



**Benin Decentralization and
Anti-Corruption Support Program –
Phase II–Extension
"Increasing Civil Society
Participation in Decentralization and
Reinforcing Governance through
Anti-Corruption Initiatives in Benin"
Final Performance Report**

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Benin Decentralization and Anti-Corruption Support Program – Phase II–Extension "Increasing Civil Society Participation in Decentralization and Reinforcing Governance through Anti-Corruption Initiatives in Benin"

Final Performance Report

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June 15, 2005 to June 14, 2007

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June 15, 2005 to June 14, 2007
(Phase II Extension)

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Prepared for
USAID/Benin-DG CTO: Kitty Andang
Center for Democracy and Governance

Prepared by
RTI International
3040 Cornwallis Road
Post Office Box 12194
Research Triangle Park, NC 27709-2194

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Abbreviations

ADECOI	<i>Appui au Développement Communal et aux Initiatives Locales</i>
AIC	Inter-professional Association of Cotton Producers (<i>Association Interprofessionnelle du Coton</i>)
ALCRER	Association for Fight against Racism, Ethnocentrism and Regionalism (<i>Association de Lutte Contre le Racisme, l’Ethnocentrisme et le Régionalisme</i>)
AME	Student Mother Associations (<i>Les Associations des Mères d’Elèves</i>)
APE	Student Parent Association (<i>Association des Parents d’Elèves</i>)
APNAC	African Parliamentarian's Network Against Corruption
APH	<i>Aktion Pro Humanität</i>
APROBES	<i>Agence de Promotion du Bien-être Social au Benin</i>
AVP	Annual Verification Plan
B-DACS	Benin Decentralization and Anti-Corruption Project
C/SAF	<i>Chef Service des Affaires Financières</i>
CA/SC	Chamber of Accounts of the Supreme Court
CAPAN	<i>Cellule d’Analyse des Politiques de Développement de l’Assemblée Nationale</i>
CAPE	<i>Coordination des Associations des Parents d’Elèves</i>
CC/CS	<i>Chambre de Comptes (de la Cour Suprême)</i>
CCAP	Citizen Control over Public Action
CCLS	<i>Comité Communal de Lutte contre le Sida</i>
CDP	Community Development Plan
CENFOC	<i>Centre National de Formation Comptable</i>
CFA	<i>Communauté Financière Africaine</i>
CIPEC	Center for the Promotion of Cooperative Initiatives
CLCAM	<i>Caisses Locales de Crédit Agricole Mutuel</i>
CLCC	Local Consultation Council
CMVP	<i>Cellule de Moralisation de la Vie Publique</i>
CNRMP	National Commission of Public Procurement Regulation
COGECS	Communal Health Center Management Committees (<i>Comite de Gestion des Centres de Santé</i>)
COP	Chief of Party
CORRIDOR	"Corridor Project," a HIV/AIDS program linking five countries on the transport corridor connecting Abidjan to Lagos
CSO	Civil Society Organization
CTO	Cognizant Technical Officer
CVLS	<i>Comité Villageois de Lutte contre le SIDA</i>
DDEHU	Departmental Directorate of Environment, Housing and Urbanism (<i>Direction Départementale de l’Environnement de l’Habitat et de l’Urbanisme</i>)
DEC	Development Experience Clearinghouse
DG	Democratic Governance
D&G	Democracy and Governance
DGT	<i>Direction Générale du Trésor</i>
DHAB	<i>Direction de l’Hygiene et de l’Assainissement de Base</i>

DNMP	<i>National Directorate of Public Procurement (Direction National des Marchés Publics)</i>
DSP	Decentralization Support Program
ENAM	<i>Ecole Nationale D'Administration et de Magistrature</i>
EOP	end of project
EPP	<i>Ecole Primaire Publique</i>
EQUIPE	<i>Projet Equité et Qualité dans l'Enseignement Primaire au Benin</i>
FCFA	<i>Franc Communauté Financière Africaine</i>
FNC	Forum of Communicators for Good Governance
FNDH	<i>Forces Nouvelles pour un Développement Humain durable</i>
FONAC	<i>Front des Organisations Nationales Contre la Corruption</i>
GOB	Government of Benin
GSM	Global System for Mobile Communications
HAAC	High Authority for Audiovisual and Communications
HIV/AIDS	Human Immuno-Deficiency Virus/Acquired Immune Deficiency Syndrome
IEC/CCC	Information Education Communication /Communication for Behavioral Change (<i>Communication pour le Changement de Comportement</i>)
IGF	Inspector General of Finance (<i>Inspection Générale des Finances</i>)
IQC	Indefinite Quantity Contract
IR	Intermediate Result
LDCB	League for the Defense of Beninese Consumers (<i>Ligue pour la Défense du Consommateur au Benin</i>)
LG	Local Government
LOP	Life of Project
M&E	Monitoring and Evaluation
MDEF	<i>Ministère du Développement, de l'Economie et des Finances</i>
NACD	National Anti-Corruption Day
NGO	nongovernmental organization
NTIC	<i>Nouvelles Technologies de l'information et de la Communication</i>
ODEM	Observatory of Media Deontology and Ethics
OLCC	<i>Observatoire de Lutte Contre la Corruption</i>
ORTB	<i>Office de Radiodiffusion Television du Benin</i>
PAI	<i>Plan Annuel d'Investissement</i>
PASNALS	National AIDS Control Strategy Project
PCI	Public Control Institution
PD	participatory diagnostic
PDC	<i>Plan de Développement Communal</i>
PDM	<i>Program de Développement Municipal</i>
PLWHIV	people living with HIV
PMP	Performance Monitoring Plan
PPLS	Participatory Program for Fighting AIDS
PPP	Public-Private Partnerships
PRODECOM	<i>Projet de Développement des Communes</i>
PU	Producers Union
RECFED	Communal Women's Network for Development

RÉFEC	Network of Elected Women Counselors in Benin (<i>Réseau des Femmes Elues Conseillères au Bénin</i>)
RFP	Request for Proposals
RFU	urban land register
RTI	Research Triangle Institute
SA	<i>Société Anonyme</i>
SAI	Supreme Audit Institution
SBEE	<i>Société Béninoise d'Energie Electrique</i>
SNV	Dutch Development Organization
SO	Strategic Objective
SONAPRA	<i>Société Nationale Pour la Promotion Agricole</i>
SONEB	<i>Société Nationale des Eaux du Bénin</i>
STI	Sexually Transmitted Infection
TI	Transparency International
TVA	Value-added tax
UCP	Communal Producer Union (<i>Les Unions Communales des Producteurs</i>)
USAID	United States Agency for International Development
VAT	Value Added Tax
WAEMU	West Africa Economic Monetary Union (UEMOA)

Executive Summary

The Benin Decentralization and Anti-Corruption Project (B-DACS) Phase II Project Extension was completed on time and succeeded in meeting or surpassing agreement objectives and targets for the task order. Listed below are highlighted contractual objectives and a brief summary of their status at end of project (EOP).

1. Increasing Local Governments' Transparency and Outreach for Greater Citizen Involvement

RTI is to develop, implement and review of **a minimum of 20 and a maximum of 25 micro-grants** funded at a **maximum funding level of \$10,000 per award**. Over the two-year extension phase, a **total of \$250,000** is being allocated to Communes' grant activities.

STATUS: RTI developed, approved, awarded, and implemented 25 sub-grants for a total of \$259,911; all are completed. Several grants went above the \$10,000 limit, but this was due either to exchange rate fluctuations or compelling technical reasons.

2. The contractor shall develop and implement at least four (4) Micro-Grants Management Training sessions during the two-year extension phase

STATUS: RTI conducted over 75 micro-grants management training sessions. Each commune receiving a micro-grant participated in at least three training sessions: one at award, one during implementation, and one at project completion. Some communes benefited from additional management training sessions depending on need.

3. Involving Civil Society Organizations (CSOs) in Local Development Decision-Making

To achieve the desired results, the contractor will be responsible for providing technical assistance and organizing **at least three CSO Training Workshops**, aimed at improving Civil Society Groups' capacities.

STATUS: RTI held four CSO Training Needs Workshops – one in each target department. The workshops identified CSO needs to help the CSOs better perform their roles. After the needs assessment, RTI held 34 individualized training sessions in 20 communes, addressing needs that had been identified.

4. Organize at least two Regional level awareness-raising workshops and one National level workshop on Public-Private Partnership (PPP)

STATUS: RTI raised awareness on PPPs in the 75 micro-grant training sessions (see #2 above). RTI organized a mid-term project review workshop in Malanville in June 2006 that focused on PPPs as well as other program issues. A major national-level PPP workshop was held in Cotonou in April 2007.

5. Public Control Institutions’ investigative and verification capacity reinforced

To achieve this result, the contractor shall organize **at least four Public Control Institutions’ Training Workshops**, aimed at improving capacities of Supreme Audit Institutions (SAI) and other control units (Chamber of Accounts of the Supreme Court, the National Commission for Verification of Public Procurement, and if possible, the Inspector General of Finance).

STATUS: RTI conducted six Public Control Institution Training Workshops. Three were Participatory Organizational Diagnostic workshops held—one each—with the Chamber of Accounts of the Supreme Court, the National Commission for Verification of Public Procurement, and the Inspector General of Finance. Three additional capacity development planning workshops were held—again, one for each partner.

6. The contractor shall develop and implement **a minimum of two and a maximum of three micro-grants to Public Control Institutions (PCIs), at a maximum funding level of \$15,000 per award (if two awards) or at a maximum funding level of \$10,000 per award (if three awards)**. During the two-year extension phase, a **total of \$30,000** is being allocated to Public Control Institutions’ grant activities.

STATUS: Each of three PCIs received grants. The Chamber of Accounts of the Supreme Court received \$17,000; the National Commission for Verification of Public Procurement received \$20,938; and the Inspector General of Finance \$10,451 (figures based on \$1 = 500 *Communauté Financière Africaine* [CFA]).

7. The contractor shall organize **at least one Program Evaluation Workshop** before closing out the program activities.

STATUS: A Program Evaluation Workshop was held on June 1, 2007.

8. During the two-year extension phase, **a total of \$200,000** is being allocated to **Anti-Corruption** grant activities. **This amount must fund in its entirety Anti-Corruption grant activities only**. The contractor shall develop, implement, and review **a minimum of three and a maximum of four Anti-Corruption grants with Civil Society Organizations**.

STATUS: RTI provided a total of six Anti-Corruption grants, which funded exclusively Anti-Corruption activities. All six were reviewed and approved by the Cognizant Technical Officer (CTO). These were as follows:

Exhibit 1. B-DACS CSO Anti-Corruption Grants

Civil Society Organizations	Project Title	USAID Funding (in CFA)
FONAC	Strengthening the Fight against Corruption and Institutionalization of an Anti-Corruption Day	24,087,800
ALCRER	Support to Improve Efficiency of the Jurisdictional Control of Commune Management Accounts	13,300,000
SOCIAL WATCH	Citizen Control over Public Action within the Ministries of Health, Agriculture and Education in the Communes of Ifangni, Lokossa and Parakou	12,619,500
Transparency International Benin	Support to Financial Good Governance in Benin	12,635,000
LDCB	Combating Corruption in the Customs and Fiscal administration	11,051,250
APROBES	Promoting Good Governance and Transparency in the Cotton Sector in Benin	15,267,000
TOTAL in CFA		88,960,550
US DOLLAR based on \$1 = 500 CFA		\$177,921

ALCRER: Association for Fight against Racism, Ethnocentrism and Regionalism

APROBES: Agence de Promotion du Bien-être Social au Benin

FONAC: Front des Organisations Nationales Contre la Corruption

LDCB: League for the Defense of Beninese Consumers

The expected results for the *decentralization component* were as follows:

- Increased participation of civil society organizations in decision-making processes within USAID-assisted communes.
- Improved ability of USAID-assisted communes to initiate and implement local development plans.

The expected results for the *anti-corruption component* were as follows:

- Increased investigation and verification capacities of Government of Benin (GOB) auditing (control) institutions.
- Strengthened ability of civil society organizations to fight corruption.

Project survey data was collected; all feedback from local government officials, civil society organizations, media partners, and Supreme Audit Institutions indicate these results were obtained.

Introduction

RTI implemented the AEP-I-00-00-00017-00 Task Order No 807 contract for the Decentralization Support Program – Phase II Project from September 8, 2003, to June 14, 2005. On June 2, 2005, USAID/Benin amended the Task Order and added two additional years, as of June 15, 2005. This extension built on the original Phase II decentralization program successes and added a new and significant anti-corruption component as well as an added emphasis on the role of civil society in governance. This extension phase was officially entitled “Increase Civil Society’s Participation in Decentralization and Foster Governance through Anti-Corruption Initiatives in Benin” or, more simply, Benin Decentralization and Anti-Corruption Support (B-DACS) Project.

The main objectives of the original Task Order were as follows:

1. Reinforce the capacities of national, departmental, and communal actors, and civil society organizations in local governance through training.
2. Fund and provide technical assistance for managing micro-projects at the communal level as a means to support the implementation of local development plans, as they relate to education, health, water, and sanitation, and other citizen priorities.

From the Contract Scope of Work:

Activities under this Task Order shall support achievement of USAID/Benin Special Objective: “**Improved governance in productive and social sectors.**” Specifically these activities support the following:

Intermediate Result 1: “Increased participation and management capacities of decentralized stakeholders.”

Sub-intermediate Result # 1: “Strengthened local and national officials’ governance capacities.”

From the Strategic Planning Exercises carried out by the USAID Benin Governance Team in January and February 2004, the following indicators were assigned:

Activities under the USAID Decentralization Support Program (task order) shall support achievement of USAID/Benin Special Objective: “**Improved governance in productive and social sectors.**” Specifically these activities support the following:

1. ***Special Objective Level Indicator:*** “Increased level of participation of local producer groups in decision making and planning at the communal level.” (***Added Performance Indicator***)
2. ***Intermediate Result # 1:*** “Increased participation and management capacities of decentralized stakeholders.”
 - a. ***Sub-intermediate Result # 1:*** “Strengthened local and national officials’ governance capacities.”

- b. ***Sub-intermediate Result # 2:*** “Increased number of governmental decisions influenced by Civil Society organizations.” (***Added Performance Indicator***)
- c. ***Sub-intermediate Result # 3:*** “Increased number of local Communal Development Plans in USAID-targeted Communes.” (***Added Performance Indicator***)

The Phase II Extension (June 15, 2005 to June 14, 2007) B-DACS Project had, per contract modification, these additional objectives:

- 1) Increasing civil society participation and oversight in local development through training, advocacy, and monitoring of micro projects, in order to reduce corruption at the local level
- 2) Reinforcing the capacities of public auditing institutions and advocacy groups to investigate, track, and denounce corrupt behaviors

Activities under this task order supported achievement of USAID/Benin Special Objective “Improved governance in productive and social sectors.” Specifically, these activities supported the following:

1. ***Intermediate Result 1:*** “Participation and management capacities of decentralized stakeholders increased.”
 - a. ***Sub-intermediate Result # 1.1:*** “Local and national officials’ governance capacities strengthened.”
 - b. ***Sub-intermediate Result # 1.2:*** “NGO networks’, women’s groups’, and associations’ capacities in advocacy strengthened.”
2. ***Intermediate Result 2:*** “Strengthened mechanisms to promote transparency and accountability.”
 - a. ***Sub-intermediate Result # 2.1:*** “Supreme Audit Institutions capacities reinforced”
 - b. ***Sub-intermediate Result # 2.2:*** “Strengthened ability of CSOs to fight corruption.”

The expected results for the *decentralization component* were as follows:

- Increased participation of civil society organizations in decision-making processes within USAID-assisted communes.
- Improved ability of USAID-assisted communes to initiate and implement local development plans.

