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USAID/BENIN

**TRAINING PORTFOLIO REVIEW
AND
COUNTRY TRAINING STRATEGY**

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INTRODUCTION

This Training Portfolio Review and Country Training Strategy (CTS) for USAID/Benin was researched and written over a three-week period in February 1994. The 3-person team was composed of Andrew Gilboy, Private Sector Coordinator for HRDA at AMEX, Elizabeth Torrey, International Program Specialist from USDA assigned to the HRDA Project in the Africa Bureau's Office of New Initiatives, and Isabel Dillener, Assistant Private Sector Coordinator for HRDA at AMEX.

The methodology used in developing a training strategy for USAID/Benin included a rapid review of recent analyses concerning USAID's development assistance program for Benin, sector assessments in education and health, and studies on training resources, private-sector needs and women. Interviews with some elected representatives, government officials, and leaders in newly emerging NGOs and business groups provided anecdotal information. The CTS provides sufficient detail to assist USAID in planning, implementing, and budgeting training activities through FY95.

The team would like to note that in response to a request from USAID/Benin, a Country Training Plan (CTP) for 1995-1997 was provided instead of an executive summary. The CTP is designed as a stand-alone document which can be presented to the Government, private-sector leaders, and elected representatives as a public statement of the Mission's training plans and will be translated into French.

The team wishes to thank USAID/Benin staff for making available all the resources of the Mission for the team to complete this assignment within a short time-period. Many private consultants and training specialists from Benin also lent valuable time in helping us quickly analyze the training resources available locally. The Mission's Training Office staff, Roger Blassou and Helène Donhossou, working under the supervision of Dennis Baker, General Development Officer, deserve special thanks for assisting the team throughout the consultancy.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Principal findings

Training needs:

- ◆ Beninese private and public-sector institutions suffer from lack of internal management efficiencies, transparency, accountability and strategic planning;
- ◆ emerging NGOs need assistance in membership development, long-range planning for growth, and advocacy skills;
- ◆ the principal training needs for government ministries overseeing the education and health sectors revolve around budgeting and planning, financial management, policy analysis and monitoring and evaluation;
- ◆ nascent legislative and judicial branches lack institutional structures needed to play a significant role in Benin's democratic experiment;
- ◆ elected officials need exposure to methods and procedures to become responsive to constituencies and independent of the Executive Branch;
- ◆ private-sector constraints identified in the USAID-funded Private Sector Training Needs Assessment (1992) appear to remain impediments to business expansion;

Training resources:

- ◆ the number of NGOs has skyrocketed since 1990, with a small number among them with potential to become effective training providers;
- ◆ few NGOs are offering quality training on a regular basis, either to their target groups or staff;
- ◆ a few consulting firms exist which can conduct surveys, assessments and training;
- ◆ emerging professional associations with different interest groups may offer new venues for training;
- ◆ anecdotal evidence suggests that classical training methodologies are *de rigueur*;
- ◆ business people are thought to be unwilling to pay for training, although this hypothesis remains to be tested conclusively;

- ◆ productivity gains which could be realized from investments in training are under-appreciated;

Management:

- ◆ the HRDA activities proposed for 1994 and 1995 will increase significantly the management burden on the existing training staff;
- ◆ the Mission has opted for an in-country training emphasis which will require management efforts new to the Mission;
- ◆ innovative training and tailor-made OSTs require additional staff time;
- ◆ technical assistance from the U.S. or from third countries (for management, TOTs, etc.) can be arranged through the HRDA Requirements contract ("buy-in");

Principal recommendations

- ◆ four training goals should guide Mission investments in human resource development and closely correspond to the CPSP;
- ◆ the percentage breakdown between the four training goals should be:
 - Democracy and Governance 30%
 - Economic Reform 20%
 - Education 20%
 - Health and Family Planning 30%

Training:

- ◆ arrange technical assistance for NGOs to improve their training capacity, using U.S.-based trainers working in partnership with Beninese trainers;
- ◆ use OSTs for selected groups of public- and private-sector Beninese to forge new relationships and introduce new ideas;
- ◆ provide technical assistance and training to the National Assembly;
- ◆ conduct workshops for the legislative and judicial branches;
- ◆ organize in-service training with public-sector agencies to improve auditing and accountability;

- ◆ NGOs should be the primary focus for "private-sector" training;
- ◆ offer training to build a core of Beninese trainers versed in modern training methodology;
- ◆ organize TOTs for women's NGOs;
- ◆ use OSTs to bridge gaps between NGO leaders and government and for leadership development (such as attendance at international conferences);
- ◆ arrange in-country training for senior management officials in education and health;
- ◆ arrange OSTs and short-term courses to reinforce education reforms sought by the CLEF project;
- ◆ consider funding an innovative training/technical assistance activity, in collaboration with USIS, to improve information-sharing in Benin;

Management:

- ◆ create an HRDA Selection Committee, with a Core Resource Group, to assist in recruitment, establishing selection criteria and priorities, and to advise USAID on cross-sectoral training needs;
- ◆ establish an HRDA training coordinating committee in USAID to coordinate input from the technical offices;
- ◆ contract for the services of a Beninese or Third Country National through 1995 to ensure management oversight and support for new programs;
- ◆ change the name of the "training office" to reflect its increased scope of activities;
- ◆ arrange for a "mini" evaluation of HRDA in mid-1995 to monitor project implementation and recommend modifications;
- ◆ hire a short-term consultant locally to help organize the alumni association and set up the structures for management support from the training office;
- ◆ management of the CLEF-funded training should be closely coordinated with HRDA;

- ◆ coordinate the HRDA training with all Mission-funded training (CLEF, BINGOS, ATLAS, etc.) to ensure complementarity and impact on the sectors identified;
- ◆ begin to develop baseline data on participants so that future evaluations can measure the impact of USAID investments in training; and
- ◆ continue training HRDA staff with help from the HRDA Project.

I. COUNTRY PROGRAM ANALYSIS

A. Background

U.S. development assistance to Benin is a relatively new phenomenon. Prior to the opening of USAID representation in 1991, assistance was delivered from the USAID office in neighboring Togo. A major rural water project, participant training and small-scale activities characterized U.S. aid during the period following the political and economic changes which shook the country in 1988.

In 1991 USAID established a major office in Cotonou and began the process of analyzing the country's principal needs and designing an approach to address these constraints. During the development of the Country Program Strategic Plan (CPSP), Benin witnessed the demise of the "old powers" and the appearance of an elected, democratic government. The USAID development package, completed in late 1993, reflects the new political dynamic of a post-Marxist Benin.

B. USAID Strategic Development Priorities as Stated in the CPSP

The USAID Mission in Benin has among its principal objectives the advancement of economic restructuring and the consolidation of the open and participatory political process begun during the National Conference. The will to forge new institutions and break from 17 years of Marxist-influenced economic and political decision-making is strong. The key to successfully implementing and sustaining fundamental reforms rests with the individuals - in and out of government - capable of leading the way.

The Mission's goal is to *increase participation in Benin's economic development*. The previous economic system collapsed for many reasons, among them the policy of centralized decision-making in most sectors of the economy. To break the habits associated with state-run economies (lack of transparency, accountability, inefficient industries, poor distribution systems, insufficient individual initiatives, etc.), major reforms were needed immediately. The USAID Mission participated in this effort by identifying and providing assistance to priority sectors which would address the overall goal to extend the benefits of economic growth to more beneficiaries and induce their participation in the decision-making process.

In order to strength the institutional context for elected government, judicial fairness and transparency, and participation in economic decision-making, improvements in Benin's human resource base were essential. Therefore, USAID articulated a sub-goal to correlate with the Mission's goal: *to strengthen Benin's human resource base*. Without significant investments in human capacity-building, the political and economic reforms instituted in Benin will be difficult to sustain.

Social services weakened rather than strengthened from independence to 1988, the year of the near total collapse of Benin's economy and government. The school system and basic health

in civil society. By improving human capacity, institutions are strengthened and local initiatives can be fostered. Through the HRDA, ATLAS, and BINGOS projects, the USAID Mission will assist Benin in establishing more effective, broad-based institutions and in encouraging responsive government services.

II. HUMAN RESOURCES ANALYSIS

Although Dahomey shared with Senegal a "favored" place in African colonial history as a principal source for French-trained administrative managers and legal experts, contemporary Benin has all of the human resource constraints familiar to its landlocked neighbors to the north. Emerging from decades of Marxist-inspired management, the country is now faced with insufficient technical and managerial expertise to support economic growth and sustain democratic institutions.

A. Principal Human Resource Constraints Affecting USAID Development Objectives

Unlike those in Morocco, Ivory Coast, Cameroon and Senegal, most Beninese NGO, private-sector and public sector managers have had scant exposure to modern management techniques. Although knowledge of contemporary management approaches is by itself insufficient to usher in Benin's transformation to a modern economy, as is painfully demonstrated by Cameroon, without understanding current management concepts no improvements can be expected. The HRDA and CLEF projects can be instrumental in initiating the process in key Beninese public and private institutions.

The principal human resource constraints found at most levels which, if unaddressed, will affect USAID's development agenda in Benin are found on the following page. Many of these institutional weaknesses stem from the country's many years of isolation and relative ideological inhospitality to many of the underlying concepts of modern management. Through targeted skills enhancement and first-hand exposure to management systems in use elsewhere, a core of Beninese professionals, sharing common assumptions, experiences, and ambitions, will emerge to meet increased demands for significant policy and institutional reform.

B. Training Needs

1. Education

Benin's National Conference of 1990 marked the end of 17 years of a single-party, Marxist-Leninist, military regime. Among the casualties of that political era was the country's educational system, characterized by a lack of textbooks and materials, no established curriculum, salaries left unpaid, a hiring freeze, and no financial or organizational planning and management.

