATERNAL AND CHILD HEALTH			1,032.0	44,376.0
B. SCHOOL FEEDING				(THOUSANDS) KG	DOLLARS
NUMBER OF RECIPIENTS (000)	COMMODITY				
6.0	CORN	\$ 96/MTN		240.0	23,040.0
	TOTAL SCHOOL FEEDING			240.0	23,040.0
C. OTHER CHILD FEEDING				(THOUSANDS) KG	DOLLARS
NUMBER OF RECIPIENTS (000)	COMMODITY				
2.0	CORN	\$ 96/MTN		48.0	4,608.0
	TOTAL OTHER CHILD FEEDING			48.0	4,608.0
D. FOOD FOR WORK				(THOUSANDS) KG	DOLLARS
NUMBER OF RECIPIENTS (000)	COMMODITY				
57.0	CORN	\$ 96/MTN		3,000.0	288,000.0
	TOTAL MONETIZATION			3,000.0	288,000.0
F. GENERAL RELIEF				(THOUSANDS) KG	DOLLARS
NUMBER OF RECIPIENTS (000)	COMMODITY				
4.0	CORN	\$ 96/MTN		192.0	18,432.0
	TOTAL GENERAL RELIEF			192.0	18,432.0

SENIN (680)
 FY 1994 ANNUAL BUDGET SUBMISSION

TABLE XIII: PL480 TITLE II

G. OTHER	NUMBER OF RECIPIENTS (000)	COMMODITY	(THOUSANDS) KG	DOLLARS
	2.0	CORN	48.0	4,608.0
		TOTAL OTHER	48.0	4,608.0
				\$ 96/MTN

BENIN (680)
 FY 1994 ANNUAL BUDGET SUBMISSION
 CONGRESSIONAL INTEREST ATTRIBUTION
 (U.S. Dollars Thousands)

PROJECT NUMBER	PROJECT TITLE/AREA	FY 1992 ESTIMATE	FY 1993 PLANNED	FY 1994 REQUEST	FY 1995 PROPOSED
680-0201	BENIN RURAL WATER SUPPLY				
	TOTAL HEALTH	550	0	0	0
	CHILD SURVIVAL	110	0	0	0
	NON-CHILD SURV	440	0	0	0
680-0204	PROGRAM DEV AND SUPPORT				
680-0206	CHILDREN'S LEARNING & EQUITY FOUND (NPA)		10,000	10,000	0
	BASIC EDUCATION	5,000			
680-0208	CHILDREN'S LEARNING & EQUITY FOUNDA (PA)				
	BASIC EDUCATION	2,750	500	0	0
680-0209	PRIVATE INITIATIVE TO DEV. ISSUES (PIDI)				
680-ATLS	AFRICAN TRNG. FOR LEADERSHIP & SKILLS				
698-0463	HUMAN RESOURCE DEV. ASSISTANCE (HRDA)				

REPORT TOTAL:		7,750	10,500	10,000	0
	BASIC EDUCATION	7,750	10,500	10,000	0
	TOTAL HEALTH	550	0	0	0
	CHILD SURVIVAL	110	0	0	0
	NON-CHILD SURV	440	0	0	0