The expected results for the *anti-corruption component* were as follows:

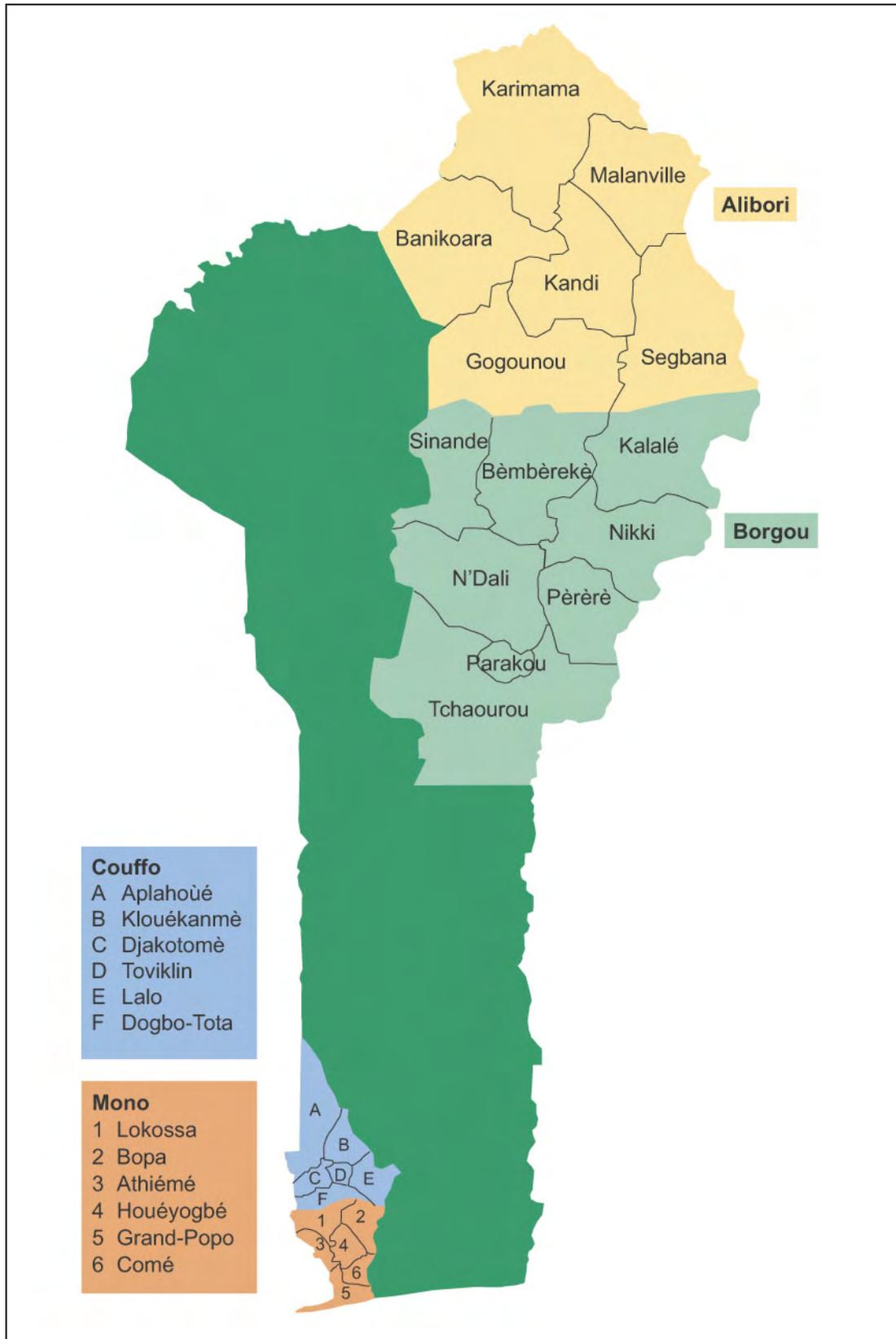
- Increased investigation and verification capacities of GOB auditing (control) institutions.
- Strengthened ability of civil society organizations to fight corruption.

Exhibit 2. RTI Phase II Extension (B-DACS) Staff Members

Phase II Extension (June 15, 2005 to June 14, 2007)

Name	Position
Omar Touré	Chief of Party
Alexis Bokodaho	Training Coordinator (through June 30, 2005)
Jean-Pierre Hounkpé	Micro-grants Manager
Mireille Comlan	Training and M&E Assistant
Marc Dokoui	Field Coordinator – Mono/Couffo
Nicole Amoussou	Field Coordinator- Borgou/Alibori
Bénédicta Goncalves	Accountant and Financial Manager
Natacha d'Almeida	Administrative Assistant

Exhibit 3. B-DACS Targeted Communes



Final Performance Report for the Period June 14, 2005 to June 15, 2007

I. Comparison of Actual Activities and Accomplishments with Those Originally Planned

A. *Decentralization Component*

1. *Micro-projects*

1.1 Summary of micro-project implementation process

During the two years of B-DACS, RTI approved, financed, and supported 25 communes in the development and implementation of their micro-projects. RTI technical support and monitoring helped communal authorities and their staff successfully complete these 25 projects developed through participatory processes that addressed community needs in economic growth, health, sanitation, and education sectors. While the micro-projects provided communities with concrete results, the overriding purpose of the micro-project process was to provide local governments, civil society, and citizens with firsthand knowledge of participatory and transparent project planning, implementation, and monitoring and evaluation.

Micro-project implementation followed a seven-step process:

1. Participatory project development process

Before B-DACS, development and implementation of most local government projects in Benin had been initiated exclusively by communal government services. Additionally, the involvement of relevant deconcentrated government services in projects was not systematic. B-DACS, through its intervention approach, gradually brought the authorities and commune municipal staff members to appreciate the need to involve beneficiaries in all project management, from the development phase through to impact assessment. Today, communal authorities in our intervention areas are increasingly involving relevant CSOs and women in project implementation.

In the B-DACS micro-projects, the grant agreement signed by the Mayor and RTI/Benin Director was the formal commitment of each party to mobilize its contribution toward the achievement of micro-project work. Each micro-project had a minimum 15% cost-share—though in many cases this was surpassed. For example, in Lalo Commune, the commune mobilized more than 58% of the total cost of their micro-project. In some communes, this contribution was financed from the communities' own monetary resources mobilized through tax collection prior to project start-up; in others, it was more often through in-kind beneficiary contributions.

2. *Setting-up and orienting management committees*

Since B-DACS followed a participatory process, implementation monitoring led to the establishment of management committees. In 60% of the cases, committees or boards already existed and these effectively played the role of monitoring. For example, this was the case for the *Association des Parents d'Elèves* (APE) and *Coordination des Associations des Parents d'Elèves* (CAPE) boards or the existing marketplace management committees. In those communes where such management committees did not exist or did not appear strong, RTI helped set up or revitalize management committees with the major role of monitoring micro-project activities.

Civil society organizations participated in all projects financed by the project, and they positively contributed to the successful implementation of micro-projects. For example, in Nikki, with support from the community, the management committee that had been set up conducted regular monitoring of construction work progress and ensured the security of construction materials. That was also true for Tchaourou where, for the construction of walls, the APE mobilized in-kind contributions worth 1,322,000 Franc CFA (FCFA), thus helping the contractor complete 80% of construction work within 21 days. The involvement of CSOs also helped ensure transparency in the management activities by local government officials.

3. *Procurement*

The texts governing decentralization and those relating to public procurement in Benin endow the Mayor with the responsibility of a contracting officer, and the Mayor has specific and compulsory procedures to follow in public procurement. During Phase II, RTI developed a training module addressing “communal contract management.” Several other partners, such as *Appui au Développement Communal et aux Initiatives Locales* (ADECOI) in the Borgou and *Projet de Développement des Communes* (PRODECOM) at the national level, also worked to build capacity among commune leaders in this area.

By deciding to provide each commune in its intervention zone with a micro-project, RTI experienced considerable success through “learning by doing.” For example, in the Commune of Sègbana, the B-DACS micro-project was the first time public procurement processes were followed since the advent of decentralization.

4. *Contract development and management*

Once the contractor was selected, the commune prepared and signed a work execution contract. The contract defined not only the commitments of each party but also outlined sanctions for each party if the commitments are not fulfilled.

During follow-up visits, RTI provided support to communal agents regarding the value added tax (VAT) in contract development with contractors. The purpose was to differentiate two types of financing: one exempted of all taxes (USAID financial support) and the other subject to taxes (financial contribution by the commune). This was the case, for example, in the Commune of Houéyogbé. In other communes, such as Bembéréké

and Bopa (which did not distinguish between the two types of funding), support was provided to prepare amendments to the initial contracts.

5. Implementation monitoring and reporting

Three structures were involved in implementation monitoring:

- the municipal technical service and authorities
- the civil society monitoring committee
- the Departmental Directorate of Environment, Housing and Urbanism (DDEHU)

These institutions received support from B-DACS through the Field Coordinators, the Micro-project Coordinator, and the Director.

Outreach technical support provided to the communes was aimed at accelerating the process toward micro-project provisional reception and in helping the communes find approaches to solve any problems that impeded progress. These problems included the shortage and high cost of cement, lack of budget funds for the ongoing period, failure to budget for complementary costs.

6. Financial management

Commune management capability became stronger within the framework of micro-project implementation once RTI channeled grant funds awarded to the commune through the commune's own bank account. The commune accountant, in particular, received technical support. As stated by Article 34 of law No.98-007 dated January 15, 1999, that defines the financial regime of communes in the Republic of Benin, the accountant is the tax collector. The law states, "Except for specific arrangement defined by the law, the commune's budget implementation is subject to the principles of budget law and public accounting, mainly the separation of the decision maker and the accountant, the petty cash unit, and the separation of credits."

Most partners do not channel their funds through the communal account. However, by doing this, B-DACS was able to provide technical support to ensure respect of commune financial procedures, thus strengthening the communal accounting system. Key stakeholders often involved in these technical assistance sessions included the Mayor, the Tax Collector, the head of the technical service of the municipality, the head of the financial service (C/SAF), and the microproject contractor.

7. Micro-project reception ceremony and operation of the facilities

The micro-project reception provided an opportunity to accept or to cite any reservations on the work completed by the contractor, both in terms of quality and quantity. It also allowed citizens to witness the formal addition of the micro-project infrastructure into the official assets of the commune.

After the provisional reception, certain mayors directly assigned the infrastructure to the beneficiaries to help them exercise their utilization rights—for example, for the

classroom module at Toviklin School. Certain facilities were less easy to assign to beneficiaries. These included, for example, marketplace shelters since existing demand exceeded the capacity of the facilities. In some cases, the commune decided to assign use in part to a socially disadvantaged group. In Lokossa, for example, the commune assigned marketplace sites to merchants living with AIDS.

1.2 Summary table and charts

Exhibit 4. Summary of Micro-projects Financed

No	Communes/ departments	Micro-project Title	USAID Contribution		Actual Contribution of the Commune	Total MP Cost
			Dollar Equivalent at 500 FCFA/\$	Amount in CFA francs		
1	Aplahoué	Construction of 2-module classrooms and 3 lodging facilities in the Azové marketplace	\$10,000	5,000,000	4,994,763	9,994,763
2	Djakotomey	240 desks for Djakotomey public primary schools	\$8,849	4,424,400	800,040	5,224,440
3	Dogbo	Construction of 4 market stalls in Dogbo central marketplace	\$8,558	4,278,847	883,000	5,161,847
4	Klouékanmey	Construction of 4 marketplace stalls: 2 in Klouékanmé central market and 2 in Tchikpé market	\$8,558	4,278,847	883,000	5,161,847
5	Lalo	Construction of a community center room for Lalo municipality	\$18,000	9,000,000	10,800,000	19 800,000
6	Toviklin	Construction of module for 1 classroom, office space, and warehouse, plus equipment	\$10,200	5,100,000	1,578,235	6 678,235
	Total COUFFO		\$64,164	32,082,094	19,939,038	52,021,132
7	Athiémè	300 desks for 14 public primary schools in Athiémè	\$9,600	4,800,000	1,121,000	5,921,000
8	Bopa	Construction of shelter + latrine + fencing at the bus station in Lobogo	\$11,000	5,500,000	1,890,000	7,390,000
9	Comè	Construction of 4 warehouse spaces for the Comè marketplace	\$9,469	4,734,500	1,321,600	6,056,100
10	Grand-Popo	Construction of 5 warehouse spaces in the Mèmlinda marketplace in Grand-Popo	\$9,994	4,997,200	1,121,000	6,118,200
11	Houéyogbé	Construction of 2 marketplace stalls in Honhoué and 2 office spaces at Houéyogbé	\$10,600	5,300,000	2,770,000	8,070,000
12	Lokossa	Construction of 5 stalls in the "Nesto d'Almeida" marketplace in Lokossa	\$13,000	6,500,000	2,289,024	8,789,024
	Total MONO		\$63,663	31,831,700	10,512,624	42,344,324
13	Banikoara	Construction of a 3-classroom module with office space and warehouse in Sompérékou, Banikoara Commune	\$10,000	5,000,000	8,260,000	13,260,000
14	Gogounou	Construction of 6 marketplace stalls plus a latrine in Zougou-Pantrossi sub-district	\$10,000	5,000,000	4,384,431	9,384,431

No	Communes/ departments	Micro-project Title	USAID Contribution		Actual Contribution of the Commune	Total MP Cost
			Dollar Equivalent at 500 FCFA/\$	Amount in CFA francs		
15	Kandi	Construction of a butcher's shop in Saah	\$9,600	4,800,000	2,798,455	7,598,455
16	Karimama	Construction of a community welcome center with 5 rooms plus double-stall latrines in Karimama	\$10,000	5,000,000	5,320,620	10,320,620
17	Malanville	Construction of 5 latrines with 4 stalls each in the Commune of Malanville (Guéné, Garou, Sakawan zenon, Madecali, and Bodjècali)	\$10,000	5,000,000	1,916,728	6,916,728
18	Sègbana	Construction of a butcher shop in Libantè	\$9,500	4,750,000	1,676,332	6,426,332
	Total ALIBORI		\$59,100	29,550,000	24,356,566	53,906,566
19	Bembérékè	Construction of a butcher shop in Beroubouay	\$8,258	4,128,915	728,650	4,857,565
20	Kalalé	Installation of a multi-purpose mill in Dunkassa	\$10,292	5,145,763	2,520,760	7,666,523
21	N'dali	Construction of 2 marketplace stalls in Kakara, Sirarou sub-district (Commune of N'dali)	\$8,507	4,253,630	750,640	5,004,270
22	Nikki	Completion of the bridge on the Nikki-Sonri road	\$11,916	5,958,000	2,659,500	8,617,500
23	Pèrèrè	Construction of a 2-classroom module in Borikirou (Pèrèrè sub-district)	\$10,000	5,000,000	2,564,086	7,564,086
24	Sinendé	Establishment of a computer and Internet training center in the Commune of Sinendé	\$12,011	6,005,250	1,250,505	7,255,755
25	Tchaourou	Construction of a 3-classroom module in Tchaourou (EPP Tchatou)	\$12,000	6,000,000	3,472,000	9,472,000
	Total BORGOU		\$72,983	36,491,558	13,946,141	50,437,699
	TOTAL		\$259,911	129,955,352	68,754,369	198,709,721

Observations: During project implementation, RTI reconsidered the initial grants awarded to two communes:

(1) Tchaourou, where the RTI grant increased from 4,600,000 FCFA to 6,000,000 CFA francs to support and encourage efforts made by the Student Parent Association (APE) to help ensure the commune's financial and in-kind contribution

(2) Lalo, where the RTI grant increased from 6,000,000 FCFA to 9,000,000 FCFA to support additional costs incurred by the upgrading of the building, based on initial blueprints included in the project proposal, and providing equipment for its operations

The total amount of grant funds awarded was 129,955,352 FCFA.

The exhibits below provide details on budget allocations.