Recognizing that education is "the single most important component to assure long-term, informed participation in, and oversight of, government" (CPSP, p. iii), USAID/Benin made

education its strategic objective. To this end, a multi-million dollar Children's Learning Equity Foundations (CLEF) project was established in Benin to address the issues of equity, access, and participation in the area of primary education. The HRDA project will complement CLEF activities to strengthen and support the capacity of the public and private sector to implement educational reform and improve Benin's human resource base.

Because the collapse of the educational system was so pervasive, the needs appear limitless. The CLEF project, in tandem with the Ministry of Education, has identified priority training needs in financial planning and management; educational administration and institutional management; policy analysis and implementation; monitoring and evaluation; and general management and organizational development.

Outside the CLEF-identified training needs lie those which HRDA can address: overall policy planning and analysis, educational policy information, exposure to human resource development options, and advocacy and lobbying skills. The target audience for HRDA training includes the Ministry of Education, NGOs working in the educational field, and the National Assembly's Committee on Education.

2. Health and family planning

Health has occupied a central place in USAID's portfolio of projects in Benin for a number of years. The recently accepted CPSP aims to improve the quality of health services through local NGOs and international PVOs. In addition, USAID/Washington has encouraged the Mission "to expand its focus on family planning, including pursuing this as a strategic objective" (October 23, 1993 AID/W Cable).

The May 1993 *Evaluation du Secteur Santé: République du Bénin*, conducted by Africare, details the human, management and policy constraints affecting the health sector. Many of

PRINCIPAL HUMAN RESOURCE CONSTRAINTS

In general, Beninese public- and private-sector organizations have not institutionalized the following management approaches:

- *establishing priorities to guide use of resources*
- *presenting problems to be solved and "testing" possible solutions with affected populations*
- *maintaining and sharing data and information*
- *conducting needs assessments prior to taking action*
- *establishing management objectives*
- *identifying action agents*
- *delegating authority and responsibility to action agents*
- *developing action plans with benchmarks and goals*
- *decentralizing decision-making to enhance stakeholding*
- *holding employees accountable for achieving results*
- *rewarding employees for successes*
- *enhancing professionalism through career development*
- *promoting "merit-based" personnel actions*
- *fostering individual initiative*
- *creating an "institutional culture" which encourages innovation and efficiency*
- *analyzing financial data and monitoring expenditures*
- *developing informational campaigns*
- *promoting special interests (lobbying, advocacy)*

the training needs identified for the priority sectors of interest to USAID/Benin apply to the health sector as well. Some of these needs are listed below:

- long and short-term planning in the Ministry of Health (MSP)
- management skills for NGOs
- improved Information, Education, Communication (IEC) campaigns
- improved distribution and management for non-governmental health providers
- procurement and inventory skills for MSP

HRDA funds for in-country training, selected third-country and U.S.-based training will supplement training funds in existing and anticipated projects monitored by the Health/Family Planning Office.

Although health projects are typically implemented directly by government, private-sector training needs can also be addressed through the HRDA Project. For instance, HRDA can sponsor training to improve the coordination between public and private health-care providers. Funds can be used for Observational Study Tours (OSTs) through which key public sector officials, NGO leaders and health practitioners are exposed to new management approaches and techniques to support policy reform and improve implementation of health and family planning programs.

In preparation for an increase in Mission activity in family planning in 1994, the HRDA project can be used to sensitize new audiences to major health sector issues of interest to USAID and to supplement existing training. Seminars on cross-cutting issues related to community participation and financing of health services, or workshops which develop mechanisms to enhance public-private sector coordination, could be supported through HRDA before a major health/family planning project is on line. The HRDA Project can supplement the BINGOS project (implemented by Africare) to reach a different target audience in the health sector. Health and family planning issues can be integrated into HRDA-sponsored non-health workshops. For example, women attending a management skills workshop organized by women's support groups can be given information about family planning, nutrition or child care at the same time.

Although the Health/Family Planning Office of USAID/Benin makes use of USAID/Washington and REDSO/WCA technical assistance and funding for short-term training (such as the Pathfinders Fund), HRDA offers the most flexible source for training support in health. The Mission may want to increase funds for health and family planning training in the U.S. and third countries (\$225,000 is currently available).

3. Non-governmental organizations and business support groups

Although NGOs have been active in Benin for many years, their number and importance have risen dramatically since the democratic transition. In 1990, the UNDP funded a major study (the "Karemango Report") which surveyed 184 NGOs and categorized them as follows:

- 98 "area associations" (pre-dating the change of government)
- 50 national
- 15 with religious affiliations
- 21 international

Since 1990 there has been exponential growth in the NGO community, with estimates of the total varying from 350 to 500. Many reasons are cited for this development, which are more fully described in the assessment included in Africare's project proposal to USAID ("Benin Indigenous NGO Strengthening," December 1993).

The needs of this sizable group of largely inexperienced institutions are listed in the box. Many of these training needs overlap with sector needs identified elsewhere and, in general, reflect overriding human resources constraints found throughout Benin.

The HRDA Project will enable the Mission to supplement the direct, in-country technical assistance and training specified in the BINGOS project to be implemented by Africare. In designing and implementing training intended to strengthen NGOs, the training office will maintain close liaison with Africare to ensure complementarity.

NGO TRAINING NEEDS

The training needs uncovered in the Africare assessment include:

- fund raising skills
- project development, implementation, and evaluation skills
- leadership skills
- financial management and human resources management skills
- information management skills

4. Legislative and judicial branches

Both the National Assembly and the Supreme Court have been characterized as lacking sufficient autonomy and institutional capacity to ensure the proper balance of power needed to sustain Benin's democratic experiment. The team met with some of the leaders of Assembly committees which correlated with USAID's development interests in Benin. Appointments were made with legal and constitutional experts as well.

The HRDA Project can be a convenient and flexible mechanism to design intensive workshops with senior elected officials and judges targeted precisely to the needs of their institutions. The principal needs which the team was able to discern through limited interviews and document reviews are:

- research and analysis of laws, regulations and codes
- cataloging and organizing historic data needed in considering new legislation or adjudicating current litigation
- organizational development of autonomous institutional services within both branches
- familiarity with new ways of structuring democratic institutions beyond the French colonial model
- management of demands from constituents
- electoral monitoring
- constructing independent yet cooperative relationships between the branches of government

- disseminating information to interest groups and constituencies
- planning for future growth and demands

The CTS proposes addressing these constraints through workshops, technical assistance and OSTs. A specific strategy is proposed, entitled "Democracy and Governance" which targets the National Assembly and the judiciary branch (to which the supreme audit agency, *Chambre de Comptes*, is attached) for training.

5. Private sector: update of 1991 assessment

In 1991 a Private Sector Training Needs Assessment (PSTNA) was conducted to assist USAID/Benin in determining training priorities in the private sector. The Mission had just opened and had little information about Benin's private sector. The PSTNA would furnish essential data on the productive, for-profit sector in post-Marxist Benin upon which USAID could base a 3-year training plan.

The study, conducted through the HRDA core contractor, Labat-Anderson, Inc. (LAI), was broken into three phases, following the model which had been established earlier by LAI in Zimbabwe. The initial phase required LAI to identify a local firm to perform a market survey of training needs among firms in selected sectors. In the second phase, the survey was conducted, information gathered and data tabulated and generated. The final phase brought two consultants to Benin to analyze the data, verify findings through interviews of selected Beninese business people and recommend a training plan to USAID which responds to the needs identified.

The methodology for a PSTNA is tested, reliable and useful. In the case of the Benin PSTNA, the data collection phase was adequately performed by a competent local consultant, who applied recognized survey techniques and presented data in a format allowing for in-depth analysis. The local consultant presented the data in a separate report which was completed prior to the arrival of the two-person U.S. team. The survey universe included 100 firms from the formal sector and 200 firms from the informal sector, of which 97 and 195 firms respectively, completed the questionnaires. The Department of Commerce registry was used to gather names of formal-sector firms. The survey universe included firms from three geographic areas (Cotonou, Bohicon and Parakou). A "random route" method of selecting firms was employed and was weighted by industry. The sectors included were construction, agriculture, commerce, industry, transportation/communications, tourism/restaurants, and other.

The PSTNA assumed an additional task to identify sectors where economic growth was likely as a way to guide USAID in focusing its training investments. However, the data gathered was on *perceived* and *real* training needs of for-profit firms, and could not support findings concerning the sectors of the economy with growth potential. This confusion of purpose and data weakened the report's output, leaving USAID with a mass of good data on private firms insufficiently synthesized into a practical training strategy and plan.

The PSTNA nonetheless served as a basis for subsequent training actions taken in 1992 and 1993 under HRDA. The report identified the priority training needs to be in management, financial analysis, sales and marketing, computer applications to inventory and accounting, and machine maintenance and repair.

The report surveyed the local training capacity and described major public and private institutions. It concluded that the local training environment remained dominated by a government which was ill-suited to train young Beninese for productive work in the private sector. The report identified a handful of consulting and accounting firms which were becoming more active in supplying training on the local market. (In connection with re-researching the CTS, the team met with all of the private firms listed.) The PSTNA recommended six training strategies which, if implemented fully, would have situated USAID/Benin as a major donor in the private-sector training arena. The six strategies put forward by the team were:

PSTNA CONCLUSIONS

The major constraints to sustaining growth in the private sector were identified as:

- *weak government administration*
- *structural weaknesses due to 17 years of central control*
- *neglected transportation infrastructure*
- *poorly managed human resources*
- *shortage of middle and high level manpower with modern management skills*
- *insufficient data on Benin's economy with which to make informed decisions*
- *lack of planning to guide investments*
- *inadequate financial incentives for workers to increase production*

- ◆ to develop the leadership capabilities of key members of umbrella organizations and to upgrade the management capabilities of managers of established enterprises
- ◆ to increase the competitive advantage of selected key segments of the economy (agriculture was identified as the focal sector)
- ◆ to improve the decision-making capabilities of key senior personnel at existing large enterprises
- ◆ to strengthen private sector training capacity
- ◆ to improve outreach to the informal sector and emerging businesses
- ◆ to upgrade the technical capabilities of technicians of established enterprises

The USAID/Benin Mission ultimately decided not to embark on such an ambitious training path and focussed on identifying a few objectives which were within its management ability to achieve. Limited training was funded under HRDA addressing some of the constraints described in the PSTNA. The Mission did not support training in agriculture, industry or the informal sector. In-country training to strengthen local capacity was not a priority.

C. Training Resources

Most of the training sponsored by USAID for Beninese since independence has been for long-term academic study in the United States. With no physical presence in the country, USAID

was ill-situated to undertake management-intensive in-country training. With the opening of a Benin Mission in 1991, sponsoring in-country training became, for the first time, a feasible development intervention for USAID to consider.

Unlike ATLAS, its predecessor AFGRAD or typical bilateral, sector-focused projects (such as in agriculture or health), the HRDA Project enables Missions to tap into local training expertise and reach far greater numbers of beneficiaries. Each Mission is encouraged to assess the capacity of local institutional training providers and individual trainers in order to marshal local talent in implementing in-country training.

1. Local organizations, public and private

No comprehensive, analytical training providers assessment ("TPA") has been conducted in Benin. Such a study would present data on each institution which offers, or could offer, instruction in fields of interest to USAID, including the following:

- course and degree description
- number of students/trainees, criteria for admissions, etc.
- percentage of women attending
- number and qualifications of teacher/trainers
- internal organizational strengths/weaknesses
- institutional philosophy or market
- placement activities
- information on alumni occupations

The HRDA Project encourages Missions to become familiar with local training capacity and fund activities to strengthen local institutions, especially private groups offering training in employable skills and addressing the needs of business. By 1993 most Missions in Africa had used HRDA funds to contract with local institutions to run training programs, often in collaboration with U.S. experts. Where training capacity was nascent or untested, Missions started slowly and used core-funded assistance in evaluating training outcomes and helping with long-term capacity building. Some Missions, such as Guinea, tapped more experienced consultants from neighboring countries, such as Senegal and Ivory Coast.

In Benin training providers run the gamut, from large, generally inflexible state institutions to small consulting or computer firms with the latest training and research equipment. The training landscape in Benin has rapidly evolved, according to individuals contacted by the team, from one dominated by state-run institutions to a more diverse mixture which includes private, for-profit groups.

The NGO community has emerged since 1990 with a potential to conduct local training. Most are new organizations with little experience in training design, implementation, and evaluation. Although Peace Corps, the Embassy and Catholic Relief Services have collaborated with local NGOs, USAID's experience in funding activities with local institutions has been limited to a few activities, such as workshop/publication support for a women's legal assistance group.

The team visited a sampling of institutions to ascertain training capacity and level. Time did not permit a statistically-significant sampling, nor an in-depth look at the institutional strengths of local training providers. As USAID/Benin implements in-country training, it will become familiar with the needs of these institutions.

The team is not recommending that a comprehensive TPA be conducted for Benin. The country is small, the number of credible institutions and individuals capable of carrying out targeted training is limited, and the number and complexity of training events anticipated in-country under HRDA and CLEF is manageable. However, the Training Office will need to design carefully and monitor closely all local training activities to ensure compliance with the Scope of Work and achievement of results.

The team visited many institutions which were providing training of some form to the public or target audiences. The team reported the following findings:

- ◆ highly-trained individuals are available in a number of fields (e.g., management, computer programming, accounting, law) many in private practice having left government or returned recently from overseas
- ◆ nascent professional associations are beginning to form interest groups and represent their constituencies
- ◆ a few consulting firms exist which can conduct surveys, assessments and training
- ◆ the number of NGOs is skyrocketing, with little training being offered on a regular basis
- ◆ anecdotal evidence suggests that classical training methodologies are *de rigueur*: only a handful of Beninese trainers are fluent in adult learning and interactive methods
- ◆ there appears to be a low demand for specialized training; even English language courses do not appear oversubscribed
- ◆ business people are said to be unwilling to pay for employee training, due to fears of later losing employees to competitors
- ◆ the productivity gains to be realized from training investments are under-appreciated

2. Third country

The CTS recommends using HRDA funds for training in third countries, for both short-term courses and OSTs. Options for applicable short-term courses can be found in the Global Training Institutions (GTI) database, soon-to-be installed in the Mission's training office. GTI presents data on short- and long-term courses, their cost, content and the dates the courses are offered, covering eleven countries in Africa. There is also a narrative for each country which includes course descriptions, class size, and assessments on the reputation and effectiveness on the institution.

To supplement the established third-country courses, the Mission will have to structure OSTs using its professional staff resources in education, health and management. Although assistance can be sought from the USAID Mission in the third country, USAID/Benin should not

depend on other Missions to assist in programming OSTs. Instead, missions should seek help from the HRDA contractor on programming resources in third countries available to help implement OSTs. The OIT contractor, PIET, also has information on third-country resources through its member organizations (Amideast, AAI, Asia Foundation) and a database of returned participants.

3. U.S.-based

As with third-country training proposed in this report, most U.S.-based training recommended is for short-term courses and OSTs. Training in the U.S. is most appropriate for Beninese with a high degree of skills who, through the training, can introduce significant policy or managerial changes. Unlike third-country activities, however, which require much time and effort on the part of the Mission's Training Office staff, U.S.-based short-term training can be programmed, monitored, and evaluated by OIT/PIET. By using the PIET mechanism, the Mission need only identify the training needs and relay them to PIET. The PIET staff then researches possible training options in the U.S., and provides the training office with details concerning time, cost, place, and content of courses. If the Mission does not feel the proposed courses are appropriate, it can instruct PIET to contract for tailored programs from training providers.

For OSTs, the Mission need only relay details of the purpose and composition of a group visit to PIET, which will make arrangements, employ an escort-interpreter (if necessary), monitor the visit and evaluate the OST.

PIET is also required, through its contract with OIT, to announce all short-term courses available in the U.S. The CTS team has left in the training office the latest information from PIET on course offerings by field of study announced for the past two years. The courses are catalogued by institution as well as by subject and language. Details are provided concerning frequency, duration, cost, language, and content of training. The Mission is encouraged to keep these resources up-to-date, organized and accessible to the other technical offices and CLEF seeking information on U.S. technical courses.

D. Training Components of Existing and Planned USAID Projects

USAID/Benin has several major training projects and components, some of which have already begun, such as ATLAS, or will begin in 1994. In terms of the intensity and level of funding, the BINGOS Project is one of the Mission's major training and technical assistance vehicles.

Designed to strengthen indigenous non-governmental organizations, BINGOS, through its contractor Africare, will select approximately 20 NGOs for intensive training, with strong consideration given to those working on health, civic and advocacy issues as well as in specific geographic regions within Benin. As noted in the December 1993 Project Proposal by Africare, "NGOs can play the important role expected of them in Benin only if they are provided with the training necessary to maximize their potential." One of the first actions by

the Africare American and Beninese staff hired to implement BINGOS will be to conduct a needs assessment survey of NGOs. With information from this survey and feedback from the NGO community, Africare will design appropriate training interventions, primarily in the form of a series of workshops.

Training under the BINGOS Project will include the following topics: long range planning and institutional plans; project management, monitoring, backstopping and evaluation; financial management, accounting, logistics, administration and donor relations/fund raising; project planning, design and proposal writing; and how to access technical assistance. In addition, grants will be available to U.S. PVOs and sub-grants to local NGOs to "promote linkages and...not only help professionalize the local NGOs but promote long-term sustainability." Two Africare BINGOS staff members, the Training Coordinator and the Financial Trainer, will devote full-time to these activities.

When designed in 1991, the CLEF Project did not include funds or management support for training. In the project amendment approved in 1993, modifications were made for a training line item of \$500,000 and the hiring of a training coordinator. Training needs were briefly described in the amendment and a training plan sketched out to be implemented over the next two years. The CTS carefully weaves this important training element into the Mission's overall training strategy.

The Mission's principal academic training program is ATLAS. There is no other bilateral project which offers funding support for long-term graduate degree training. The Mission's buy-in to ATLAS (\$1 million for each fiscal year, 1993 to 1995) will allow for 15 to 18 candidates for Masters degrees from U.S. universities each year.

E. Other Donor-Funded Training

Benin has a long history of donor-funded assistance, although, since its transition to a democratic government, most of the key players have changed. Ten years ago, for example, most training and assistance was sought from the Soviet Union, North Korea, China, and France. Today, although French assistance remains paramount to Benin, American, German, Dutch and Canadian programs have become prominent. The United Nations and the World Bank continue to provide important assistance to Benin, especially in support of economic reform and institutional development.

The following section describes some of the donor activities in Benin.

German Assistance

GTZ The German equivalent of USAID, GTZ is actively involved in the health sector. It recently organized a workshop on financial management in the health arena and the media. GTZ works with Infosec, a Beninese organization, to train journalists and promote the activities of a free press.

Training programs are offered for academic training in Germany (10 scholarships annually), as well as vocational training and internships (40 in 1993) through the German Embassy. Unlike ATLAS, none of the selection for this training is done in-country. The Embassy accepts applications, screens them, and sends all eligible ones to Germany. There, scholarships (academic, technical, observational) are granted according to funds available and number of applications received. The grant-giving foundations in Germany are the Carl Duisberg Gesellschaft and the Deutsche Stiftung fur Internationale Entwickeung.

Hanns Seidel Foundation This German foundation supports the government's civil service training institution, *l'Ecole Nationale d'Administration*. It also is involved in vocational training through FEJA (*Formation et Encadrement des Jeunes Agriculteurs de L'Atacora*) where it trains 12 young adults yearly in agricultural methods and natural resource management as well as through its training center in Abomey (*Centre de Formation Professionnelle d'Abomey*) where mechanics, carpenters and auto repair technicians are instructed. In addition, it works with the West African Labor Organization (*Organisation des Travailleurs de l'Afrique de l'Ouest*) in promoting workers' rights.