Exhibit 5. Allocation of Funding by Department

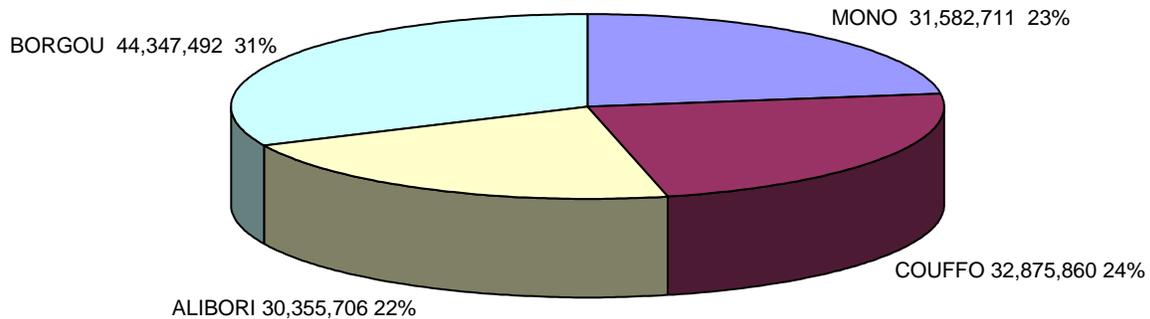
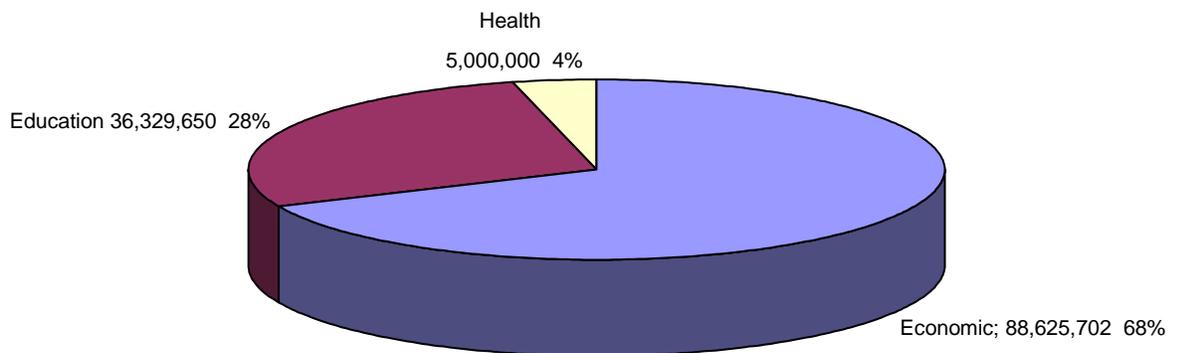


Exhibit 6. Allocation of Grants by Sector



Please note that HIV/AIDS was a crosscutting issue. Seventeen training and information sessions on STI/HIV/AIDS were conducted as part of micro-project implementation. These efforts are not depicted as health efforts in Exhibit 6 above but are included in the Education and Economy sectoral classifications.

2. *Technical Assistance*

2.1 Assistance to the local government

2.1.1 *Capacity building*

B-DACS staff provided the communes with over 75 technical support sessions on the following themes:

- Project design

- Resource mobilization at the local level
- Micro-project implementation monitoring
- Improving women's participation
- Mainstreaming HIV/AIDS as a crosscutting issue
- Improving local governance through data collection about indicators agreed upon during B-DACS launch phase
- Administrative management
- Enforcement of financial procedures
- Enforcement of decentralization law
- Justification of expenditures and financial report preparation
- Communications by reinforcing collaboration between CSOs and the municipality

2.1.2 Exchange visits

B-DACS sponsored the following exchange visits to support local government.

Gogounou to Abomey

The main purpose of the visit was to share and build on experiences to build capacities among local stakeholders around eight major themes:

- Administrative roles and responsibilities
- Resource mobilization strategy
- Public procurement
- Relationships between locally elected officials and civil society
- Women's involvement in the decision-making process
- The gender approach (e.g., involvement of youth, women, and the disadvantaged)
- STI/HIV/AIDS control strategy
- Experience sharing

Sinendé to Lokossa

Sinendé Commune received an RTI/USAID grant to help implement a project for establishment of a computer and Internet training center. To properly operate the equipment and avoid mistakes that led to the closing of similar centers, the Sinendé Commune organized an exchange and study visit to Lokossa. From December 13–16, 2006, the two communes worked and shared experiences on the following:

- The management method of the Lokossa cybercenter
- Financial management of the cybercenter
- Arrangements set up to ensure sustainability of the cybercenter
- Communications strategies for the cybercenter operations

- Difficulties encountered in the management of the cybercenter

This exchange visit resulted in development of an operating plan for the Sinendé cybercenter.

Nikki to Malanville

The communal council and municipal staff in Nikki, as well as five CSOs visited Malanville, Department of Alibori. This visit was conducted to promote efficiency in communal management, and provided an opportunity for the two communes to discuss the following:

- Administrative roles and responsibilities
- Resource mobilization strategy
- Public procurement
- Relationships between locally elected officials and civil society

Lokossa to Kandi

The exchange visit by Lokossa to Kandi was conducted as a step to establish inter-communal relationships among southern communes. It fostered interaction between elected officers and municipal agents. The main immediate result was the organization of periodic meetings between sub-district officers and the Mayor and deputy-mayors in Lokossa to discuss current affairs and activities undertaken and to reorganize preparation and adoption of the communal budget.

Athiémé to Ifangni

The communal council in Athiémé and selected heads of services traveled to the commune of Ifangni. The aim was to promote efficiency in communal management. The visit also helped the two communes set up a consultation framework and share experiences.

Dogbo to Dassa-Zoumè

Dogbo has experienced problems with the urban land register (RFU)—mainly tax avoidance—since the RFU was established in 2006. The purpose of the Dogbo visit to Dassa-Zoumè was to exchange information about methodologies and strategies for communication on the urban land register. By the end of various working sessions, a number of recommendations were made, including extending the tax base to the facilities of Benin-GSM, SONEB, SBEE, and Benin Télécom SA facilities.

2.2 Assistance to regional staff (Prefecture and deconcentrated)

During Phase II implementation, the Prefects, prefecture service heads, and other departmental deconcentrated services in the RTI intervention zones received outreach technical assistance. They participated in various training sessions organized for locally elected officials. The main effort that helped these supervisory institutions better

appreciate development strategy was the special training RTI organized during Phase II on the tools and methods for approval of Communal Development Plans.

During the Phase II extension, RTI closely involved the Prefects in major interventions of the project. They participated in the selection of micro-projects, often chaired workshops, and served as relays between RTI and the communes, mainly for access to information. The deconcentrated services were requested to provide technical assistance to the communes in the implementation of their activities. For example, this was the case for DDEHU and relevant education services at the local level. For the implementation of HIV/AIDS targeted activities, doctors in some area hospitals and head doctors in the communes were involved in order to provide specific support to the communes.

3. *CSO Involvement in the Decision-Making Process*

3.1 CSO capacity-building needs assessment (organization of four regional workshops)

One of the priorities for B-DACS was to reinforce dialogue between CSOs and the local government. Achievement of this objective required the completion of a diagnosis to identify capacity building needs for CSOs. To achieve this, an extensive program for CSO capacity building needs assessment was conducted. CSO internal capacity assessment tools were developed, and the CSOs were trained on how to fill in the forms.

B-DACS conducted workshops in the four target departments to assess CSO participation in commune development processes. Data was collected both on the level of collaboration of these organizations with the communal government and on their internal functions. Following workshops organized respectively in Mono, Couffo, Borgou, and Alibori, the CSOs conducted their own diagnoses. Some CSOs extended the diagnosis to community-based organizations. A total of 134 CSOs participated in this process, including the following:

- Communal Producer Unions (UCPs)
- Women's Group Unions, Networks, or Federations
- Student Parent Association Coordination structures
- Student Mother Associations (AME)
- Communal Health Center Management Committees (COGECS)
- NGO networks, where they exist, if not the most influential NGO
- Handicraft associations where they are already active
- Youth organizations

As a prelude to start-up of the capacity-building process, four principles were defined and shared with the mayors:

- Involvement of communal authorities in the capacity-building process

- Organizing activities in each commune so that the largest number of CSOs could be reached
- Addressing specific concerns for each commune
- Establishment of partnerships at the grassroots level between CSOs and communal authorities

Once agreement was reached with the Mayor, RTI conducted the methodological and financial planning for the activities and requests for proposals were launched. These activities took place from November 2006 to March 2007.

3.2 Training and technical support to CSOs for communal service delivery monitoring

As part of the implementation of this Phase II-Extension, RTI/Benin carried out training workshops in collaboration with CSOs working in our partner communes. By the end, these training sessions helped reinforce partnership and collaboration between communal actors and the CSOs.

Analysis of the results of the activities carried out, as well as the diagnosis of CSO participation in the communal development process, led to a recommendation that RTI provide individual support to each commune for the implementation of specific initiatives. Ultimately, 35 initiatives were financed and implemented in 20 communes:

- Twenty initiatives targeted training/information and CSO capacity building.
- Six initiatives addressed HIV/AIDS control issues.
- Two initiatives addressed gender issues (women's participation).
- One initiative targeted communications.
- One initiative fostered the promotion of Public-Private Partnerships.
- Five exchange visits were completed, including the one conducted by Gogounou well before the launch of these initiatives.

The number of proposals received and the relevance of the projects submitted illustrated the interest of communes for these initiatives, which helped achieve their expressed desire to promote partnership with CSOs.

Six hundred seventy-five CSOs were reached in the four departments of Mono, Couffo, Borgou and Alibori. A total of 23,873 persons participated in the activities in these communes with a women's participation rate of 45%. Additionally, announcements and radio broadcasts were produced to reach a greater number of citizens.

Exhibit 7. Training and Technical Support to CSOs

Commune	Initiatives	Activity Implementation	Number of CSOs Reached	Number of Beneficiaries		
				Males	Females	Total
Comé	Presentation of the mid-term progress status for activities carried out by the communal council in local languages, since the advent of decentralization	The activity mobilized locally elected officials, the municipality services, the literacy service and sub-district CSOs. The themes covered included the following: <ul style="list-style-type: none"> • Presentation of the content of the CDP and activities achieved • The role of the community in local development • The need to rely on all forms of local resources • Tax avoidance 	60	775	207	982
Toviklin	Mid-term status of B-DACS implementation	Performed data collection. Conducted presentation of the mid-term status under the chairmanship of the Mayor. Aired a radio broadcast to inform the population at large. The following themes were addressed: <ul style="list-style-type: none"> • Taking stock of activities carried out • Level of contribution and participation of each stakeholder • Difficulties encountered 	14	45	6	51
Lalo	CSO capacity building to make the Lalo commune development plan a tool for its promotion and development	The following themes were covered: <ul style="list-style-type: none"> • Level of the population's involvement in the designing and implementation • The need for ownership of the CDP by all stakeholders • Decentralized cooperation and external resource mobilization 	39	36	18	54
	CSO participation in the decision-making process in the commune of Lalo	The following themes were covered: <ul style="list-style-type: none"> • Legal basis of the concept • Various forms of participation in a decision-making process 	14	39	11	50
	Awareness raising about the texts on people living with HIV/AIDS in the commune of Lalo	The following themes were covered: <ul style="list-style-type: none"> • Symptoms and modes of prevention • Awareness raising about the texts 	15	39	11	50
Bopa	Training of the Communal Producer Union (UCP) in the treatment of animals and products	The activity was successfully carried out and Producer Unions participated actively.	1	35	7	42
Lokossa	Awareness raising on HIV/AIDS	The activity was successfully carried out and 2 deconcentrated State services were involved. The following themes were covered: <ul style="list-style-type: none"> • Risky behaviors among the youth • The need to be aware of one's serological status and to protect oneself 	2	108	78	186
	Exchange visit to Kandi	The visit of Lokossa to Kandi was part of the initiation of North-South inter-communal relationships. It fostered interaction between locally elected officials and staff of the two communes.	–	14	0	14
	Organization of Open-Door events for the commune of Lokossa, 2nd edition	This was a follow-up event from last year's successful activity		400*	260*	660*
Djakotomey	HIV/AIDS awareness raising in the commune of Djakotomey	The following themes were covered: <ul style="list-style-type: none"> • Risky behavior among the youth, especially apprentices • The need to be aware of one's serological status and to protect oneself 	15	126	288	414
	CSOs' involvement in the implementation of the Djakotomey communal development plan	Themes addressed: Decentralization law The stakes and opportunities of CSO involvement in the CDP implementation	20	550	250	800

Commune	Initiatives	Activity Implementation	Number of CSOs Reached	Number of Beneficiaries		
				Males	Females	Total
Athiémé	Improving the socio-political environment for local development through CSO capacity building	The following themes were addressed: <ul style="list-style-type: none"> • The role of CSOs in local development • Women in local development • Women in politics • Income-generating activities 	25	160	190	350
	Exchange visit by the Athiémé communal council to its counterpart in the commune of Akpro Missérété	This visit is part of the efforts to promote efficiency in communal management. The visit also provided an opportunity for the two communes to establish a consultation and experience-sharing framework.	–	14	0	14
Houéyogbé	Action to promote women's representation in communal decision-making bodies	Identification of beneficiaries Working sessions with women on the importance of their involvement in the decision-making process	18	30	150	180
Dogbo	Exchange visit by the commune of Dogbo to Dassa	Establishing contact and exchanging with the host commune about the communications process and strategy for establishment of the Urban Land Register (RFU).	1	3	1	4
	Revision of the CDP	Presentation and feedback on CDP implementation status in various sub-district and villages and strong involvement of local press in project implementation	–	1925	575	2500
N'dali	Revitalizing CSOs in the commune of N'Dali	The activity was carried out through the following steps: <ul style="list-style-type: none"> • Identification of the CSOs (13 as of 1/17/07) • Preliminary meeting with CSOs on January 24 • Drafting of legal documents (27 as of January 30) • Training of CSOs (6 as of 1/07/07) • Regularization of the legal status of the CSO umbrella organization (1/07/07) • Feedback session of training achievements • Radio broadcasting (February 22–28, 2007) 	33	260	210	470
Pèrèrè	Involvement of CSOs in the implementation of Communal Annual Plans	CSO training Feedback at the grassroots level in the sub-districts and villages	36	1440*	1000*	2440
	Organization of the International Women's Day celebration, 2007 edition	Presentation/debate and sketches on themes related to the following: <ul style="list-style-type: none"> • Awareness raising on girls' education • Awareness raising on the code of people and the family 	–	100	200	300
Kalalé	Revitalization of the Communal Committee for AIDS control in Kalalé	Baseline data collection about the progress status in mainstreaming STI/HIV/AIDS (3/20/07) Organized workshop to revitalize the CCLS	10	400	100	500
	CSO capacity building in Kalalé	CSO Training Feedback at the grassroots level in sub-districts and villages	30	60	40	100
Nikki	Awareness raising on HIV/AIDS control methods in villages serviced by the bridge on the Maro-to-Sonri road	Awareness raising among the population on STI/HIV/AIDS – Radio broadcasts Voluntary testing for 180 people, including 68 women. Themes addressed: <ul style="list-style-type: none"> • The channels of HIV/AIDS transmission and methods of prevention • Consequences of sexually transmitted infections • The advantages of HIV/AIDS testing 	2	224	136	360
	Establishment of the Communal Women's Network for Development (RECFED)	Working session with women to set up the RECFED Setting up 70 women's networks at the village level and 7 at the sub-district level Organization of a workshop to establish the RECFED Drafting and adoption of legal documents In terms of sustainability, the network will receive technical support from the municipality through its service for support to community initiatives and facility for radio broadcasting.	–	0	500	500