Konrad Adenauer Foundation This non-governmental foundation works in close association with Christian churches in Benin in implementing its programs. It focuses on strengthening democratic values and respect for human rights. In Benin, the foundation has supported a dynamic series of workshops for the National Assembly, often held outside of Cotonou and facilitated through the use of interactive training methodology. Observation trips are financed each year for elected representatives to neighboring countries to meet with counterparts. The foundation also supports the *Institut des Droits de l'Homme et de la Promotion de la Democratie*, a Beninese NGO which offers classes to secondary school dropouts and adults in democratic values and institutions. The foundation implements its own workshops relying on four experienced Beninese trainers.

French Assistance

The French continue to play an active role by sponsoring advanced degree training in France. French projects are generally not co-managed with Beninese private institutions and the selection of candidates is not conducted as openly as it could be. Typically, a number of scholarships are made available each year to the government, which submits candidates to the French Embassy for approval. The team did not have time to meet with French officials.

Dutch Assistance

The main focus of Dutch development assistance is on NGO strengthening. In the last two years a study of the NGO community (to be available in March, 1994) was financed and led to a decision to support two NGOs over a period of three years. This support includes equipment and staffing, as well as assistance with organizational development and project

design and implementation. The two NGO's, CEBEDES and CBDIAB, focus on grassroots activities, and include micro-enterprise development, literacy programs, and agricultural training.

Canadian Assistance

Canadian assistance, primarily handled through the OCSD, provides technical assistance in selected sectors. Current activities include assistance in the health and rural sectors. Through the FAIB (*Fonds d'Appui des Initiatives Beninois*) the Canadians are working in Savalou and Possotome to assist villagers in identifying and addressing problems related to natural resources, financing and marketing of agricultural products, and local empowerment.

Multilateral Donor Agencies

In addition to a number of programs in health, job creation and education, UNDP has supported a comprehensive series of management audits of the key public-sector institutions. This has led to the development of Action Plans for a number of Ministries.

The World Bank's major structural adjustment program is complemented by an economic restructuring project and a large education sector loan and support effort. The education project was designed in tandem with USAID's CLEF project to avoid duplication and to leverage impact on the public sector's major activity - providing public education in Benin.

It is recommended that the USAID Training Office keep abreast of donor activities and programs. Meeting quarterly, for example, in an informal setting, with training officers and representatives from other donors would provide a forum in which to discuss current activities, share lessons learned, and exchange information and new ideas about training activities. Periodic coordination guards against duplication of activity, double-funding of or competition for scholarship candidates, and overburdening fragile government agencies.

The U.S. Embassy has a Self-Help Fund which provides approximately \$130,000 each year to support 20 to 30 projects. The average grant is \$8,000. The Embassy has a part-time coordinator who oversees the program and a Committee composed of the Ambassador, the Political/Economics Officer, a USAID/Benin and U.S. Peace Corps staff member. It meets three times a year to review proposals and select beneficiary projects. Whenever possible, the coordinator tries to visit potential and funded projects.

The Self-Help Fund has financed educational infrastructure improvements (building schools, secondary school laboratories, purchasing equipment), agricultural processing and micro-enterprise development. The U.S. Embassy has information available on the fund (in French) as well as an application form for potential applicants.

The Mission Training Office should keep in contact, on an informal basis, with the USAID Self-Help Fund staff member, in order to keep abreast of the Embassy's relationships with NGOs and activities at the grassroots level.

III. COUNTRY TRAINING STRATEGY: 1995 - 1997

A. Training Strategy

The HRDA Project Paper requires that participating Missions develop an overall training strategy covering all USAID-funded projects with training components. The CTS helps Mission training staff initiate training actions and respond to proposals based on stated priorities which have been discussed and accepted by USAID. Each Mission is then expected to submit an annual training plan identifying specific training actions, numbers of participants or beneficiaries, approximate cost and duration and training location.

This is the first CTS for USAID in Benin. Prior to the opening of the Cotonou Mission in 1991, training activities were supervised from USAID/Togo. From 1988 through 1993, small amounts of participant training were funded on an *ad hoc* basis without the benefit of a clearly-defined strategy. Approximately \$300,000 was spent, nearly all on short-term participant training in Africa and the United States. Participants were proposed by the GOB (Ministry of Foreign Affairs) through USAID/Togo with support from REDSO/WCA.

USAID/BENIN TO USE A VARIETY OF TRAINING INTERVENTIONS

- *seminars and workshops in-country*
- *in-service training organized in collaboration with local institutions*
- *technical assistance to Beninese individuals and institutions*
- *short-term technical training in third countries*
- *short-term technical training in the United States*
- *observation and study tours (OSTs) in other developing countries and the United States*
- *internships at NGOs in other developing countries and the United States*

With a fully-staffed Mission with five Direct Hire Americans and a training office in place, the Mission decided to make human resources development and training a major instrument through which USAID strategic objectives could be met. In FY93, USAID Washington approved the Mission's OYB which included \$1 million under HRDA. Shortly thereafter, the Mission authorized an amendment to CLEF adding \$500,000 to be used primarily for in-country and short-term participant training. The total immediately available for programming is therefore \$1.5 million, with an additional \$300,000 to be added in FY95 (no funds are to be added to HRDA in FY94).

The CTS therefore covers three fiscal years of new funding totalling \$2.1 million, which will be earmarked for training activities in Calendar Years 1994, 1995, 1996 and 1997. The PACD for the HRDA Project has been extended to September 30, 1997. Only one long-term academic training action is anticipated under HRDA which would have to be completed by the PACD: support for five Beninese to obtain undergraduate degrees in water resources management at Central State University. The candidates for that program have been selected and are expected to begin a 3-year degree program in the summer of 1994.

The following training strategy emphasizes in-country training, a new field of activity for USAID/Benin. It focuses on strengthening the technical and managerial capacity of Beninese in government, in non-governmental organizations, and in newly-created democratic institutions, such as the National Assembly and its associated personnel. The CTS addresses directly the sectoral and organizational needs described in the previous chapter.

The level and complexity of training proposed in the CTS is a function of the management capacity of USAID/Benin. In-country training places significant burdens on Missions in terms of contracting actions and supervision of local training providers. Short-term participant training requires careful advance planning and close coordination with the Controller and Executive Office to ensure timely completion of travel arrangements and maintenance advances. These issues are also addressed in the section, Management and Monitoring of Training.

The proposed HRDA Selection Committee, composed of USAID officials and local counterparts, will work closely with the Mission in implementing all aspects of the HRDA-funded training. It will also help with the design of training and the selection of both candidates and institutions for training. Details on the composition and tasks of this group are in Chapter IV, Special Training Issues.

Four training goals were developed which will serve to guide all Mission-funded training through 1997. All training designs and selection criteria should conform to the objectives as described in this section. While the objectives are sufficiently broad to allow for flexibility and adjustment as Benin's training needs evolve, they articulate clear guidelines within which USAID can determine specific training activities. Once the CTS is approved, published and translated, the Mission can distribute the document to both the government and the HRDA Selection Committee to help inform others of USAID/Benin's training targets and requirements. In this way, USAID can be cushioned from pressure to fund "favorite" programs or individuals - in short, a known CTS becomes a convenient and legitimate reason to decline many training proposals. It is a useful management tool which helps keep HRDA, and the Mission, on track.

The team carefully reviewed the Mission's strategic objectives in light of Benin's human resource needs and development constraints. Four training objectives were then articulated, and a recommended percentage of available HRDA funding was proposed to the Mission.

The table below gives the distribution of funding by training objective as accepted by the Mission. The percentage targets are a helpful planning tool in ensuring that the training proposed reflects the overall emphasis desired by the Mission.

USAID/BENIN'S COMMITMENT TO TRAINING * (by CPSP Objectives)		
Training Goal	\$(000)	%
1. Democracy & Governance	225	30%
2. Economic Reform	150	20%
3. Education	150	20%
4. Health & Family Planning	225	30%
TOTAL	750	100%

Approximately half of the beneficiaries of training will be from outside government, and half will be women.

The sector emphasis of the Mission's ATLAS long-term training support is difficult at this time to determine because the fields of study alone do not suggest the eventual impact of the training on a sector. Current employment status would have to be factored in to arrive at an estimate of where training impact will be felt.

*The table above shows the recommended breakdown of HRDA funds by objective. Out of the \$1,300,000 of HRDA funds to be programmed in the CTS (\$1.0 million obligated in FY93 plus \$300,000 planned for in FY95), \$550,000 has been set aside by the Mission for English language training for ATLAS candidates, special training programs (Central State), HRDA management, and follow-on. This leaves approximately \$750,000 for training activities proposed by the team. CLEF Project training funds, which total \$500,000, are not included in the table above. If they were added to the amount devoted to Education from HRDA (20% or \$150,000), the education sector would receive \$650,000, or roughly 36 percent of total HRDA and CLEF training funds.

The fields of study distribution for the last two ATLAS intakes are provided in the table below.

An exact assessment of the impact of ATLAS scholarships on USAID's strategic program objectives or its training objectives is too early to ascertain. It should be noted that the ATLAS Selection for 1993 was made prior to the Mission's CPSP exercise.

Note: Total funding for the above training programs is approximately \$2.0 million, or \$62,500 per participant.