Commune	Initiatives	Activity Implementation	Number of CSOs Reached	Number of Beneficiaries		
				Males	Females	Total
	Organization of a local conference of the labor force in the commune of Nikki	<p>The following themes were addressed:</p> <ul style="list-style-type: none"> • Strategies of intervention and establishing policy dialogue and shared governance • Budget preparation and implementation monitoring • Promoting literacy • Commitment of the Diaspora for implementation of the CDP • Nonparticipation of an adequate number of Diaspora senior staff • Constraints to policy dialogue and shared governance. 	10	100	200	300
	Organization of an exchange visit to Malanville	<p>Participants acquired new experiences in the following areas:</p> <ul style="list-style-type: none"> • Administrative code of conduct • Resource mobilization strategy • Public procurement • Locally elected official-civil society relationships 	5	27	3	30
Sinendé	HIV/AIDS Control Day event in the commune of Sinendé	<p>Awareness raising about STI/HIV/AIDS</p> <p>Questions for a better understanding of the ways of transmission of the disease and conditions for testing and care were among the concerns discussed during the day. Involvement of the National AIDS Control Strategy Project (PASNALS)</p>	–	1300	1230	2530
	Implementing the Sinendé Cybercenter Operating Plan	<p>The activity was carried out through the following major steps:</p> <ul style="list-style-type: none"> • Training of the youth on the importance of computer literacy • Reflection session on education issues • Creation of a Web page about the commune • Establishment of the Internaute Club in 4/07 and computer training of club members 	–	1131	1107	2238
Gogounou	CSO capacity building in the commune of Gogounou	<p>Census of CSOs working in the commune and establishment of a directory</p> <p>Organization of a workshop to plan for the CSO training from March 1–3, 2007; training of CSOs on March 7–9, 2007</p> <p>Themes addressed:</p> <ul style="list-style-type: none"> • The issue of CSO-oriented local development • The missions of the commune: Respond to citizen's needs in the framework of a political vision • Helping CSOs recognize their roles in the implementation of the CDP; • Community project development: How to define a project? 	30	37	5	42
Kandi	Capacity building among locally elected officials and CSOs in the participatory management process for development and ownership of the CDP	<p>The preparatory phase consisted in developing a schedule for the workshop and preparing facilitation tools. The following themes were addressed:</p> <ul style="list-style-type: none"> • Clarifying a few concepts: centralization, decentralization, local development, CSOs • Communal Development Plan: content and advantages; implementation arrangements • Stakeholders involved in the local development process and their roles 	25	16	9	25
Banikoara	Training Banikoara commune CSOs in Decentralization and Local Governance	<p>Two themes highlighted the session:</p> <ul style="list-style-type: none"> • Commune of Banikoara and the stakes of decentralization • Promoting local governance in Banikoara <p>Group works focused on: Decentralization – Democracy – Governance – Good Governance – Local Governance – Local Development – Sustainable Development – The Stakes of Decentralization – The Commune</p>	15	34	5	39

Commune	Initiatives	Activity Implementation	Number of CSOs Reached	Number of Beneficiaries		
				Males	Females	Total
Ségbana	CSO awareness raising about marketplace animation	Planning of awareness raising activities with support from CSO representatives; CSO awareness raising about the animation marketplaces around the following themes: <ul style="list-style-type: none"> • Importance of marketplaces in the socio-economic development of the commune • The survival of local markets: The roles of various stakeholders in the commune Presentation of two sketches dealing with the issue and facilitation of debates on the following subjects: The selling off of food products in Nigeria – Abusive utilization of the Naira currency for all transactions at the detriment of the CFA franc	–	3375	3952	7327
	Citizenship education	Themes addressed: <ul style="list-style-type: none"> • Human rights • The duties of a good citizen • Built and nonbuilt land properties • Implementation of the CDP through the PAIs 	21	20	1	21
Malanville	Social mobilization for implementation of the CDP	Themes addressed: <ul style="list-style-type: none"> • The texts of decentralization law • The stakes and opportunities of CSO involvement in the CDP implementation 	10	100*	50*	150
Karimama	CSO capacity building for better collaboration with the Municipality in the implementation of the CDP	The agenda comprised three presentations: <ul style="list-style-type: none"> • Territorial administration in Benin before 2003 and at the advent of decentralization • Karimama and the stakes of decentralization • CSO leadership and commune development 	–	100*	50*	150
TOTAL NUMBER OF CSOS AND BENEFICIARIES ASSOCIATED WITH THE IMPLEMENTATION OF THESE INITIATIVES			675	13,023	10,850	23,873

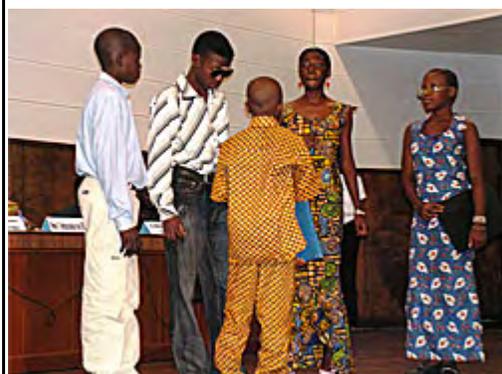
* = estimated number

3.3 Promotion of Public-Private Partnership (PPP)

Public-Private Partnerships awareness raising was addressed in the 75 micro-grant training sessions that were conducted at micro-project award, during implementation and at project completion. During the mid-term project review workshop held in Malanville in June 2006, there was also a focus on PPPs. Finally, a major national-level PPP workshop was held in Cotonou in April 2007. The following excerpts of an article that appeared in June on RTI's Website give information on this workshop.

Exhibit 8. Public-Private Partnerships Workshop in Benin Fosters Development Opportunities

In the Blue Room of the Palais des Congrès, one of the largest conference venues in Benin, an attentive audience of government representatives, elected officials, and civil society and private sector representatives laughs at the comments being made by a group of children who are impersonating them in a skit. The theme of the skit is public-private partnerships (PPPs), and the young actors who are playing the roles of mayor, government officials, private sector executives, and civil society leaders are arguing about how the national government is not delegating authority to empower local officials and how the private sector does not trust the local government. The ice is broken, and the audience is ready to engage in a more serious dialogue about the subject.



Five children perform a skit on public-private partnerships. The children, playing the roles of mayor, préfet, government official, and private sector and civil society representatives, argued about needs for the central government to delegate authority and empower local officials. [PHOTO: Liz Randolph]

The RTI Workshop

As part of the United States Agency for International Development (USAID)-funded Benin Decentralization and Anti-Corruption Project, RTI held a regional workshop titled "Public-Private Partnership: A Powerful Tool for Local Development" in Cotonou, Benin, on April 18-19, 2007. Among the 250 participants in the workshop were mayors and elected commune officials; senior executives of private companies; representatives from national governments, civil society organizations, and development agencies; and experts from RTI's home and regional offices in Benin, Guinea, Mali, Senegal, and South Africa.

Mr. Pascal Irenée Koupaki, the Beninese Minister of Finance, Economy, and Development, kicked off the event with a dynamic opening speech that emphasized the importance of trust as an essential element of PPPs and encouraged their use as a tool to foster sustainable solutions in the absence of durable funding for local development projects.

What Are PPPs?

A PPP is a cooperative venture between the public and private sectors, built on the expertise of each partner in a manner that best meets clearly defined public needs through the allocation of resources, risks, and rewards. RTI's strategy in encouraging PPPs is based on the potential value of collaboration

among government, civic, and business sectors, and the media. Each of the partners has a role and an agenda, but there are numerous areas where collaboration may be beneficial for more than one partner, and these opportunities can yield positive results. RTI does not foster PPPs merely as funding tools for public projects, but rather seeks to address development opportunities where the interests of the private sector intersect with those of the government and civil society organizations. The scope of possibilities includes infrastructure development that could range from better markets and basic social services to clearer tax and import and export policies.

Participants and Sponsors

Participants of the Benin workshop spent two days networking, sharing lessons learned from past partnership experiences, and discussing strategies to design and implement successful PPP models that advance local development and reach the United Nations Millennium Development Goals. Among the private sector participants and event sponsors were Ecobank Guinea and Ecobank Benin, whose representatives shared their experiences and vision for future partnerships. Other private sector representatives and workshop contributors included the Chambre du Commerce et d'Industrie du Bénin, MAFA-TECH, Imprimerie Tunde, the Dutch Development Organization SNV, Plan Benin, and Program de Développement Municipal (PDM). The event received extensive media coverage and was in the headlines of major local newspapers, radio stations, and television channels.

Workshop Goals

The United States Ambassador to Benin, Gayleatha Brown, noted in her address to the participants that the investment made by the American government through the decentralization project implemented by RTI will produce the greatest return if the stakeholders truly use PPPs as tools for local development. She said that there is a need to foster PPPs where "each partner will provide expertise to reach common goals."

In his closing remarks, Raphael Mensah, director of the Benin Decentralized Cooperation Unit of Foreign Affairs, said he wants the recommendations and results of the conference to translate into concrete win-win local development projects that will meet the needs of communities and help achieve the Millennium Development Goals.

RTI's Chief of Party in Benin, Omar Touré, said the goal of the conference was to create bridges between the public and private sectors. "The PPP workshop gave the participants the opportunity to meet, address their concerns, and develop processes to implement future partnerships and foster local development," said Touré. "A follow-up by the government is needed, and we are delighted that the Ministry of Finance, Economy, and Development is putting a large emphasis on PPPs. We must work rigorously with the follow-up committee to translate the recommendations from the workshop into concrete steps. Each local government official is now equipped to organize PPP meetings at the communal level. We hope that the results of this conference will contribute to ameliorating the living conditions of the local communities."

4. Crosscutting Issues

4.1 Gender

To assess women's involvement, RTI developed three measurement indicators in the implementation of B-DACS:

- The percentage of women members of micro-project management committees
- The percentage of women attending the communal council meetings and sessions
- The number of decisions made at the communal level toward the improvement of women's living conditions

A baseline data collection indicated that women’s participation was 23%. Following adoption and implementation of the intervention strategy, 38% of management committee members were women, and women’s representation at communal sessions was estimated at 30%.

Two types of interventions were agreed upon to respond to program concerns:

1. Supporting the designing, implementation, and monitoring and evaluation of 17 micro-projects with involvement of women as a crosscutting issue.
2. Development of an approach for reinforcement of women’s participation in the management of communal affairs. This approach had five intervention strategies:
Strategy 1: Conducting a participatory diagnostic process leading to a plan for improvement of women’s participation in communal decision-making process
Strategy 2: Monitoring and support to commune initiatives for women’s participation
Strategy 3: Communications on the experiences of women mayors and municipal counselors through the press
Strategy 4: Communications/sharing successful experiences
Strategy 5: Designing a women’s capacity-building project for their participation in the management of communal affairs

This approach aimed at improving, in a sustainable manner, women’s participation in the management of communal affairs and in the decision-making process through counseling, technical, material, and/or financial support.

Three examples of the approach are noted below:

1. Support to the Network of Elected Women Counselors in Benin (RéFEC Benin) for exchanges on the theme “Rural women in communal development” through a televised debate
2. Financing and technical support for micro-projects aimed at establishing umbrella organizations representing women and for reflection and analysis sessions about commune development
3. Supporting a debate on the radio with women of the Diaspora and women leaders on the theme: “Women’s involvement in communal management”

Results achieved

- Management committees for the 25 micro-projects had 38% women’s representation. New committees systematically integrate, and some of the former ones, such as in Bembèrèkè and Gogounou, were reinforced by adding women.
- Some of the communes assigned women to key-positions (treasurer, organizers) in their management committees.
- Collaboration between women and communal authorities has been strengthened.

- Clarified visibility of the commune regarding the representation of women in the management bodies for all communal issues as well as their participation in the decision-making process.
- Several awareness-raising sessions about girls' education were held during the provisional reception ceremonies for micro-projects in the education sector.
- Empowerment of women and men to help them play their roles in improving women's participation in the decision-making process.
- Communal authorities and women's organizations developed better understanding (weaknesses/constraints, strengths/opportunities) of the issue of women's participation in communal management.

Overall, the issue of women's participation in the decision-making process in the communes has increased as a concern throughout the target communes.

4.2 HIV/AIDS

HIV/AIDS-related issues were regularly taken into account in micro-project implementation through awareness-raising sessions, posters, skits, and other means. Exhibit 9 below indicates the status of activities carried out as well as a few observations made for the communes. In summary:

- Seventeen HIV/AIDS activities were completed, out of 18 planned in the micro-project proposals submitted to RTI by the 25 partner communes.
- The activities reached at least 2,860 people (e.g., young students, school dropouts and apprentices, men and women market sellers, butchers, APE members).
- 5,000 male condoms and 50 female condoms were distributed.
- Promotional items such as T-shirts were distributed to support the evaluation of awareness-raising activities.
- Four of the seven communes (Klouékammè, Grand Popo, Dogbo, Sègbana), which had not originally planned for any HIV/AIDS activities, implemented some activities with advice and support from B-DACS.
- Out of 30 users accommodated with newly constructed market stalls in Lokossa, four are people living with HIV (PLWHIV).

The mayors collaborated with several institutions and services to organize these awareness-raising sessions: local radio stations, *Comité Villageois de Lutte contre le SIDA* (CVLS), area hospitals, health centers, NGO Médecins Sans Frontière, and the CORRIDOR project. This constituted a strong foundation for public-private partnership for the issue of HIV/AIDS in the communes.

In the communes of Kalalé, Nikki, Sinendé, Djakotomey, Lalo, and Lokossa, the municipalities carried out the activities, in collaboration with deconcentrated services (Center for Social Promotion, health center, Center for Information, Perspectives and

Counseling), NGOs, and the HIV/AIDS control programs (the NGO *Forces Nouvelles pour un Développement Humain durable* [FNDH] in Lokossa, National AIDS Control Strategy Project [PASNALS] projects in Sinendé, Peace Corps in Kalalé, a local NGO *Aktion Pro Humanität* (APH) in Gohomey with Djakotomey, a local NGO with Lalo). Activities reached about 40,000 direct beneficiaries, mainly young girls and boys from all categories (apprentices, students, school dropouts, and others), representing some of the most vulnerable groups to the disease. Exhibit 9 shows some results and sustainability factors for activities completed.

Exhibit 9. Summary of HIV/AIDS Control Activity Implementation

Communes	Initiatives	Some Results	Sustainability Factors
Lalo	Awareness raising about texts dealing with people living with HIV/AIDS in the commune of Lalo	<ul style="list-style-type: none"> 50 representatives from social organizations (trades, PLWHIV, NGO representatives, religious groups ...) were informed about the content of the law for protection and care for PLWHIV. 	Organizing radio broadcast to inform a larger number of people
Lokossa	Awareness raising among the youth on STI/HIV/AIDS in Agonve	<ul style="list-style-type: none"> Increase in the number of voluntary tests conducted at the Center for the Promotion of Cooperative Initiatives (CIPEC) as stated by the animator of CIPEC-Lokossa 186 youth sensitized about HIV/AIDS 	Existence of the Focus Unit for HIV/AIDS at the Municipal Office
Djakotomey	STI/HIV/AIDS awareness raising in the commune of Djakotomey	<ul style="list-style-type: none"> 10 peer-educators trained 15 youth groups, or 414 people (121 boys and 293 girls) ages 15 to 24 years old sensitized by peer-educators about the ways of transmission, prevention methods, and various types of care and risky behaviors. Improved level of knowledge among the youth (35.5% demonstrated good knowledge at the pre-test and 83.57% did so at the post-test). The municipality was requested to facilitate contact and transportation for 40 hairdresser youth from Djakotomey II to the NGO in charge of facilitating the activity (APH/Gohomey) for voluntary testing. 	10 young peer-educators have been trained
Kalalé	Revitalization of the Communal Council for AIDS control in Kalalé		CCLS trained and revitalized Establishment of CVLS
Sinendé	Celebration of the 19th edition of the HIV/AIDS Control Day event	<ul style="list-style-type: none"> 2,530 (1,300 boys and 1,230 girls) college students sensitized on HIV/AIDS issue and response Population sensitized during the tournament 4,000 condoms distributed among youth of over 18 years old Celebration of the International HIV/AIDS Control Day Sensitization experience through an inter-college soccer tournament (the Bopa experience replicated) 	Existing management committee to conduct awareness raising during vacation periods every year
Nikki	Awareness raising about HIV/AIDS control methods in villages served by the Maro-to-Sonri road bridge	<ul style="list-style-type: none"> Voluntary testing activities in 5 villages previously sensitized During the feedback session of the results, part of the population solicited the municipality to facilitate another session of voluntary testing in their villages. 	Funds allocated in the budget for HIV/AIDS activities. Relationship established between the Municipality and CIPEC for organization of these awareness-raising sessions with periodicity to be determined.

In total, knowledge, attitudes, and practice among the target population about HIV/AIDS prevention methods as well as the promotion of voluntary testing and knowledge of the arrangements planned by the law on prevention, care, and control of HIV/AIDS in the

Republic of Benin, have been reinforced through these initiatives (the case of Kalalé, for example).

These initiatives also helped reinforce collaboration between deconcentrated institutions—the Municipality, NGOs, projects/programs, and social organizations—around HIV/AIDS, which has become a local development issue. An example is incorporating Information Education Communication /Communication for Behavioral Change (IEC/CCC) on HIV/AIDS during soccer recreational activities.

RTI provided technical and financial support to the commune of Toviklin for achievement, adoption, and extension of a communal policy document on HIV/AIDS, which was agreed upon during a session of the communal council. This activity, which gathered all communal actors for HIV/AIDS control, bodes well for a participatory mainstreaming of HIV/AIDS issues into communal development. A committee was set up to monitor implementation of the policy and ensure better coordination of the activity within the commune. A local NGO, RADD, applying the principles adopted in the document, sent its annual activity program to the municipality to solicit support, monitoring, and collaboration during implementation.

B. Anti-Corruption Component

1. Supreme Audit Institutions' investigative and verification capacity reinforced

1.1 Increasing the performance of Supreme Audit Institutions

The Chamber of Accounts of the Supreme Court, the Inspector General of Finance (IGF), and the National Committee for Public Procurement Regulation, were the three Supreme Audit Institutions (SAIs) that partnered with B-DACS. The capacity-building package provided to each of them included the following:

- Facilitation of a participatory institutional diagnostic with the following objectives:
 - To assess the anti-corruption environment in Benin and determine the contribution of the SAI in its improvement
 - To identify and analyze those positive factors and constraints affecting the SAI's anti-corruption action in Benin
 - To propose strategies that would help reinforce the contribution of SAI in the promotion of transparency and public finance management in Benin
 - To develop institutional capacity strengthening plans to help the SAI successfully achieve its mission
- Development and implementation of a capacity-building plan

1.1.1 Inspection Générale des Finances (IGF)

For IGF, capacity building was expressed in terms of verification capacity improvement for customs; improving the understanding of audits, particularly the audits of result-

oriented programs; accounting and financial management software; and English language. A workshop was organized to facilitate the planning of IGF's anti-corruption interventions. Finally, a development plan for IGF was prepared following an analysis of the new reforms introduced by the Ministry of Economic Development and Finance, as well as State budget preparation procedures along with the introduction of program-budgets.

Exhibit 10. Summary of IGF Development Objectives

IGF development objectives
<p>IGF's Anti-Corruption mission: To contribute in reducing corruption cases in public finance management in Benin through the control of the sectors in the public administration that have high risks of corruption</p> <p>Strategic Objective: To control all corruption-risk sectors of public administration by 2010</p> <p>Specific Objectives:</p> <ul style="list-style-type: none"> ▪ To reinforce IGF's internal anti-corruption mechanism ▪ To design a communications policy for IGF ▪ To create conditions for self-referral at IGF ▪ To limit the influence from higher level hierarchy ▪ To establish and maintain dynamic collaboration between IGF and anti-corruption organizations ▪ To act against impunity of corruption cases

1.1.2 Chamber of Accounts of the Supreme Court (CA/SC)

The Chamber of Accounts of the Supreme Court oriented their capacity-building efforts toward the improvement of their performance in implementing missions, reporting, and report publishing.

Indicators were developed and introduced in the Annual Verification Plan (AVP). These performance criteria were adopted by CA/CS during a 2007 AVP workshop. This workshop provided an opportunity for Counselors, Auditors, Verification Assistants, and Magistrates to discuss relevant themes. The workshop also addressed the issue of efficient management of missions and reports, as well as programs financed by technical and financial partners. Teams were set up with their roles and responsibilities defined.

Exhibit 11. Summary of CA/SC Development Objectives

CA/SC development objectives
<p>Vision: The Chamber of Accounts of the Supreme Court has a good performance record</p> <p>Improved technical performance</p> <ul style="list-style-type: none"> ▪ Achievement rate of the Annual Verification Plan ▪ Number and Percentage of public accounts audited <p>Efficient partnership with public finance auditing bodies, the press, and civil society</p> <ul style="list-style-type: none"> ▪ Number of reports published ▪ Number of press events organized ▪ Number of training sessions organized <p>An improved institutional framework</p> <ul style="list-style-type: none"> ▪ Number of information sessions on reform, held with stakeholders

1.1.3 National Commission of Public Procurement Regulation (CNRMP)

The National Committee for Public Procurement Regulation prepared an action plan and a budget, after adoption of the participatory diagnosis workshop report through a board of directors meeting. The CNRMP also engaged discussions with donors in order to mobilize additional resources.

Exhibit 12. Summary of CNRMP Main Strategic Lines of Intervention

CNRMP main strategic lines of intervention	
1.	Improving the legal and institutional framework
2.	Development and implementation of a national strategy for capacity building in public procurement
3.	Developing an overall communications system
4.	Developing a sustainable financing mechanism for the regulation
5.	Developing performance evaluation systems

1.1.4 Summary of SAI Control Activities

During B-DACS, the SAIs conducted activities to control and audit public accounts. IGF partially conducted the missions included in their AVP. But it was also much solicited by the *Ministère du Développement, de l'Economie et des Finances* (MDEF) of the new government to conduct unplanned activities, particularly audits commissioned by the government soon after it was sworn in. The Chamber of Accounts of the Supreme Court increased its activities as a result of the availability of the commune management accounts. This result will be further discussed later in this report since it is part NGO ALCRER advocacy efforts, conducted with support from B-DACS. The CNRMP conducted an audit mission to the public procurement units both at the level of central administration (Ministry and General Directorate, Institutions of the Republic) and at the level of local communities.

Exhibit 13. Summary of Public Procurement Performance Indicators

Institution	System integrity	Implementation efficiency	Addressing complaints	Control
National Committee for Public Procurement Regulation	<ul style="list-style-type: none"> No. and nature of violations observed No. of actors sanctioned No. of sanctions taken (implemented), compared with sanctions proposed No. of guides prepared and/or updated, provided to bidders 	<ul style="list-style-type: none"> No. of contracts cancelled 	<ul style="list-style-type: none"> No. and amount of complaints received No. of complaints addressed, compared with no. of complaints received No. of complaints addressed in due time Average time frame for addressing complaints 	<ul style="list-style-type: none"> Percentage of procurement institutions audited annually. No. of institutions having enforced instructions following the audits Annual report available

Institution	System integrity	Implementation efficiency	Addressing complaints	Control
National Directorate of Public Procurement	<ul style="list-style-type: none"> No. of bidding notices disseminated, compared with no. of contracts signed (standard is 90%) No. and amount of contracts not awarded in accordance with open bidding procedure, compared with no. and amount of contracts signed (the standard is 10%) 	<ul style="list-style-type: none"> No. and amount of contracts awarded Physical implementation rated, compared with financial implementation rate No. of bidding documents approved, compared with no. of contracts planned for 		
Public Procurement Unit	<ul style="list-style-type: none"> No. of bidding documents published, compared with the no. of contracts awarded No. of contracts awarded, compared with the no. of contracts anticipated No. of submissions recorded after the first round of bidding 	<ul style="list-style-type: none"> No. of contracts executed, compared with the no. contracts awarded No. of contracts cancelled, compared with no. of contracts awarded 		

1.2 Providing selected computer and other office equipment to control institutions

Supplies and equipment were provided to supreme control institutions on the basis of needs expressed by each institution. The CNRMP received office materials and furniture, which helped it to be operational soon after its establishment. The CA/SC solicited equipment that helped it improve the quality of reports. This choice was made based on its objectives and performance criteria. IGF solicited reproduction and communications equipment. The funding for equipment by partner totaled as follows:

Supreme Audit Institution	Amount
The Chamber of Accounts of the Supreme Court	\$17,000
The National Commission for Regulation of Public Procurement	\$20,938
The Inspector General of Finance	\$10,451
Total	\$48,289

1.3 Increasing the collaboration of Public Control Institutions with Civil Society groups, local governments and other public institutions to disseminate information on good management control procedures

RTI held a series of meetings with SAI partners. This initiative was welcomed by the heads of these institutions who expressed their desire to have the initiative extended to CSOs. To ensure its sustainability, FONAC established a dialogue and exchange framework among key actors, both in the public and private sectors, as part of its B-DACS micro-project to reinforce the fight against corruption.

1.4 Civil society's role in anti-corruption strengthened

1.4.1 *Grants to CSOs*

Six CSOs received grants totaling \$177,921. RTI provided continued technical support on programmatic, administrative, and financial aspects. Each CSO targeted a specific issue and implemented a specific approach. Innovations were introduced in CSOs' approaches. Collaboration, dialogue, reflection on various concerns, proposing solutions, and direct questioning replaced the all-out denunciation strategy. This helped improve the credibility of CSOs with public finance control institutions and with locally elected officials.

Exhibit 14. CSO Anti-Corruption Projects

CSO	Project Title	Budget in CFA		
		Total	USAID	CSO
FONAC	Strengthening the Fight against Corruption and Institutionalization of an Anti-Corruption Day	34,422,800	24,087,800	10,335,000
ALCRER	Support to Improve Efficiency of the Jurisdictional Control of Commune Management Accounts	17,200,000	13,300,000	3,900,000
SOCIAL WATCH	Citizen Control over Public Action within the Ministries of Health, Agriculture and Education in the Communes of Ifangni, Lokossa and Parakou	19,939,500	12,619,500	7,320,000
Transparency Int. Benin	Support to Financial Good Governance in Benin	16,335,000	12,635,000	3,700,000
LDCB	Combating Corruption in the Customs and Fiscal Administration	16,591,250	11,051,250	5,400,000
APROBES	Promoting Good Governance and Transparency in the Cotton Sector in Benin	27,531,000	15,267,000	12,264,000
TOTAL in CFA		131,879,550	88,960,550	42,919,000
US DOLLAR based on \$1 = 500 CFA		\$263,759	\$177,921	\$85,838

1.4.1.1 The Association for Fight against Racism, Ethnocentrism and Regionalism (ALCRER)

ALCRER contributed significantly in improving the efficiency of jurisdictional control of communal accounts. Major results included ensuring effective review of community accounts by the Ministry of Finance and their judgment by the CA/SC. With such an important result, ALCRER was provided with the opportunity to organize a workshop to share experience with actors involved in the presentation of community accounts.

The Minister Delegate in Charge of the Budget chaired the workshop, which was facilitated by, among others, the Counselor of the Chamber of Accounts and the President of the Local Community Unit. Several witnesses confirmed the importance of the results achieved by ALCRER. To further improve the results achieved, the Ministry of Finance organized a workshop in June 2007, designed to validate the manual for presentation of accounts, which was developed with USAID support. The Ministry promised that once the manual is adopted, a ministerial decision would be made for its immediate enforcement. It is worth noting the high-level ownership of this initiative by ALCRER, as they were closely involved in the preparation and facilitation of the workshop. ALCRER, therefore, committed itself to following up on the process to ensure that the decision is made. In its future perspectives, ALCRER intends to support the process to ensure that the remaining steps, such as feedback at the communal level and the enforcement of sanctions (if there are any), are carried out.

1.4.1.2 The “Front des Organisations Nationales Contre la Corruption” (FONAC)

FONAC made efforts to mobilize actors at the national level in order to urge the government to adopt a National Anti-Corruption Day (NACD) in Benin. FONAC organized three regional workshops in the Northern, Central, and Southern regions of the country. A press conference followed each workshop. The theme discussed during the workshops concerned the need to organize an NACD and its method of organization. FONAC undertook advocacy effort for this, which resulted in a decree by the government of Benin. The first edition of the National Anti-Corruption Day took place on December 8, 2006, in the presence of five ministers of the government. With coordination by FONAC, anti-corruption CSOs made presentations and conveyed several messages to the government, the administration, and citizens. As a follow up, workshops on the issue of corruption were organized in various ministerial departments and Institutions of the Republic. Celebration of the NACD was followed by an evaluation session chaired by the Cabinet Director of the Ministry of Administrative and Institutional Reform.

FONAC also established a consultation framework for anti-corruption stakeholders. Meetings are held on quarterly basis to discuss current issues related to corruption in Benin, with the mandate of taking stock of the fight against corruption in Benin. These meetings are aimed at facilitating dialogue and information sharing among actors, both from the public sector and from CSOs.

FONAC held two reflection day events. The first one discussed the theme “Role of journalists in the fight against corruption.” The second, attended by economic operators, was jointly organized with the Chamber of Commerce and Industry of Benin, and addressed “The role of economic operators in the anti-corruption fight.”

During the same period, FONAC received allegations regarding specific corruption charges. These allegations were examined, and discussions were engaged with the concerned public services.

1.4.1.3 *The League for the Defense of Beninese Consumers (LDCB)*

The LDCB carried out micro-grant-funded project research on corruption in the customs and tax administration. Following this, they held a validation workshop with USAID partner CSOs involved in B-DACS. This workshop provided an opportunity to amend documents presented by the consultants. Four TV debates were then organized. The first, as an introduction, presented the central issue of the project regarding corruption in tax and customs administrations. The second focused on corruption in customs operations at the Port of Cotonou. The third discussed corruption in the taxation process. Finally, the fourth concerned measures taken by the two administrations to fight corruption, as well as appeals to service users to change their behaviors when dealing with corrupt administrative agents and “middlemen” working in this sector.

LDCB leaders and representatives from fiscal and customs administrations facilitated the TV debates, which were attended by CSO members and economic operators.

In addition to these debates, LDCB produced and disseminated press articles to reach a greater number of target populations. Moreover, they designed posters that inform users on customs procedures. These were published in three newspapers: *La Nation*, *Le Matinal*, and *Le Municipal*.

1.4.1.4 *Transparency International/Benin (TI-Benin)*

Under the “Support to Financial Good Governance” project, TI-Benin published and disseminated 3,000 copies of a book entitled *Reflections on Financial Good Governance*. Three conference-debates were later organized to discuss themes derived from the book and relating to current issues. These themes, and facilitators, are listed below:

- | | |
|---|--|
| (1) Economic good governance in Benin | Mr. Pasacal Irene Koupaki
Ministry of Economic Development and Finance |
| (2) Access to information sources as a means to fight corruption | Clément Houenontin, journalist and First Vice-President of the High Authority for Audiovisual and Communications (HAAC)
François Awoudo, journalist, former President of the Observatory of Media Deontology and Ethics (ODEM),
Director General of the press agency Mediane Afrique |
| (3) The national system of integrity and its implications for education | Maxime Akakpo, Member of TI-Benin
Madam Evelyne Sossouhounto Kaneho, Minister of Primary and Secondary Education |

Three major recommendations emerged from the conferences:

- TI-Benin and other CSOs should pursue and intensify advocacy efforts for the adoption of texts that would allow access to information sources, not only for the press but also for all citizens. This would facilitate the presentation of accounts and oblige the administrations to be more transparent and more responsive to information requests from the citizens.
- Benin should prepare and implement a national system of integrity in order to define lines of intervention to fight corruption that were more coherent and would engage institutions of the republic. This would help avoid sporadic and sometimes spectacular actions that do not reach far enough into the systems.
- The ministries in charge of education should integrate the national system of integrity into the teacher training curricula. This could be achieved through development of textbooks.

1.4.1.5 Agence de Promotion du Bien-être Social au Bénin (APROBES)

APROBES finalized the methodology for the study and organized a workshop for information sharing with anti-corruption CSOs, leaders of the Inter-professional Association of Cotton Producers (AIC), and a representative of the Ministry of Agriculture. Later, a data collection mission helped the consultants and members of APROBES discuss the methodology with leaders of farmer organizations in the communes of Kérou, Djougou, Kalalé, Banikoara, Aplahoué, and Djidja. The provisional report of the study was discussed through a workshop with the RTI Chief of Party (COP) and the consultants. The workshop provided indications and orientations for further improvement.