ATLAS FIELDS OF STUDY DISTRIBUTION 1993 AND 1994 INTAKES				
Fields of Study	1993	1994	#	%
Education	3	5	8	25
Engineering	1	0	1	3
Science/Medical Technology	2	1	3	10
Business Administration	3	5	8	25
Public Administration	2	4	6	19
Finance and Economics	0	2	2	6
Human Resources Management	1	0	1	3
Natural Resources	2	0	2	6
Library Science	1	0	1	3
TOTALS	15	17	32	100

1. Democracy and governance

Training Goal

To strengthen public and private sector institutions which exercise self-governance, credible autonomy and responsible management in order to promote and sustain the transition to democracy

Target Audience

NGOs, Human rights groups, National Assembly, Executive Branch
Supreme Court, Women's groups

Approach Technical assistance to develop innovative workshops for the National Assembly and the Judiciary Branch in liaison with a Beninese trainer, reinforced by observation tours to the U.S.; TA to begin the process of establishing an independent research/information capacity within the National Assembly; TA and TOT to develop in-service workshops in auditing and financial management; support increased exposure to international audit standards through sponsored participant training and observation tours.

Note: Training which reinforces local NGOs working in fields central to "Democracy and Governance" is covered under the objective "Economic Reform and NGO Strengthening."

Training Proposed

a). National Assembly Fellows Program (25%)¹

To assist in establishing a program to channel young, bright Beninese law graduates into service at the National Assembly to research and analyze legal, social and economic issues put forward by committees. The structure for this initiative would be inspired by the Congressional Research Service model but would be designed by a group of Beninese committee members working with a U.S. legislative expert. Once designed, the HRDA Project would provide a one-month training program each year for the group of incoming law graduates selected through national competition. Although the details would be decided by the National Assembly, one idea would have 10 Fellows selected each year for 2-year contracts. No permanent employment would result. The process of establishing this program would likely lead the National Assembly to develop an independent employment status for the Assembly's staff, an essential ingredient to furthering the independence of the legislative branch.

(US TA, plus local contractor support, for 3 workshops; one OST team composed of elected representatives and government officials to the U.S. to be exposed to the Congressional Research Service and similar services at the state level)

b). Support for the legislative and judicial branches (35%)

Two major workshops will be implemented on topics to be determined by the target audience. Possible themes include the role of the National Assembly in drafting and monitoring legislation, managing constituent services, roles and responsibilities vis-a-vis a powerful executive branch.

(US TA for each workshop, co-managed with local contractor and trainers).

c). Support for improvements in public-sector auditing (25%)

In-service training will be organized for the IGF with the help of TA to design and initiate the program. Beninese experts from outside government will be involved in delivering the in-service training. Support will also be provided for Benin to be represented at the INTOSAI annual meeting (the international organization of "supreme audit agencies" to which the GAO belongs). One GAO fellowship candidate will be selected, given English language training, and proposed for the 4-month GAO fellowship program. If the candidate is not accepted into the GAO program after learning English, an 8-week internship will be arranged at a state-level audit agency in the U.S. One short-term training opportunity in the U.S. is also included for the *Chambre de Comptes*.

¹The percentages indicate the proportion represented by each training activity within each strategy. For example, the National Assembly Fellows Program will require \$60,000, or 25 percent, of the \$225,000 allocated to the D/G strategy (see "Multi-year Training Plans" for cost breakdowns).

d). **Activities supporting local NGOs (15%)**

Two workshops on themes to be determined will be developed and implemented in collaboration with local groups. Either one OST to the U.S. for 4 NGO officials, or support for attendance at separate NGO management courses in French will be provided.

2. Economic Reform

Training Goal

a) Strengthen the capacity of NGOs, professional and business associations, and training providers to improve the legal and institutional environment in which they operate.

b) Develop leadership skills and promote recognition of the role of the private sector in furthering democracy among public sector decision-makers.

Target Audience NGOs, Business Support Organizations, Training Providers, Professional Associations, Executive Branch

Approach Technical assistance will be provided to develop a solid core of Beninese trainers versed in adult learning techniques and interactive training methodologies. Subsequent in-country training activities to strengthen NGO institutional capacity will rely on local expertise for the design and implementation of workshops with minimal outside assistance. OSTs for senior government and legislative officials to become familiar with the role played by NGOs in the U.S. (human rights groups, business lobby groups, women's organizations, education/parents interest groups, etc.) will also be provided.

Training Proposed

a). **Upgrading Beninese Training Capacity (17%)**

TOT by a U.S. training expert working with an African trainer (possibly a Senegalese or Ivorian) and a Beninese trainer: two week intensive course followed by one-week refresher session in 1995.

b). **Institution-Building for NGOs (20%)**

Six in-country workshops covering the following themes conducted in association with different NGOs:

- Membership services
- Planning for growth
- Advocacy techniques
- Developing leadership skills
- Information gathering and data management
- Ensuring transparency and financial management

c). Strengthening women's programs (13%)

TOT to establish modern training methodologies at women's organizations. Support for attendance by an influential Beninese woman at the 1995 International Women's Conference in China, followed by a one-week U.S. OST.

d). Developing local expertise in accounting (10%)

Fund the training of instructors in computer applications of accounting for the new, proposed degree cycle in accounting.

e.) Leadership Development for NGO and Government (40%)

Two OSTs to the U.S. for joint teams of government and NGO leaders on selected topics designed to reinforce mutual understanding of the importance of NGOs in sustaining democracy.

3. Health and family planning

Training Goal

a) To increase the capacity of decision-makers and opinion-leaders to initiate policy and legal reforms and to promote health and family planning programs.

b) To improve the implementation of health and family planning delivery services.

The BINGOS project through Africare will develop training activities for NGOs and their beneficiaries; HRDA will provide limited training for both public and private sector organizations.

Target Audience Executive Branch, National Assembly, Public and private health-care providers, Beninese trainers

Approach A combination of in-service training, workshops, overseas training and technical assistance will be used to begin policy reform and management improvements in health and family planning in anticipation of increased USAID activity in 1994 and 1995.

Training Proposed

a) Advanced health management training (33%)

Attendance at a francophone management course in the United States on health management for a group of five, drawn from the Ministry of Health, NGO and the private sector.

b) Exposure to successful family planning in Africa (18%)

OST for 4 participants to other African countries in the region for 14 days. Participants will be from both public and private sector.

OST for 4 participants to Senegal and Tunisia for 14 days. Participants will be from both public and private sector.

c) Professional development in health services delivery (7%)

Courses in French in Africa (Dakar and Abidjan) for 4 participants.

d) In-service management training (7%)

Two programs focussing on improving the Ministry's capacity to analyze health policy, manage information and monitor budgetary resources.

e) Workshops on health and family planning (27%)

Three workshops in procurement and inventory control, communication and outreach, and survey design, implementation and evaluation.

f) Strengthening in-country health training capacity (8%)

TA to assist Beninese institutions (ISP, CREDESA, etc.) in establishing continuing education courses in health using modern training methodologies.

4. Education

Training Goal

To strengthen and support the capacity of the public and private sector to implement educational reform and improve Benin's human resource base

Target Audience Executive Branch, National Assembly, NGOs

Approach CLEF-funded activities will feature in-country workshops and in-service training, supplemented by third-country OSTs and selected attendance at educational conferences or courses. A large proportion (35%) of the total available from CLEF will be devoted to "jump-starting" the public sector in modern management skills. The HRDA project will complement CLEF activities by targeting overall educational policies not limited to primary education.

Training proposed

The training described below includes both CLEF and HRDA-funded activities. The "Education Sector Training Plan" in Chapter III, B, breaks down the training activities between the two projects. The percentages indicated for each activity are calculated on the basis of \$650,000, the total CLEF/HRDA funding available for education (\$500,000 from CLEF plus \$150,000 from HRDA).

a). Senior-level public-sector management development (35%)

Objective: to develop a core of senior managers in the public sector, in particular within the Ministry of Education, familiar with modern management systems and sharing a common approach to human resource development.

Option One: The project will sponsor attendance at an existing francophone seminar in the U.S. for ten senior officials. Half will attend the seminar in the summer of 1994 and half in 1995 to avoid depleting the ministries of key officials during periods of intense educational activity. An interim session will be held in Benin between the first and second groups to accelerate the integration into the work place of new management methods acquired in training. A follow-up workshop will be conducted in 1996 to reinforce application of management skills one and two years after the training.

Option Two: If the core of senior educational officials targeted for training cannot be absent during the periods when francophone management seminars are available in the United States, the project will sponsor a two-phased program, consisting of:

- a preparatory one-week workshop led by the chief facilitator and involving the CLEF advisors, to analyze in-depth the specific needs of the target audience in preparation for the workshop (May - June 1994);
- an intensive three-week management seminar for all ten or more officials held at a location outside Cotonou led by two overseas trainers assisted by Beninese trainers (2nd half of 1994);
- a 3-week OST to the United States for all participants on management and educational administration (spring 1995);
- a follow-up seminar during the 2nd half of 1995.

b). Exposure to education administration, policy and planning in other countries (16%)
Two OSTs to the U.S. for four participants, drawn from the Ministry of Education, the Committee on Education of the National Assembly and the NGO/education community.

One OST to Guinea-Conakry, Senegal and Morocco for three participants to visit similar education reform projects and meet counterparts. A senior CLEF project advisor will accompany the group.

One OST to anglophone Africa for three participants to observe innovations in distance learning, NGO development and educational administration. Zimbabwe and Swaziland are recommended. A senior CLEF project advisor will accompany the group.

c). Professional development in educational administration (5%)

Attendance at professional meetings and courses in the United States or elsewhere for three educational specialists, drawn from academia, the private sector or a Ministry.

d). Support for educational policy reform in the National Assembly (4%)

Two workshops on topics to be determined in collaboration with Committee on Education members, to be developed with TA assistance and implemented by a local training contractor.

e). Raising national awareness on key educational reform issues (12%)

Three national seminars on an issue of concern to U.S. and Beninese education experts. The seminars would feature an educational authority from the U.S. and would be facilitated by experienced trainers. Information dissemination of reports, video-tapes and teaching materials would be part of each seminar.

f). In-service management training (10%)

Training will be arranged in general management, primarily for Ministry of Education personnel at various support levels. Training in specific educational areas, such as curriculum design or teaching evaluation, will be organized under CLEF's IQC contract and implemented directly by the CLEF advisors.

g). Contingencies and project management (18%)

\$60,000 will be set aside to fund the contract for the CLEF project training coordinator. \$58,000 remains to be programmed (\$40,000 from HRDA funds and \$18,000 from CLEF - see Education sector training plan) with input from advisors on the CLEF project team, who will be working close to the training needs.