The study conducted by APROBES aroused considerable interest within the government. In addition to designating a representative to participate in the project, the Ministry of Agriculture requested a presentation for cabinet members involved in the management of the cotton sub-sector.

APROBES launched the study report in the presence of various civil society leaders, mayors, press agency, and central administration representatives. Although the results of the study are not in line with the new sub-sector management approach designed by the government, APROBES endeavored to accurately explain the outcomes of field surveys and its own analyses. Inadequate practices in the sub-sector governance were revealed and recommendations were made for decision-makers. Among APROBES' other recommendations, it urged for privatization of *Société Nationale Pour la Promotion Agricole* (SONAPRA) and redefinition of the role of the State as an arbitrator or regulator but not as a player.

1.4.1.6 Social Watch

Through B-DACS support, Social Watch set up three local branches and three thematic groups that made efforts to denounce corrupt practices in the education, health, and

agricultural sectors. At both local and national levels, Social Watch branches conducted surveys, press conferences, radio debates, and direct questioning, and produced reports to fight against corruption in the communes of Parakou, Lokossa, and Ifangni as well as in the three ministerial departments.

A TV and local radio communications campaign helped sensitize citizens for massive participation in the management of their community affairs, control of the budgeting process, and monitoring of budget execution. A network of communicators able to design messages and spots was set up, and members of this network continue to disseminate the messages without any external financial support.

Completion of the anti-corruption sketches with TI-Benin and Social Watch

Exchanges with TI-Benin resulted in an agreement to broadcast an anti-corruption spot designed by TI-Benin. The spot aired on the national TV channel (ORTB) six times a week and on the three private TV channels (GOLFE TV, CNAL 3, and La CHAINE 2). The spot appeared between two large-audience TV films.

The radio spots were prepared in partnership with Social Watch. Members of Social Watch have a network of press agencies working both in Cotonou and in communes throughout Benin. The spots were designed and broadcast by a dozen radio stations within the country. These TV and radio spots were co-financed by the Netherlands Embassy.

1.4.2 Dynamic Alliance Building/Partnering

Collaboration among these CSOs for implementation of their projects (sharing methodologies and provisional results of studies, organizing self-evaluation meetings, preparing and conducting major anti-corruption events jointly) helped to establish closer and more confident relationships among the group.

Among the collaborative relationships that emerged were the following:

- Coaching between NGO Directors (for example, ALCRER helped LDCB in its discussions with the Directors General of customs and tax services, FONAC assisted LDCB to conduct televised debates, FONAC assisted Social Watch to conduct a workshop, and TI-Benin supported FONAC on dialogue with media)
- Organizing validation sessions for advocacy strategy/methodology and results of studies conducted on the ground
- Maintaining informal relationships for information sharing and counseling
- Joint designing of programs for submission to other donors
- Establishment of the anti-corruption CSO consultation framework

These initiatives were extended with the preparation and implementation of activities for the National Anti-Corruption Day in Benin. Though initiated by FONAC, the celebration of the NACD was an achievement by all CSOs that participated in the designing of the

program, the drafting and presentation of documents, and the facilitation or support to Institutions of the Republic.

CSOs fighting against corruption had existing relations with the press. In B-DACS, however, RTI established a strategic partnership by providing capacity-building support to the newspaper *Le Municipal*, which now has a column on anti-corruption that is fed information by USAID partner anti-corruption CSOs. In addition to the CSOs, *Le Municipal* is now well connected with the Supreme Auditing Institutions to cover their anti-corruption efforts.

Efforts made by B-DACS to establish an alliance on corruption provided an opportunity to set up and train a Forum of Communicators for Good Governance in Benin (FNC-GOUVERNANCE). The forum is initially composed of 35 members, including journalists and communicators (at both national and local levels) with the following objectives:

- Promote the value and principles of the rule of state and democracy.
- Promote the value and principles of good governance.
- Build capacity among organizations for social communications.
- Support organizations working to promote and defend similar values and principles by relaying their activities.
- Establish a governance and anti-corruption knowledge hub within press agencies, organizations, and institutions working to improve governance in Benin.
- Provide FNC-GOUVERNANCE members and communications professionals with conceptual tools needed for governance and anti-corruption.
- Support electoral processes in Benin and in Africa in order to contribute in free and transparent elections.

B-DACS also provided support to an artist in the fight against corruption by working with him to design scenarios and cartoons dealing with good governance and anti-corruption in particular. Our relationships with *Le Municipal* and the CSOs resulted in their soliciting the artist to illustrate anti-corruption messages.

Finally, RTI helped build capacity for the Glegbenu network, which has a team of young boys and girls presenting sketches on governance issues, including the fight against corruption.

1.4.3 Anticorruption Legislation Drafting

Existing legislative and regulatory texts were analyzed under the projects implemented by CSOs. FONAC participated actively in the validation of the anti-corruption law that was introduced by the public life moralization unit. When this unit was dissolved at the advent of the new Yayi Boni government, FONAC took over the advocacy process to have the law adopted by the National Assembly. Several other activities were undertaken to mobilize other CSOs, African Parliamentarian's Network Against Corruption

(APNAC) and *Cellule d'Analyse des Politiques de Développement de l'Assemblée Nationale* (CAPAN). FONAC submitted the draft legislation to the National Assembly and the new legislature has stated that it will be part of their priorities. FONAC and TI-Benin are playing the watchdog role to ensure diligent processing by the National Assembly. The main concerns for B-DACS (i.e., whistle-blower protection, illegal enrichment, nonprescription of economic crimes, and access to information sources) are included in the draft legislation submitted to the National Assembly.

1.4.4 Fostering Anti-Corruption Campaigns in Schools

Among the CSO projects submitted by Social Watch and TI-Benin, one targeted corruption at school. Social Watch conducted surveys, followed by press conferences and radio debates. TI-Benin raised the issue with the Ministry of Primary and Secondary Education at one of their Conference-Debates. This session provided an opportunity for the audience to denounce recent cases of corruption and ongoing practices in the education system, and to express the need to introduce in the school curricula subject matters that efficiently address moral and integrity issues.

II. Activities Planned and Delayed or Not Completed

A. Decentralization Component

1. Regional-level Public-Private Partnership Workshops

The two PPP regional workshops were not held as originally planned. This was due mainly to time constraints for locally elected officials. Instead, discussion of PPPs at the regional level took place at other project events (such as the Year 1 project review workshop in Malanville) and regularly at the micro-grant training sessions. Additionally, a much greater effort was put into organizing the national-level PPP workshop, which was held in Cotonou in April 2007.

2. Micro-project delays

A number of communes experienced delays in the achievement of their micro-projects. These delays may be explained by several factors, including the following:

- All communes, particularly those of the Borgou and Alibori, were affected by a shortage of cement.
- The Nikki bridge construction was suspended for three months due to the rainy season.
- In the Mono and Couffo departments, the 2005–2006 communal budgets were voted on only in June 2006, which did not allow the communes to sign contracts and release their contributions to pay for start-up advances to the contractors.
- Some communes experienced delays in mobilizing local contributions.
- Internal human resources constraints occurred in the communes.

- Some tax collecting agents demanded that the contractors pay the guarantee. In some of the communes, the contractors were not able to provide this guarantee. Negotiations were conducted, sometimes with RTI support, to help identify alternative solutions, but this process took time.
- The campaign for legislative elections also affected the implementation of micro-projects related to CSO capacity building, thus causing delays in the organization of training workshops and the transmission of reports and vouchers to RTI / USAID headquarters.

B. Anti-Corruption Component

The B-DACS staff and implementing partners carried out all major anti-corruption activities as programmed. Nevertheless, some delays were experienced. These delays can be attributed primarily to the following circumstances:

- Negotiation and acceptance phases: Some institutions took time to endorse the idea of Participatory Institutional Diagnosis. As they didn't know much about this tool and its method and implications within the institution, it took time for some institutions to accept it (the National Committee for Public Procurement Regulation held its session only in September 2006).
- Elections: Benin organized presidential and legislative elections in 2006 and 2007, respectively. Elections mobilized both the CSOs and SAIs, thus rendering them far less available in pre-, during, and post-election periods.
- Finding qualified consultants to provide training to SAIs proved difficult. (Consultations to recruit consultants for the training of finance inspectors were unfruitful since IGF deemed proposals submitted by *Centre National de Formation Comptable* [CENFOC] and *Ecole Nationale D'Administration et de Magistrature* [ENAM] to be unsatisfactory.)
- Several advocacy activities depend on the agenda of the government or those of other institutions of the republic, agendas that are beyond the control of CSOs.

These factors may have also contributed to the delay experienced in advocacy for adoption of the anti-corruption law.

III. Progress Achieved Toward Reaching Targets

Below please find information on the data collection process followed by tables showing progress for each component.

A. Data Collection Process

1. Baseline data collection

Performance indicator data collection conducted by RTI since December 2005 helped achieve baseline data collection on 12 previously identified indicators that were validated

by the mayors in program intervention communes in the communes of the Alibori, Borgou, Mono, and Couffo Departments.

A training/feedback workshop was initially held from April 18–21, 2006, in Possotomè, targeting commune-level monitoring-evaluation agents. This workshop helped not only to share collected data with the agents, respecting anonymity for all communes, but also to improve the tools and harmonize the understanding of all actors about useful information to be collected by indicator. Then, the “B-DACS balance sheet and perspective” workshop held in Malanville from June 27–30, 2006, provided an opportunity to discuss with locally elected officials, mainly the mayors, the baseline data collected. In agreement with the mayors, the collected data was disclosed. This helped communes to share and comment on the results.

These exchanges between municipal technicians and locally elected officials helped establish a favorable framework that was conducive to the data collection process.

2. Data collection (December 2005 to June 2006)

Field Coordinators in Mono/Couffo and Borgou/Alibori collected baseline data in December 2005. This was followed by data collection for the first semester of 2006. As with baseline data collection, in addition to the secretary generals, three service heads (including the local development services, the technical service, and the community initiative support service) participated actively in the work. During this work, the communes increased ownership of these indicators, which facilitated data collection.

The data analysis report helped RTI share information collected on the communes with both communal agents in charge of monitoring-evaluation and with locally elected officials as well as with other communal stakeholders. This helped these actors develop or strengthen their monitoring and evaluation policies and systems. RTI was also able to refocus its intervention policy for capacity building and provide more pertinent support to the communes.

3. Data collection (July 2006 to March 2007)

The third and last round of data collection for the program, covering the period July 2006 through March 2007, was designed to not only help measure progress made by our partner communes but also to work closely with monitoring-evaluation agents in order to transfer to them the tools and methodology used. For B-DACS, this was a way of ensuring that the system established will be sustainable.

The methodology used for this data collection effort relied on a “learning by doing” approach. The B-DACS field coordinators were no longer responsible for data collection in the communes. They rather facilitated and monitored data collection, which was performed by communal monitoring-evaluation agents. As a prelude to this exercise, a one-day orientation session was organized, targeting monitoring-evaluation agents grouped by area (Borgou/Alibori and Mono/Couffo).

Analyses of workshop evaluations indicated a high level of interest among participants. A positive aspect was that commune agents acquired further understanding of data collection indicators used by RTI since program inception. Their improved capacity enabled them to ensure data collection for the period July 2006 through March 2007.

B. Data Tables

1. Decentralization Component

The data tables below summarize progress.

Exhibit 15. Decentralization Results as of May 31, 2007

Indicators	Comments
<p>1. Number of Commune Development Plans (CDPs) designed with populations' contribution</p> <ul style="list-style-type: none"> • 26 CDPs of communes were designed, adopted by communes' counselors, and approved by the administrative supervision. 	<p>RTI assisted prefectures in designing tools for studying and approving CDPs during Phase II. Today all the micro-projects funded by RTI are defined in the CDP and their implementation is now giving visibility to elected local representatives. Some CDPs are currently under review after support of RTI/USAID. An example is the commune of Dogbo.</p>
<p>2. Number of micro- projects executed in the target communes having a real impact</p> <ul style="list-style-type: none"> • 25/26 communes received a funding for the execution of micro-projects mentioned in the CDP 	<ul style="list-style-type: none"> • 15/25 communes built economic infrastructures reaching 340 direct beneficiaries including 85% of women. • 7/25 communes built education infrastructures. per month. • 3/25 communes implemented other projects such as one polyvalent community room in Lalo, one bridge in Nikki, public latrines for 2 markets and 34 family latrines in Malanville in the benefit of more than 3,200 users. • 28 CSOs are involved in the micro-projects' management • 80% of delivered micro-projects integrated actions for fighting HIV/AIDS • 100% of delivered micro-projects integrate gender issues.
<p>3. Number of communes that improved their capacity to manage micro-projects: 25/25</p>	
<p>From the primary collection to the final collection, all the communes improved their capacity to manage micro-projects. Today, 5 communes have high capacities and 20 communes have medium capacities. The communes' capacities that have been improved are:</p> <ul style="list-style-type: none"> • Definition of objectives and results • Involvement of CSO in planning • Adoption of perpetuation strategy • Establishment of a monitoring and evaluation mechanism • Management of contracts • Strengthening of technical monitoring (involvement of DDEHU) • Project documentation 	<p>To determine communes' management capacities, RTI identified 20 competences to acquire and these competences were rated. They are of three categories: Weak – Medium – High. These competences are related to the three major steps of project management, that is, conception, implementation, and monitoring-evaluation.</p>

Indicators	Comments
4. Percentage of communes that have delegated public services' management : 92%	
<p>23 communes out of the 25 evaluated delegated some public services' management.</p> <p>From 2005 to March 2007, more than 50 public services were delegated to the project's intervention communes. During the primary data collection, this number grew and reached 54%; during the previous collection it reached 72%, and finally reached 92% at the end of the program.</p>	<p>This significant improvement of data is attributable to the various technical supports offered to the communes under the various forms of management delegation on the one hand, and to the actions carried out for a better collaboration of CSO and private sector with local administration.</p> <p>The notion of management delegation is becoming clearer at communes' level notwithstanding some weaknesses.</p>
5. Percentage of communes that abide by the rules and procedures of procurement : 100%	
<p>With 85% during the primary data collection, this rate has reached its highest point since the first periodic data collection, thanks to the RTI/USAID grant assistance received by the communes.</p> <p>At EOP, all communes have a public procurement unit.</p>	<p>The membership of all the communes' procurement branch is almost the same in all the communes and is monitored by administrative supervision. These branches refer themselves to the National Direction of public procurement as needed.</p> <p>Concerning the procedures of procurement contracting, though the rules are respected, RTI made efforts to improve weaknesses at the phase of micro-projects delivery by putting emphasis on the membership of the reception team of B-DACS-funded micro-project's provisory delivery</p>
6. Percentage of communes that took anti-corruption actions : 96%	
<p>RTI's assistance to communes to improve good governance has had an important impact on the adoption of anti-corruption measures and accounts for this high rate, which was 83% at program start-up.</p> <p>Today, more than 100 acts for fighting corruption are taken in our partner communes.</p>	<p>These acts concern most of the domains of the civil state, of tax collection on the market places, of the management of external debts, and of low-scale corruption in health sector.</p>
7. Percentages of communes that designed and implemented stakeholders' information systems : 80%	
<p>The percentage of communes that designed and implemented stakeholders' information systems improved from 50 to 80%. It must be noted that community-oriented communication has been an important aspect that RTI worked on during the B-DACS.</p>	<p>Innovations concerning communication with stakeholders are noticed in the communes.</p> <p>RTI/USAID's funded trainings among populations have positively affected communes' methods of communication with populations.</p>
8. Percentage of sessions/meetings of decision-making involving CSO and communes citizens : 70%	
<p>With an average of 50% during the preliminary data collection, meetings and training sessions involving CSO and citizens have been improved by 20%, giving them 70% at the current data collection, the same rate as at the periodic preliminary data collection.</p>	<p>Some partner CSOs in the fight against corruption, such as ALCRER & Social Watch, have established observation groups in many communes.</p> <p>These groups participate regularly in the meetings and in the commune's council meetings. In the case of the Lokossa commune, council meeting attendance represents a major criterion for premium payment to heads of village and counselors.</p>

Indicators	Comments
9. Number of decisions at commune's level to improve women's living conditions: 61	
<ul style="list-style-type: none"> 46 new decisions are made to improve women's living conditions. A total of 107 decisions are made during RTI's intervention period compared to 66 in the preliminary data collection. 	<p>Gender component is a traversal issue in all RTI's micro-projects. That is why mayors are more and more interested in improving women's living conditions. Decisions made to improve women's living conditions include:</p> <ul style="list-style-type: none"> Women's capacity strengthening through training Income improvement (construction of market shelters, construction of multifunctional platform, promotions of income-generating activities, credit supply to women, land supply for group's activities)
10. Percentage of communes in whose CSO initiated decisions influencing actions: 96%	
In total, 96% of communes have experienced decisions influencing actions by civil society organizations.	The improving of this indicator is due to the capacity-strengthening activities of civil society organizations.
11. The percentage of women at decision-making meetings at commune's level : 30%	
Women's involvement in decision making has improved significantly (30%) compared to the initial situation (23%).	Document-keeping improved and participant lists at meetings are better organized.
12. Percentage of women membership in micro-projects management committees: 38%	
Women's representation rate in projects management committees is currently 38% compared to 30 at the previous data collection.	<p>Obviously, only a very few new committees have been established during this term. However, those newly established are showing an improvement in terms of women's membership in the committees.</p> <p>In a few communes, there is a high level of women membership (e.g., B-DACS project management committees in Sinendé and Comè).</p> <p>Women's responsibilities in these communes deal with treasury, monitoring, organizing, social mobilizing, etc.</p>
13. The percentage of Producers Unions' members participating in decision-making meetings on commune's affairs: 35%	
The percentage of Producers Unions (PU) at communes' council meetings improved from 22% to 35% during this data collection.	<p>Producers Unions participate more and more in decision-making meetings. Emphasis has been put throughout the program on their attendance to meetings held for CSO.</p> <p>Communes' new communication policies take into account these stakeholders who, with the activation of the agricultural sector, can take back their status of big donors at the local level.</p>
14. Producer Unions contribution (in F CFA) in funding social sectors (level and nature): N/A	
<p>Data collected to date show that producers unions' contribution in funding social sectors is very significant despite the cotton crisis that the whole country is now experiencing.</p> <p>In fact, from 2005 to 2007, we can report a cash contribution of more than FCFA100 000 000. More than 80% of this (contribution) is noticeable in the North (Borgou/Alibori). However, four visits and ongoing reflections at communes' level for the development of agricultural sectors will enable the improvement of Producers Unions' contribution in the South (Mono/Couffo)</p>	<p>In the Borgou/Alibori, Producers Unions' contribution has weakened due to the cotton crisis that is now meeting some solutions.</p> <p>Despite the crisis, data collection in Gogounou, Kandi showed that these stakeholders continue to contribute in funding social sectors.</p> <p>In the Mono/Couffo, this contribution, which was almost inexistent, is becoming important namely in the Toviklin commune.</p> <p>The communes' new communication policies take into account these stakeholders, who, with the activation of the agricultural sector, can take back their status of big donors at the local level.</p>

Please also see Attachment 1 “July 2006–March 2007 Data Collection Summary Form.”

2. Anti-Corruption Component

Exhibit 16. Progress Achieved Toward the Anti-Corruption Targets

IR 2 Strengthened mechanisms to promote transparency and accountability		
Sub IR 2.1 Increased investigation and verification capacities of GOB auditing (control) institutions		
Ind 1: Number of public accounts audited and reported on annually by		
• Inspector General of Finance	80	IGF questioned the calculation method of this indicator. In their opinion, the number of accounts audited must be equal to the number of institutions audited. The auditing missions they carry out are institutional and concern the accounts of State institutions. As such, a ministry, for example, represents only one account even if the ministry is managing several sub-accounts
• Chamber of Accounts of the Supreme Court	50	Data collection is performed by CC/CS internal services. However, due to internal operational constraints, data were not verified by the authorities, hence the issue of their reliability. The CC/CS performed audit of 40 commune accounts.
Ind 2: % of bids which comply with public procurement bidding procedures, as set forth by the new code of procurement	N/A	As formulated, this indicator cannot be produced by the National Commission of Public Procurement Regulation. This data is generated by the National Directorate of Public Procurement (DNMP). RTI is inviting the CNRMP to take necessary measures to collect data from the DNMP. However, RTI and the commission agreed upon the relevant indicators that may be generated by the CNRMP itself, in relation to the mandate of the commission.
Alternative Indicators <i>Number of public procurement institutions audited</i>	60	Includes 12 target communes.
<i>% of public procurement institutions audited</i>	20%	
<i>Annual volume public procurements for which complaints were made at the CNRMP.</i>	N/A	<i>This data is not available. Measures were taken to ensure its eventual collection and production.</i>
<i>Percentage of bidders' complaints processed during the year (this indicator will be improved once the time frame for processing complaints is adopted, in compliance with WAEMU guidelines)</i>	93%	
<i>Number of measures proposed for enforcement of penal or administrative sanctions in case of violation or in order to re-establish the plaintiffs in their rights</i>	N/A	<i>The number should be specified, we are providing below the nature of measures taken:</i> <ul style="list-style-type: none"> • <i>Suspension of some of the procurement procedures</i> • <i>Redoing bids analysis and assessment for some of the procurements</i> • <i>Reviewing the anti-competition clauses in some of the bidding documents</i>
Sub IR 2.2 Strengthened Ability of Civil Society Organizations to fight Corruption		
Ind 1: Score on anti-corruption legislation and enforcement matrix	32/96 points	The matrix was filled in by FONAC and revised by RTI.
Ind 2: Progress and impact of action taken by the Beninese government to reduce corruption, based on assessment made by an independent committee	N/A	In 2006, Benin experienced a transition period marked by the end of President Kerekou's second term and the organization of presidential elections. Due to these factors, no independent committee was established.

IV. Other Information Related to Project Progress and Results

A. Decentralization Component

1. Evaluation of the decentralization component

1.1 "Progress status and Perspective" workshop

At mid-term in June 2005, the B-DACS project underwent an analysis conducted by a core group of mayors from our intervention communes. The workshop discussed partnership between the communes in Borgou, Alibori, Mono, and Couffo, and RTI in the context of decentralization in Benin.

In terms of methodology, this workshop provided an opportunity for exchanges between the Mayors, facing the reality of day-to-day management of their communal affairs. Eight themes were presented, by both RTI staff and the mayors of certain communes. The bulk of activities consisted of presentations, plenary session discussions, and experience sharing.

1.2 Final evaluation at the communal level

In preparation of the official closing of B-DACS, RTI/USAID organized a data collection session designed to evaluate the status of partnership with the beneficiary communes. Following a testing phase, a second generalization phase was implemented in all RTI / USAID partner communes with assistance from interns, “local development” specialists who received support from B-DACS field coordinators.

The results achieved through this data collection concerned the following themes:

- Ownership of the micro-project management and tools developed by RTI
- Improving dialogue between CSOs and the Municipality
- Improving living conditions of the populations
- Promoting inter-communality
- Sanitation and environmental protection
- Mainstreaming the gender approach and HIV/AIDS control
- Technical assistance and capacity building

Analysis of data collection results revealed that the partnership was fruitful both for the communes and for RTI.

However, a few problems were noted and required recommendations for solutions. (Please see Attachment 2)

2. Partnership with other institutions/organizations

RTI's interventions were not isolated from the larger number of other assistance activities carried out in the communes of Mono, Couffo, Borgou, and Alibori. In its intervention

strategy, RTI endeavored to achieve synergy among various support efforts provided by other donors (SNV, Plan/Benin, ADECOI, etc.).

To this effect, RTI, SNV, and Plan/Benin developed a formal partnership framework. In addition to this formal framework, RTI field coordinators maintained good relationships with these institutions, sharing information and tools with them.

In the Mono/Couffo, the CSO pre-identification tool designed by RTI was improved through contribution by SNV/Dogbo and used by the latter in the preparation of the CSO directory in the region.

In Borgou/Alibori, RTI and *Aide et Action* jointly conducted the needs assessment diagnosis in Nikki for capacity building for the CSO coordination in the commune.

3. Coordination of communication/media events

As part of the effort for communications strengthening with CSOs, RTI supported the communes of Lokossa in the Mono and Nikki in the Borgou in organizing an Open-Door event and a labor force conference, respectively.

B-DACS-financed initiatives for reinforcing dialogue between CSOs and municipalities involved more than 50% of radio stations in the project zones.

HIV/AIDS issues were mainstreamed, and some communes prepared radio broadcasts to raise awareness among young students and other population groups.

B. Anti-Corruption Component

Completion of the study to assess progress made in the fight against corruption in Benin

One of the anti-corruption indicators required the establishment of an independent panel. To achieve this, a study was commissioned on progress achieved in anti-corruption efforts and recommendations on the structure of the panel as well as its operating method. The study was presented at a stakeholder meeting attended by representatives of the institutions, elected officials, and the press. Suggestions and recommendations made by participants were integrated, and the report was finalized. The report has been shared with CSOs, the institutions, and other partners working for good governance in Benin.

Attachments

Attachment 1. Decentralization Component Indicators
JULY 2006 - MARCH 2007 DATA COLLECTION SUMMARY FORM

n°	DEPARTMENTS COMMUNES	MONO					COUFFO						ALIBORI					BORGOU								
		COME	LOKOSSA	GRAND-POPO	ATHIEME	HOUEYOGBE	BOPA	LALO	TOVIKLIN	KLOUEKAMME	APLAHOUE	DJAKOTOME	DOGBO	GOGOUNOU	KANDI	KARIMAMA	SEGBANA	MALANVILLE	BANIKOARA	TCHAOUROU	N'DALI	NIKKI	SINENDE	PERERE	KALALE	BEMBEREKE
1	Micro-projects management capacity	Avrg	Avrg	Avrg	Avrg	Avrg	Avrg	High	Avrg	High	Avrg	High	High	High	Avrg	Avrg	Avrg	Avrg	Avrg	Avrg	Avrg	Avrg	Avrg	Avrg	Avrg	Avrg
2	Public services management delegated by the commune	3	1	2	0	2	1	0	2	02	2	1	0	1	03	2	0	00	01	00	0	03	02	0	2	2
3	Procurement Rules and procedures respected by the commune	NA	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	Oui	OUI	OUI	OUI	OUI	OUI	OUI	OUI
4	Anti-corruption actions undertaken by the communes	1	2	0	3	3	1	00	1	00	1	3	0	6	4	4	0	02	01	1	0	00	01	2	4	00
5	Stakeholders information system put in place by the commune	OUI	OUI	N	N	OUI	N	NON	OUI	OUI	N	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	OUI	N	OUI	OUI	OUI	OUI	OUI
6	Percentage of decision-making involving communes' CSO and citizens	67%	100%	NA	87%	67%	70%	80%	50%	83%	67%	100%	69%	52%	47%	64%	81%	60%	50%	NA	83%	75%	100%	63%	63%	60%
7	Number of decisions made at the commune's level to improve women's living conditions	1	3	2	3	0	3	01	5	05	1	3	1	2	00	2	2	1	02	NA	1	01	00	2	5	2
8	Actions influencing decisions initiated by CSO	2	0	4	0	1	0	00	3	02	0	4	0	3	02	1	0	0	00	0	02	01	00	0	0	00
9	Percentage of women at decision-making meetings at commune's level	44%	38%	44%	34%	39%	25%	41%	38%	46%	37%	51%	18%	14%	31%	30%	11%	42%	NA	NA	24%	21%	10%	18%	N/A	30%
10	Percentage of women in micro-projects management committees	71%	37%	33%	20%	46%	NA	33%	29%	29%	43%	46%	NA	44%	56%	30%	36%	32%	NA	38%	29%	35%	30%	41%	47%	40%
11	Percentage of producers' union's members participating in decision-making meetings regarding communes' affairs	NA	NA	NA	81%	38%	NA	73%	6%	66%	33%	27%	NA	25%	80	50%	60%	11%	NA	NA	11%	37%	5%	29%	64%	29%
12	Contribution (in CFA F) of PU in social sectors' funding (level and nature)	0	0	0	0	0	0	0	4,6 M	0	0	0	0	67 M	75,6 M	0	0	0	22 M	0	1M	0	0	0	0	0
13	CSO have undertaken actions to influence communal decisions			0																						

Attachment 2. B-DACS EOP Workshop Evaluation Results

The following are findings of participants at the EOP B-DACS Evaluation Workshop held on June 1, 2007. Time did not permit much analysis of the Anti-corruption Component and the findings mainly focus on micro-project and decentralization component efforts.

1. Appropriation of the micro-project management mechanism and tools developed by RTI

1.1 Involving the beneficiaries

In communes such as N'dali, Pérèrè, Tchaourou, Ségbana, Toviklin, Lokossa, Comé among others, beneficiaries were involved in all the execution phases of the micro-projects. This involvement was in large part possible thanks to good communication. In the Pérèrè Commune, the grant agreement and the selection of the contracting company were largely publicized on local radio stations. This helped develop a very extensive and strong community participation and excitement for the micro-project. In Ségbana, the degree of involvement of the population is shown through their financial contribution which is as significant as the commune's budgetary contribution (800 000 CFA compared to 876 332 CFA). Also, in the communes of N'Dali and Tchaourou, the commune's contribution was entirely covered by the beneficiaries.

1.2 Selection of contracting companies

In the execution of B-DACS micro-projects, the contracting companies were seen to be selected, in most cases, in a transparent manner according to rules and procedures involved. The commune's procurement department always met to study and decide on the awarding of contracts. For micro-projects under a value of twenty five millions (25 000 000 CFA) less open procurement selection procedures were used.

1.3 Quality of work

All beneficiaries have appreciated the monitoring device that accompanied micro-project execution. The technical services of the Municipality, the beneficiary communities, the technical departments of DDEHU and RTI's field coordinators, all properly played their roles. This helped ensure good quality work achieved through B-DACS.

1.4 Respect of commitments

In more than 50% of the communes, contractors respected their contractual time limits. That is, for example, the case of Pérèrè, Diakotomey, Dogbo, Kalalè and others. However, the delay in the voting and approving of the communes budgets, namely in Mono and Couffo, had a negative impact on the respect of time limits for work completion. In 2006, the communes of these departments had their budget approved in June while the agreement protocols between RTI and the Communes were signed in

December 2005. Despite these difficulties, all the 25 micro-projects were delivered before the end of B-DACS.

1.5 The mastery of funding mechanisms

More than 70% of the partner communes (e.g., Athiémè, Klouékanmè, Pérèrè and Sinendé) strongly appreciate the funding mechanism used by RTI/USAID and they are already using this mechanism in other commune projects such as PNDCC and ADECCOI. It is seen as a mechanism that requires the respect of decentralization regulations and rules and that will help limit acts of frauds and malpractices previously observed in some other development projects.

In RTI's partner communes, no case of fund embezzlement has been reported in the funded micro-projects. This is due to the rigor in fund disbursement process and the permanent monitoring of work progress by B-DACS and the different actors involved, namely the collectors and controllers (communes' public accountants).

2. Dialogue between CSO – Municipality

In Kalalé, B-DACS-funded initiatives helped activate the Local Consultation Council (CLCC) that presently meets on a quarterly basis to set up and evaluate the commune's quarterly and annual investment plans. In a similar way in Karimama (where the evaluation team was fortunate to participate in a CSO training session), the CSO took the commitment to regularly participate in the commune's council meetings, to involve themselves in the civil control. In Comé, the political environment is now better and taxpayers took the commitment to fulfill their civil duties for the good functioning of the commune.

In the N'dali commune, the funded initiative to activate CSOs helped create a consultation framework called the "Coalition of CSOs". This coalition proved to be dynamic by holding training sessions to benefit other organizations. In Gogounou, there are CSOs that have created a consultation framework and opened an account at CLCAM. This account makes it possible for them to pay their financial contributions required by the municipality.