B. Relationship to USAID/Benin Objectives

The four goals outlined in Chapter A above correspond directly to the strategic objectives put forward by USAID/Benin and adopted in 1993. The Mission's goal (*increase participation in Benin's economic development*) will be well-served by training sponsored both in-country, in third countries and in the United States. Effective selection procedures and information outreach mandated for all projects will bring the fruits of training to a broader target population. Whether through in-country training funded through BINGOS and implemented by a local contractor or through graduate education at U.S. universities managed by the ATLAS contractor, the Mission will increase participation in Benin's economic progress by expeditious and appropriate design and implementation of its training programs.

The institutional strengthening resulting from well-designed, high-impact training, such as that proposed for the National Assembly, will serve to stabilize Benin's fragile institutional structures and increase their responsiveness to the public. Improved analysis of the country's educational needs and enhanced planning capacity in government, especially at the primary school level, will directly address the Mission's goal.

The Mission's sub-goal (*strengthen Benin's human resource base*) corresponds to all HRD and training activities proposed in this CTS. Only by improving both the managerial and technical skills in government and the burgeoning NGO sector can Benin hope to sustain its democracy, broaden the popular support for and participation in elected government, and improve the economic well-being of the population. Donor-initiated interventions designed without the benefit of skilled local expertise routinely fall short of expectations, and leave the recipient country short-changed. The USAID training components proposed in this CTS will make a major contribution toward rectifying Benin's serious human resource shortages.

USAID/BENIN'S COUNTRY TRAINING PLAN

Sector	Democracy and Governance	Economic Reform	Health and Family Planning	Education
Training Goal	Strengthen public and private sector institutions which exercise self-governance, credible autonomy and responsible management in order to promote and sustain the transition to democracy	<p>a) Strengthen the capacity of NGOs, professional and business associations, and training providers to improve the legal and institutional environment in which they operate.</p> <p>b) Develop leadership skills and promote recognition of the role of the private sector in furthering democracy among public sector decision-makers.</p>	<p>a) Increase the capacity of decision-makers and opinion-leaders to initiate policy and legal reforms and to promote health and family planning programs.</p> <p>b) Improve the implementation of health and family planning delivery services.</p>	Strengthen and support the capacity of the public and private sector to implement educational reform and improve Benin's human resource base
Target Audience	NGOs & Human Rights Groups, Democratic Institutions, Women's groups	NGOs, Business Support Organizations, Training Providers, Professional Associations, Executive Branch	Democratic institutions, Public and private health-care providers, Beninese trainers	Democratic institutions, NGOs, Executive Branch, target Ministries
Training Proposed	<ul style="list-style-type: none"> • National Assembly Fellows Program • Support for the legislative and judicial branches • Support for improvements in public-sector auditing • Activities supporting local NGOs 	<ul style="list-style-type: none"> • Upgrading Beninese Training Capacity • Institution-Building for NGOs • Strengthening women's programs • Developing local expertise in accounting • Leadership Development for NGO and Government • Graduate degree training (ATLAS) 	<ul style="list-style-type: none"> • Advanced health management training • Exposure to successful family planning in Africa • Professional development in health services delivery • In-service management training • Workshops on health and family planning • Strengthening in-country health training capacity • Graduate degree training (ATLAS) 	<ul style="list-style-type: none"> • Senior-level public-sector management development • Exposure to education administration, policy and planning in other countries • Professional development in educational administration • Support for educational policy reform in the National Assembly • Raising national awareness on key educational reform issues • In-service management training • Graduate degree training (ATLAS)

Despite the wide-ranging managerial and technical insufficiencies at many levels in Benin, the Mission wisely sought to focus on one sector within which it could "make a difference." After considerable analysis, it chose primary education as the priority sector. The Mission's single strategic objective (*assist in ensuring that an increasing number of primary school-age receive, on a more equitable basis, an education which adequately prepares them for a productive role in their society*) will be addressed principally by the CLEF project. Within that project, training and technical assistance will help alleviate human resource constraints impeding progress in improving education in Benin. Training components in other projects will assist in opening up Benin to new ideas affecting education at all levels. All of the four training goals address fundamental problems found in the education sector and contribute to broader acceptance of democratic processes. The CLEF project training component specifically addresses the five project sub-targets (described elsewhere in this report).

The training goals described in this CTS address the Mission's "targets of opportunities" (*promote community-based development initiatives in health and family planning and improved governance and enabling environment for individual initiative*) in two ways. First, by strengthening the capacity of locally-managed NGOs, USAID will play an active role in ensuring that interests of the broader public are addressed by representative government. Second, by arranging OSTs and short-term participant training in other countries, USAID/Benin will help overcome years of isolation by introducing new ideas, innovative management approaches and solutions to key decision-makers in the public and private sectors.

C. Multi-Year Training Plans

The training plans on the following pages reflect the descriptions contained under each Training Goal in Section A above. Funds which are obligated in a Fiscal Year can be earmarked and committed for training activities in any year up until the HRDA Project PACD. The PACD has been amended from September 30, 1995 to September 30, 1997. However, if the Mission were to plan long-term academic training under HRDA, all candidates would have to complete their degrees and return prior to the PACD. There will be no further extension of HRDA since it will have reached its 10-year maximum.

DETAILED TRAINING PLAN FOR OCTOBER 1994 THROUGH SEPTEMBER 1995¹

DEMOCRACY AND GOVERNANCE	ECONOMIC REFORM	HEALTH AND FAMILY PLANNING	EDUCATION
<p>1. US Short-Term</p> <ul style="list-style-type: none"> ◆ 1 Study Tour (4 part.) private and public sector ◆ Courses in financial mgmt/auditing ◆ 1 General Accounting Office Fellowship Program ◆ 2 Courses/conferences in French 	<p>1. US Short-Term</p> <ul style="list-style-type: none"> ◆ 2 Study Tours on Sustaining Democracy (4 part.) 	<p>1. US Short-Term</p> <ul style="list-style-type: none"> ◆ 5 Senior health management courses 	<p>1. US Short-Term</p> <ul style="list-style-type: none"> ◆ 10 Senior Management Training ◆ 2 Study Tours Nat'l Assbly (4 part.) ◆ 3 Educ. Policy courses/conf
<p>2. Third Country Short-Term</p> <ul style="list-style-type: none"> ◆ 1 INTOSAI conference attendance 	<p>2. Third Country Short-Term</p> <ul style="list-style-type: none"> ◆ International Women's Conference and Study Tour 	<p>2. Third Country Short-Term</p> <ul style="list-style-type: none"> ◆ 4 Study Tours - professional development ◆ 2 Study Tours - successful health/family planning programs (4 part) 	<p>2. Third Country Short-Term</p> <ul style="list-style-type: none"> ◆ Study Tour in Ed admin, policy, & planning, (3 part.) ◆ Study Tour in anglophone educ. policies, distance learning, PTAs, etc. (3 part)
<p>3. In-Country</p> <ul style="list-style-type: none"> ◆ National Assembly Fellows Program ◆ 2 Workshops for democratic institutions ◆ 2 Workshops for NGOs ◆ 2 Workshops in Auditing for IGL 	<p>3. In-Country</p> <ul style="list-style-type: none"> ◆ TOT for Beninese Trainers ◆ TOT for Women's Training Center ◆ TOT for new Accounting program at INE ◆ 6 Workshops for NGO institution building 	<p>3. In-Country</p> <ul style="list-style-type: none"> ◆ Workshop in procurement and inventory control ◆ Workshop in survey design, implementation & evaluation ◆ Workshop in Information, Education & Communication (IEC) ◆ TA to health training institution(s) ◆ In-service management training 	<p>3. In-Country</p> <ul style="list-style-type: none"> ◆ In-Service Computer (2), Budget/Fin Mgt, Personnel Appraisal/Eval, Education Planning, Human Res. Mgt, Time Mgt, Project appraisal/eval, To be Determined (5) ◆ 2 Workshops - Nat'l Assbly on topics to be determined ◆ 3 Nat'l Sem on Ed Policy Reform

¹This Training Plan and the corresponding sector Training Plans that follow make no mention of ATLAS-funded training since ATLAS Fellows for 1993 and 1994 intakes have already been selected. See table on page 24 for additional details.

DEMOCRACY AND GOVERNANCE TRAINING PLAN
To be programmed through FY 95

TRAINING TYPE	\$
1. US Short-Term	
◆ OST to U.S. (4 part.) - private and public sector	30,000
◆ Course in financial mgt/auditing, Chambre de Comptes	10,000
◆ GAO Fellowship Program (1 part., includes ELT)	10,000
◆ Courses/conferences in D/G in French (2 part.)	20,000
Sub-Total	70,000
2. Third Country Short-Term	
◆ INTOSAI conference attendance (1 part.)	10,000
Sub-Total	10,000
3. In-Country	
◆ National Assembly Fellows Program (TA, 2 years)	60,000
◆ Workshops for National Assembly (2)	50,000
◆ Workshops for NGOs (2)	10,000
◆ Workshop in Auditing for IGL (2), with TA and local contractor	25,000
Sub-Total	145,000
Total	225,000

ECONOMIC REFORM
To be programmed through FY 95

TRAINING TYPE	\$
1. US Short-Term	
◆ OST on Sustaining Democracy (2 tours w/ 4 part)	60,000
Sub-Total	60,000
2. Third Country Short-Term	
◆ International Women's Conference/OST	15,000
Sub-Total	15,000
3. In-Country	
◆ TOT for Beninese Trainers (with TA)	25,000
◆ TOT for Women's Training Center	5,000
◆ TOT for new Accounting program at INE	15,000
◆ Workshops for NGO institution building (6)	30,000
Sub-Total	75,000
Total	150,000

HEALTH AND FAMILY PLANNING TRAINING PLAN
To be programmed through FY 95

TRAINING TYPE	\$
1. US Short-Term	
◆ Senior health management course (5 part.)	75,000
Sub-Total	75,000
2. Third Country Short-Term	
◆ OST - professional development to Abidjan/Dakar (4 part)	15,000
◆ OST - successful health/fam ping programs, to East and North Africa (2 trips, 4 part)	40,000
Sub-Total	55,000
3. In-Country	
◆ Workshop in procurement and inventory control, with TA	20,000
◆ Workshop in survey design, implementation & evaluation, with TA	20,000
◆ Workshop in Information, Education & Communication (IEC), with TA	20,000
◆ TA to health training institution(s)	20,000
◆ In-service management training, TA + local contract	15,000
Sub-Total	95,000
Total	225,000

EDUCATION SECTOR TRAINING PLAN
CLEF AND HRDA: To be programmed through FY 95

TRAINING TYPE	CLEF \$	HRDA \$
1. US Short-Term		
◆ Senior Management Training (10 @ \$20K)	200,000	
◆ OST Nat'l Assbly (2 trips of 4 part. @ \$30K)	60,000	
◆ Ed Policy courses/conf (3)	30,000	
Sub-Total	290,000	
2. Third Country Short-Term		
◆ OST in Ed admin, policy, & plng, 3 part. to Guinea, Senegal & Morocco	25,000	
◆ OST in anglophone educ. policies, distance learning, PTAs, etc. to Zimbabwe & Swaziland (3 part)		20,000
Sub-Total	25,000	20,000
3. In-Country		
◆ In-Service		
Computer (2)	12,000	
Budget/Fin Mgt	5,000	
Personnel Appraisal/Eval	5,000	
Education Planning	5,000	
Human Res. Mgt	5,000	
Time Mgt	5,000	
Project appraisal/eval	5,000	
To be Determined (5)	25,000	
◆ Wksp - Nat'l Assbly (2) on topics to be determined	10,000	15,000
◆ Nat'l Sem on Ed Policy Reform (3)		75,000
Sub-Total	77,000	90,000
4. Follow-On		
◆ Wksp in-country, Senior Management Training	30,000	
Sub-Total	30,000	
5. Project Management		
◆ Trng. Assistant, 3 yrs	60,000	
Sub-Total	60,000	
Amounts from above	482,000	110,000
Total Available	500,000	150,000

SUMMARY OF TRAINING PLAN BUDGETS
HRDA, CLEF and ATLAS Training Budgets FY88-95

TRAINING TYPE	CLEF \$	HRDA \$	ATLAS
1. US Academic and Short-Term			
◆ ATLAS, 1993 ¹			1,000,000
◆ ATLAS, 1994			1,000,000
◆ ATLAS, 1995			1,000,000
◆ Central State Univ Program ²		300,000	
◆ Democracy & Governance		70,000	
◆ Economic Reform		60,000	
◆ Health & Family Planning		75,000	
◆ Education	290,000		
Sub-Total	290,000	505,000	3,000,000
2. Third Country Short-Term			
◆ Democracy & Governance		10,000	
◆ Economic Reform		15,000	
◆ Health & Family Planning		55,000	
◆ Education	25,000	20,000	
Sub-Total	25,000	120,000	
3. In-Country			
◆ Democracy & Governance		145,000	
◆ Economic Reform		75,000	
◆ Health & Family Planning		95,000	
◆ Education	77,000	90,000	
◆ ELT for 2 ATLAS intakes (1994-95) for same size group as 1993 ³		50,000	
Sub-Total	77,000	455,000	
4. Follow-On			
◆ HRDA - all strategies ⁴		45,000	
◆ Education	30,000		
Sub-Total	30,000	45,000	
5. Project Management			
◆ Training Office staffing ⁵		75,000	
◆ CLEF Training Coordinator	60,000		
Sub-Total	60,000	75,000	
Amounts from above	482,000	1,200,000	3,000,000
Total Available, FY93 - FY95 ⁶	500,000	1,300,000	3,000,000
Total Earmarked/Unavailable FY88-92	0	300,000	?
Total USAID/Benin Training FY88-95			5,100,000

NOTES TO SUMMARY BUDGET

The summary budgets recaptures the subtotals from the training plans proposed for each training goal (Democracy/Governance, Economic Reform, Health/Family Planning, Education). ATLAS obligations are also shown in order to illustrate the Mission's overall level of training activity. Training not directly managed by USAID/Benin is NOT included in the chart. Excluded are the training amounts contained in the BINGOS project (managed by Africare), grants to PVOs or NGOs operating in Benin, centrally-funded U.S. and third-country short-term training, the Embassy self-help and human rights programs and in-country training and International Visitor Program training operated by USIS.

1. Amounts spent on ATLAS prior to the Missions's 1993 buy-in are not included.
2. The budget for the 5 candidates for Central State includes all expenses except for tuition, over a 3-year period. English language training in Cotonou with 2-months top-off in the U.S. is also included. The candidates will need to be enrolled in summer school every year in order to complete an undergraduate degree prior to September 30, 1997, the PACD for HRDA.
3. Assumes ELT in Cotonou provided by USIS for the candidates selected, at \$25,000 per intake.
4. The Office of International Training recommends setting aside 10 percent of the total training budget for follow-on. This would amount to over \$100,000, an amount the team felt to be excessive considering the Mission's management capabilities and the size of Benin.
5. The team recommends increasing the Training Office capacity to manage the activities proposed in the training plans. Funds are included for a full-time senior training officer, possibly recruited from a third country, and occasional short-term assistance recruited locally (for alumni association work and impact evaluation baseline collection).
6. The Mission obligated 1.0 million in FY93 to HRDA and plans to add \$300,000 in FY95. Total obligations for FY88 through FY92 totalled approximately \$300,000 and have been completely earmarked.

IV. SPECIAL TRAINING ISSUES**A. Participation by Women**

Increasing the participation of girls and women in education and training is integral to the success of USAID-sponsored development projects in Benin. The Missions' principal activities - CLEF, BINGOS, HRDA and ATLAS - target women in meaningful and significant ways as beneficiaries of project outputs.

ATLAS has a mandate that at least 30 percent of its candidates will be women. In the first two years in the project, USAID/Benin has surpassed this target considerably. In 1992, nine of the 15 participants selected for ATLAS were women. HRDA has a slightly, higher mandate of 35 percent participation by women and the BINGOS Project calls for 50 percent of its beneficiaries to be women.

Benin has both active and nascent women's groups with which the Mission will want to collaborate in organizing local training. Training can be from sponsored through the HRDA or CLEF projects or through the Africare contract under BINGOS.

At the highest level of the Beninese government, interest in the development of women was expressed in a June 20th decree by President Soglo and the creation in the same year of a Commission for the Integration of Women in Development. While the coordinating agency for this inter-ministerial commission is the Ministry of Plan, nearly all of the Ministries send

representatives to the Commission. The staff of the Commission include those from the following Ministries: Work and Social Affairs, Rural Development, Public Health, Justice, Youth and Sport, Environment, Commerce and the Chambers of Commerce and Industry and Agriculture. The commission, which is not yet entirely functional, is charged with drafting a national report on the status of Beninese women to be presented at the regional conference in Dakar in November, 1994 in anticipation of the International Women's Conference to be held in Beijing in 1995.

Since September 1993, the donors and NGOs interested in women's issues have been meeting informally, on a quarterly basis, and members of the Commission have attended these meetings as well.

Although women's participation in USAID training is mandated at between 30 and 50 percent, the Mission has not been in the forefront with women's activities overall. The designated Women in Development (WID) Officer for the Mission could benefit from guidance on the development of a more comprehensive WID strategy. REDSO/WCA can provide, at no cost to the Mission, the technical services of an African Women in Development Advisor (AFWID). The team recommends that the Mission schedule a TDY from the AFWID advisor to help define an overall plan.

B. Recruitment and Selection of Participants and Local Collaborating Organizations

Managing participant training and in-country training are labor-intensive activities which challenge even the best organized of Missions. Offering sought-after overseas training opportunities to participants in countries undergoing economic and political restructuring, often accompanied by inflation and unemployment, is an activity vulnerable to abuse and confusion. The best-designed training program will falter unless supported by careful and fair selection, proper pre-departure orientation and logistic preparation, accurate record-keeping, and timely evaluation and follow-up. *No USAID activity is more labor-intensive than training, and few USAID investments consistently produce the long-lasting impact of training.*

Effective training depends, *inter alia*, on a) an accurate identification of the training need, either by sector, sub-sector, firm, region, institution or individual; b) a responsive training design; and, c) a suitable selection process.

In the future, the Training Office may want to consider funding periodic limited assessments to keep abreast of the trends and needs of specific sectors and sub-sectors of Benin as they relate to the Mission's CPSP.

With a good grasp of training needs, the Mission is equipped to promote relevant in-country programs as well as innovative third-country and U.S. training opportunities. Training curriculum and format can also be designed by local consultants, working in tandem with outside experts where needed.

1. Participant selection and processing

Selection of participants is the third fundamental to good training. The following should be a part of the selection system:

- ◆ transparency of operation so that credibility and integrity of selection is maintained;
- ◆ broad-based advertising of training opportunities to counter advantages often accorded urban dwellers due to proximity to USAID or centralized authority;
- ◆ equal access to training by all citizens, with special attention being paid to disadvantaged ethnic groups, women and those with lesser income levels;
- ◆ accurate record-keeping and monitoring, so that applicants can be assured their documents will be fairly reviewed;
- ◆ easy access to information about training programs, selection criteria, requirements, and decisions; and,
- ◆ consistency in enforcing deadlines, regulations and requirements.