In Banikoara, thanks to a B-DACS training activity, CSOs were able to organize themselves to better follow the management of the commune's affairs. In Toviklin, B-DACS-funded initiatives facilitated collaboration between the municipality and CSOs. In addition to the management committees set up for the execution of the micro-project, this collaboration helped create a Technical Implementation Council responsible for supervising the respect of regulatory norms of procurement.

2.1 Local Communication

In most of the communes, the importance of communication is recognized. To this end, many channels are used; the main ones are local radio stations, postings, public

announcements. In Kandi Commune, a decision was made to start a periodic publication to add a communication channel.

In Pérèrè, Klouékanmè, Houéyogbé as well as in Kalalé, a partnership agreement was signed with local radio stations to disseminate news on actions taken by the municipality. In Karimama, where there is no local radio station, it is the commune's workers that transmit the messages to citizens (through invitation to meetings and correspondence).

In Lokossa, in addition to these communication channels, the communes opened a quarterly review called "Lokossa XO" and whose motto is, rather dramatically, "Communicate or die".

B-DACS assistance to the Dogbo Commune in the context of improving the commune's PDC, helped that commune sign a service provision contract with the local radio station Couffo-FM. Today, all the PDC's review process is shared with the commune through this radio station and access to other information about the municipality is made easier through other broadcasts.

2.2 Acknowledging the role of each actor

Respect and knowledge of roles and responsibilities in local development is perceived as fairly good. In the Ségbana commune, the funding of the initiative "Civil Education" strengthened civil participation and the fight against tax avoidance.

The "open-door" days supported by B-DACS in Lokossa helped sensitize the various actors about the challenge of decentralization, on everyone's role in local development, and made actions carried out by the commune's administration more visible.

In Kalalé, advocacy is directed towards the commune's authorities prior to council meetings.

3. Improving people's living conditions

Through the exploitation of these micro-projects, living and working conditions of beneficiaries have clearly been improved. For example, in the Pérèrè Commune, thanks to the construction of two classrooms funded by B-DACS support, it is now possible for students to have classes during the rainy season. Latrines, improved market stalls, improved infrastructure are some other examples of clear impact on improved living conditions.

These micro-projects also make it possible for many of the beneficiary communes to increase, from taxes and incomes generated from the exploitation of these infrastructures, the budget of the commune. This will help cover some of the other commune's needs for improving people's living conditions. This is the case of the commune of Grand-Popo which, through the building of market stalls, was able to increase from 150 to 300 CFA the tax charged per person for occupying a space beneath the shelter (stall). In some cases beneficiaries showed willingness to pay off their taxes in order to have their working conditions improved in the market place. Market stall construction in Pantrossi, in the

Gogounou Commune, stimulated tax payments. In addition to these advantages linked to the exploitation of improved infrastructure, in Comè Commune, the beneficiaries have unanimously acknowledged that the construction of stalls and stores has eased their difficulties and freed them from the difficulties of custom clearance, especially for those living outside of the national borders and who were obliged to pay custom fees every market day. Now that these custom difficulties have been reduced, they can save more money in addition to the regular profit of their activities. According to Mrs. AMOUSSOU, a counselor and market user, this saving is between 8,000 and 12,000 FCFA per month for small traders. This savings can vary, according to the same source, and may reach up to 80,000 FCFA, especially for the sellers of fabrics and precious items.

In the Bopa Commune, for instance, the improved bus station, in addition to regular taxes, generates other incomes that were not anticipated. These revenues come from the rent of the infrastructure for meetings.

Many B-DACS micro-projects created improved work conditions and had positive impacts for commune citizens. In the Athiémè and Djakotomey communes, where the micro-project provided school desks, the working conditions for students and teachers have visibly been improved. In other schools, B-DACS assistance contributed to reducing the number of students per desk. In the past, four students could sit at a two-person-desk. In the Bembéréke and Gogounou communes construction of butchery and shelters protected users from weather hardships and contributed to improving hygiene conditions. The Lobogo bus station protects users from bad weather.

Some micro-projects helped increase people's incomes on the one hand, and that of the commune on the other. This increased income can be noticed in Kalalé through an increase in shea butter production which moved from one (1) bowl to three (3) per day.

In addition to the various advantages mentioned, the evaluators point out the aspect of job creation made possible by some micro-projects. For instance, the opening of cyber center in the Sinendé Commune required the recruiting of a manager paid on the commune's budget. Elsewhere, the construction of a butcher shop in Ségbana created jobs for four barbecue sellers around the new building.

4. Promotion of commune interdependency

The series of exchange visits financed by B-DACS gave communes an opportunity to share information and approaches and to improve management, administration and commune activities. For example, the exchanges between Sinendé Commune and its counterpart in Lokossa made it possible for the Sinendé commune to better understand the management and outreach mechanism of running a cyber center. The Sinendé micro-project, which initially planned to facilitate communication with the outside and provide wholesome youth activities, is presently taking an inter-commune feature. The center now holds training events for development actors from other communes and this has increased inter-communes exchanges.

In Nikki, a visit that was organized to Malanville allowed experience sharing among the commune's administration agents and local representatives. A visit by Gogounou to Abomey made it possible to strengthen the capacity of the Gogounou commune actors (commune workers, CSO, local representatives). Athiémè went to Iffangni in order to seek inspiration for further progress. Dogbo visited its sister commune of Dassa-Zoumé in order to reinforce, including other things, its management mechanism of the Urban Land Register (RFU). Lokossa had all its commune counselors and heads of the Municipality departments travel to Kandi for experience sharing.

5. Sanitation and environmental protection

Latrines constructed have contributed to improved sanitation and environmental protection in a number of communes. This is the case of the Malanville Commune. In the past, the population of this commune had to defecate in their surrounding fields. This causes environmental pollution and exposes populations to related deceases. With the construction of latrines, people now have a more sanitary environment.

Another example is provided in the construction of latrines with double cabins (DHAB type) that took place in Tannou-Gola. Community participation was increased as local women groups organized themselves to clean the latrines on a weekly basis, weed its surroundings and the area near the classroom.

6. Gender and HIV/AIDS

6.1 Gender

The emphasis on gender approach was shown by women's involvement in the identification, management and monitoring of micro-projects and by being direct beneficiaries of micro-projects (for instance, the Kalalé women are the direct beneficiaries of the multifunctional mill platform).

Men have increasingly become aware of the value of the project's gender approach. The Mayor of Pèrèrè stated, "without the women we're doing nothing." Women are playing an active role in the execution of all micro-projects.

The B-DACS initiative in the context of the celebration of Women's International Day was cited as a positive. This initiative made it possible for the women of Pèrèrè to express themselves through communications related to their living conditions. This initiative was cited as reducing a sense of inferiority felt among some women. Women took this opportunity to dance the "Tèkè", a traditional dance once exclusively left to men.

The municipality of Nikki, with B-DACS funding, gave the opportunity to 70 women group to ponder on procedures to establish a commune's women's network.

6.2 HIV/AIDS

The delivery ceremony of stalls in the Klouékanmè markets offered the occasion for the municipality to sensitize people on HIV/AIDS. Similarly in Lobogo, a sub-prefecture of the Bopa Commune, during a soccer tournament commune authorities passed on HIV/AIDS message to the population.

The HIV/AIDS approach also took into account care to people living with HIV/AIDS. The most edifying case is that of Lokossa Commune where efforts were made to establish a favorable environment for people living with HIV/AIDS.

In Toviklin, with B-DACS funds, a commune's policy paper for fighting HIV/AIDS has been drafted and disseminated in a participatory way. This paper is now available at the local development department of the municipality. A committee for fighting HIV/AIDS has been established to carry out activities outlined in this policy paper. This committee was established after it was noticed that the previous committee set up by PPLS (Participatory Program for Fighting AIDS) had remained non-functional.

In Pèrèrè Commune, the fight against HIV/AIDS is a major preoccupation of the commune's administration because the commune is located on the border with Nigeria and is therefore considered as vulnerable to this disease. During the implementation of the classroom construction micro-project, there were HIV/AIDS awareness efforts. Skits were held on girls' schooling because, according to local authorities, only schooling and monitoring of girls could solve HIV/AIDS given that women are considered the first victims and less informed on the issue.

In Karimama, actions for fighting HIV/AIDS were carried out by the commune throughout the execution and at the delivery of micro-project work. People targeted were the laborers and the population management committee. The mayor of the commune expressed his commitment to reduce the prevalence of HIV/AIDS in the commune. Among other actions, he asked the manager of the micro-project supported center to put up anti-HIV/AIDS posters.

One B-DACS supported event was the HIV/AIDS testing in Nikki Commune. The session enabled one hundred and eighty (180) persons to get screened.

In Kalalé Commune, the initiative of activating the Commune Council for Fighting AIDS led to the creation and installation of Sub-prefectures' Committees of fighting AIDS, the organizing of an International Day for fighting AIDS and the creation of a directory of local actors for fighting HIV/AIDS.

7. Technical Assistance and Capacity Building

RTI's partner communes benefited from various types of trainings and technical assistance. This strengthening was noticed at the level of:

- The involvement of women in the management of local affairs: A particular interest given to women's participation in decision-making process was noticed in Pèrèrè
- The mastery and owning of project development procedures (improving the performance of leaders of technical departments and those responsible for local development and planning in the communes of Kandi, Tchaourou, Karimama, Dogbo, among others).
- The sound mastery of the rules of transparency in commune management (the funding mode through the income collection used with other partners (PNDCC project and ADECOI in most of the communes)
- Monitoring and evaluation
- Sustainability of micro-projects
- Gender and the fight against STI/HIV/AIDS
- Capacity strengthening of CSOs
- Communication strategies (communication plans available in some areas: communes of Bembèrèkè, Pèrèrè, Lokossa and others).

Nevertheless, the local authorities outlined their needs to improve management of commune affairs. These needs are:

- The training and capacity strengthening of CSOs in their role of promoting local development and social standards
- The fight against corruption, namely, in the procurement process
- The financial management of communes
- Strengthening the capacity of leaders of technical departments in data processing
- Capacity strengthening for local resources mobilization
- Capacity strengthening in public/ private partnership

Some situations reported in the communes must be corrected for a more efficient management of local development. This concerns:

- The non respect of contracts' clauses with services providers (work execution time limit) and the non respect of the commune's commitment (delay in disbursing their financial contribution)
- Insufficient maintenance of some infrastructures (Gogounou)
- The delay in the exploitation of some micro-projects, even after their delivery (stores in the market places of Grand Popo, the accommodation centre of Karimama)

- The lack of technical appraisal of the sites prior to community mobilization of some micro-projects (latrines of Guéne in the commune of Malanville)
- The lack of installation of a permanent monitoring/evaluation of micro-projects after delivery and beginning of exploitation by the commune's authorities (the authorities of Klouékanmè were not informed of the roof damages of the Tchikpè shelters until after the visit of RTI staff)
- The non-respect of gender approaches in the execution of some micro-projects (absence of ladders to facilitate access for everyone in the Dogbo micro-project, lack of water in the public latrines of Malanville limits the access for some categories of persons)
- Poor participation of women in some micro-project management due, probably, to tradition and culture (the Tchaourou and Malanville communes).

8. Weaknesses identified

B-DACS execution has known several outstanding successes among the communes and the anticipated results have globally been achieved. However, a few weaknesses have been identified. In the Athiémè commune, where the micro-project concerned the manufacturing of 300 desks for the public primary schools of the commune, population's involvement was noticeable only during the identification and delivery of the project. This is because the contracting entrepreneur is not residing within the commune so the desks were manufactured outside the commune. This made it more difficult for beneficiaries to monitor the entrepreneur.

In Bembéréké, the beneficiaries were not strongly involved in all the steps of the micro-project's implementation.

Concerning the micro-project executed in Grand-Popo (construction of stalls in the market place) the attribution of places took much time based on the definition of the distribution criteria.

In Karimama and Tchaourou, the contracting companies of the micro-project did not deliver the infrastructures on time. In the first commune, the delivery delay was due to a too low estimation of the cost of the micro-project. In the second, both parties were accountable for the delay: the commune could not disburse its contribution on time while on the entrepreneur's side, the lack of cement was used to justify the non-respect of the contractual time limit.

The setting up of a management system for the multifunctional platform of Dunkassa in Kalalé required a lot of time and caused losses for the commune. This is due to the fact that there was no contract between the beneficiary group that is responsible for the management and the Municipality. There was also a delay in establishing the agreement protocol that should clarify the management plan of the infrastructure and the responsibilities of the two major parties involved (the Municipality and the Group SU TEN KIAN).

In Lokossa Commune, the number of women who paid fees to own places in the market exceeded the number of available places in the shelters. In Dogbo, the strong demands for places in the market also made it difficult to attribute places to all users.

9. General Recommendations

9.1 Recommendations made to RTI

1. Find additional resources to renew the partnership with Benin communes, SAIs and CSOs.
2. Concentrate on initiatives to improve core competencies
3. Increase the financial package allocated to the communes in the context of the micro-project so that the communes can increase the volume of infrastructures and meet priority needs in other sectors (health, water and market gardening).
4. Continue to strengthen, especially at the local level, the capacity of local administration workers.
5. Strengthen the capacity of leaders of technical departments of the commune in data processing.
6. Recruit more extension agents so as to become closer to the communes.
7. Support the conception and execution of communes' communication plans.
8. Organize exchange visits for elected local representatives and members of the commune administration in the communes and countries where RTI intervenes.
9. Strengthen the capacity of the communes and the private sector in the context of the public/private partnership.
10. Strengthen the owning of transferred tools in the context of good governance evaluation.

9.2 Recommendations made to the communes

1. Define and execute strategies for perpetuating micro-project and other B-DACS initiatives
2. Encourage Public-Private Partnerships as a means for promoting sustainable development
3. Take stock of the economic potential of the commune and see to its good management.
4. Use PPPs, especially in the sectors of fruit processing in order to facilitate resources mobilization for the funding of local development.
5. Update the PDC to include the urgent and real needs of the population.
6. Take advantage of micro-project execution to pass on messages on the issue of HIV/AIDS

7. Give priority to local companies in the context of procurement contracts or require that the achievements of the micro-project (equipments) be made within the commune territory to facilitate the follow up by the community.
8. Abide by decentralization laws and regulations, especially in matter of local communication and citizens involvement.
9. Create at the commune's level a rigorous system for involving beneficiaries in the micro-project.
10. See to the strict respect of procurement laws and rules.
11. Organize with technical departments (DDEHU and others) a technical study of sites prior to micro-project start-up.
12. Set up a permanent mechanism for monitoring and maintaining new infrastructure.
13. See to the strict respect of the clauses contract between the Municipality and the entrepreneur for a timely delivery of the infrastructures in the contractual time limit. For instance, one could make provision in the contract for sanctions against the party that, within the limit of its capacity, would fail to respect its commitments.
14. Create a dynamic consultation framework in order to make possible experience sharing between elected local representatives and the community.
15. Put communication in front of all development action and seek civil society assistance in this task.
16. Sensitize the populations on their role in local development process.
17. Conceive programs on local radio stations on the importance of citizens' participation in local development process.
18. Define objective criteria and distribute to direct beneficiaries information on what the micro-project has achieved.
19. Put in place a management and perpetuating mechanism of micro-projects at the beginning of their operations.
20. Get women involved in all phases of micro-projects that concern them. In addition to this gender issue there is that of HIV/AIDS that is a cross-cutting issue in all micro-projects.

10. CONCLUSION

RTI/USAID's assistance in the context of the B-DACS to the communes of Borgou/Alibori and Mono/Couffo made possible for these communes to make significant progress in the management of local affairs. These communes are now capable of ensuring their own destiny in many fields. The promptitude of the authorities and leaders of technical departments of the Municipality, their availability and their sense for opening up for collaboration made possible the results achieved through this data collection. However, the recommendations pointed to B-DACS and to the communes in this report

should be followed to improve performance and prospects for the sustainability of the micro-projects.