The selection and participant training process includes the following tasks:

- ◆ determining the population to target for training (e.g., leaders of NGOs and business associations, members of key Commissions of the National Assembly, mid-level government functionaries whose work has a direct impact on the private sector, leaders in the private sector, senior officials of government ministries involved in economic reform and restructuring, etc.);
- ◆ establishing a recruitment or marketing strategy to reach the target population;
- ◆ creating informational materials detailing training offered, criteria, deadlines and conditions of training;
- ◆ drafting and placing of advertisements and announcements aimed at the targeted beneficiaries;
- ◆ receiving, filing and acknowledging applications;
- ◆ answering inquiries for additional details about training;
- ◆ creation of a selection committee;
- ◆ reviewing, pre-selecting and declining applications;

- ◆ conducting interviews of finalists;
- ◆ designing training plans in detail in close collaboration with participant and employer;
- ◆ administering English language tests and assisting applicants to enroll in language courses;
- ◆ nominating applicants for overseas training to OIT for U.S. programs;
- ◆ revising/approving training proposed by the providers and communicating plan to participant and employer;
- ◆ conducting pre-departure orientation;
- ◆ collecting baseline data on participant and employer to use in post-training evaluation and in tracking project activities and impact;
- ◆ arranging for departure;
- ◆ monitoring programs during training;
- ◆ preparing for participant return and application of skills acquired overseas to the home institution;
- ◆ arranging end-of-training evaluation in-country;
- ◆ maintaining contact with returned participants and involving them in follow-on activities and orientations for new participants; and,
- ◆ creating a resume file of all returned participants in order to develop a database of in-country consulting expertise.

Some of the above tasks apply only to overseas training, while others are recommended for in-country activities as well. To select private organizations in Benin to implement HRDA-funded training programs, such as a financial management workshop, the Mission issues an RFP with either formal or informal announcement following the competitive procurement procedures applicable at post. The proposed HRDA Selection Committee (described below) can help publicize the procurement to ensure that a broad range of private institutions are informed of the impending RFP. The Selection Committee may be asked to review and rank the bidders, depending upon procedures established by the Executive Officer at the Mission.

2. The ATLAS selection process

USAID/Benin's experience with the recruitment and selection of candidates for the ATLAS Project has attracted plaudits from Beninese and donors alike. The GOB has been closely involved in the selection process and the system appears to be open, transparent and fair.

The ATLAS selection process begins with the submission of applications to the Ministry of Foreign Affairs. Each candidate, upon submission of the application, receives a stamped receipt. The Ministry has also been asked by USAID to write to each candidate, confirming receipt of application. The Ministry then carries out an initial administrative screening of the applications, eliminating those which meet the basic requirements established by the Mission concerning certain fields of study, age limit, minimum grade point average, etc.). The accepted dossiers are then submitted to the ATLAS Selection Committee. Rejected applications, containing written explanation for their selection out, are kept at the Ministry for three years.

The ATLAS/Benin Joint Selection Committee then reviews each application and arrives at a list of the top candidates. Individual interviews are then arranged by an ad hoc "interview group", made up of the AAI/NY ATLAS representative, AID/W ATLAS staff, a member of the Executive Committee of Graduate Deans, the AAI/Benin representative, a University of Benin representative, an ATLAS alumnus, USAID/Benin representative, and one member of the ATLAS/Benin Joint Selection Committee. A list of finalists and alternates is then sent to AAI in New York for final review, selection, and placement.

The ATLAS Selection Committee has 11 members who serve on a rotating basis. Included are the AAI representative, USAID/Benin staff, representatives from the Ministries of Plan, Foreign Affairs, Civil Service and Administrative Reform, a professor from the university, members from the health and private sectors, and an ATLAS alumnus.

3. Establishing an HRDA selection committee

Drawing on the successful ATLAS selection model, it is proposed that USAID/Benin establish an HRDA Selection Committee to guide in-country and overseas training. At last count, over 90 percent of the Missions using HRDA had established selection committees or advisory boards. They have become integral components both in advising Missions on HRDA training activities, as well as serving as a Mission's "ear" to a wider community. In light of the increasing number of training actions to be sponsored under the HRDA project, the team recommends that the Mission create such a body as soon as possible.

This report recommends an HRDA Selection Committee with the following features:

- ◆ 9 members, of which 2 represent the GOB, 3 from USAID, and 4 "at-large" members familiar with or involved in training and human resources development. (The four "at-large" members should be from some of the following fields or interests: legislative/legal problems, human rights, women's issues, education, health and training methodology.);
- ◆ a minimum of four women members;

- ◆ a Beninese "chairperson" elected by the members;
- ◆ voluntary, uncompensated service by all; and,
- ◆ strict conflict-of-interest rules for all members, excluding them or their relatives from benefitting from training proposed for the term of their committee service, unless otherwise approved by USAID.

If possible, the Selection Committee should be an informal body with no legal standing. The USAID Training Office serves as secretariat for the Committee, providing members with minutes, schedules, training plans and HRDA project information.

Due to the volume of actions anticipated and the busy schedules of those serving, it is recommended that a "core resource group" be created at the opening meeting of the committee. Four members can be selected from the entire committee who can be consulted by USAID for advice and approvals for actions which arise between the quarterly meetings of the whole committee. The four members of the "core resource group" would likely be in positions where they would be freer to devote more time to the project than the others.

The Core Resource Group will include:

- ◆ one USAID official,
- ◆ one GOB official (rotating position), and
- ◆ two at-large members.

The four members of the Core Resource Group will report to the HRDA Selection Committee. The Committee would establish guidelines for the Core Resource Group governing the extent of its authority to make decisions concerning selection of training providers or candidates. The Core Resource Group would meet as needed between sessions of the larger committee.

The HRDA Selection Committee will meet on a quarterly basis and the committee's tasks include:

- ◆ propose selection criteria for candidates to be considered for participant training;
- ◆ review training ideas presented by USAID and any members;
- ◆ review the profiles of candidates proposed for training coming from any source;
- ◆ review proposals from NGOs for training activities;
- ◆ suggest viable candidates for training or institutions for collaboration.

The HRDA Selection Committee will have a rotating membership, with new members replacing previous members after two years of service.

The HRDA Selection Committee will greatly enhance the Mission's outreach to the Beninese NGO and public sectors. Although each HRDA-participating country tailors its advisory or selection boards to local political and social circumstances, all provide critical direction for training, and help enhance the Mission's reputation in the larger community and to women's constituencies. The amount of authority delegated to the Committee varies among Missions, although final decisions for all participant training actions (PIO/Ps) and contracts (PIO/Ts, PILs)

rest solely with USAID. Some missions, such as Burundi with a \$14 million HRD project, rely heavily on their HRDA Selection Committee for selection and references checks on applicants for training; others seek periodic guidance or recruitment assistance.

The HRDA Selection Committee can also be a dynamic mechanism in raising the awareness (*sensibilisation*) among decision-makers of the yields that can be realized through investments in human resources.

C. Information-Sharing in Benin

The lack of information about resources available world-wide in myriad development fields is a major constraint in Benin as in many developing countries. Free-flowing information is new to Benin, after 17 years of strict government control on all information. Although the local press is now alive and flourishing, there are few complementary, broad-based informational vehicles, such as topical radio stations (or shows) and inexpensive newsletters. The country's poor communications infrastructure and high cost of telephoning impede easy sharing of information with the larger public, especially non-literate rural-dwellers.

Recognizing these insufficiencies, and the critical role played by information exchange in supporting the democratic process, USAID/Benin should consider small, topical interventions on television and radio using local consultants. The themes selected by USAID, in consultation with Beninese decision-makers (and the HRDA Selection Committee), would relate to the Mission's strategic objectives. For instance, a series of 30-minute programs could be produced for television or radio on topics touching on family planning, managing personal budgets, organizing work time efficiently, supervising employees, turning a hobby (or an interest) into profit and conducting a community meeting following democratic procedures.

These programs would be designed and produced by Beninese. The role of USAID would be to provide an experienced, French-speaking trainer and media expert to train a core group of TV and radio specialists in innovative, low-cost programming and production techniques. The objective would be to help produce creative, interactive low cost and broad-based programming. The Mission would work closely with the USIS, which has experience locally and can offer some technical support.

The team met with USIS and a Beninese consultant/trainer who has produced and presented a number of television broadcasts introducing new topics to the public. It is clear that a opportunity exists in Benin to help, in a small but visible way, breathe some fresh air into the airwaves through carefully-planned technical assistance and training. The HRDA core contractor can identify the appropriate media specialist to work with the Beninese on this initiative. As the program develops, the HRDA Selection Committee may recommend sponsoring a course or conference in the U.S. or a third country for one of the Beninese media specialists who has worked on the new programs.

Although this component of the CTS is small, the team found compelling arguments to include it in the programs proposed. The cost and time needed to assist Benin in improving the quality

and impact of information dissemination is reasonable and within the ability of the Mission to manage with support from the HRDA core contractor.

D. Preparation and Follow-on for Participant Training

Missions are urged by the Office of International Training (OIT) and by the Africa Bureau Office which oversees AFGRAD, ATLAS and HRDA to increase activities devoted to maintaining contact with returned participants. Missions which have integrated "follow-on" into their training activities enrich the total quality of training, both in-country, third-country, and overseas. The term "follow-on," rather than "follow-up," is broad and refers to the entire relationship between USAID and the participant commencing at the moment of selection. "Follow-on" activities include sponsoring newsletters to participants in the U.S. and alumni, job counseling for soon-to-return trainees, and promotion of alumni activities in the host country.

Some AID/W training specialists propose setting aside ten percent of the amount of training contained in a PIO/P to be used specifically for "follow-on." The HRDA budget proposed in this CTS includes \$45,000 or two percent of the roughly \$2.1 million LOP obligation proposed for HRDA in Benin, to be used to initiate "follow-on" activities. The team is hesitant to recommend more funds in the initial stages since the success of "follow-on" programs rests largely on the management capacity of the training office and Mission. Once in-country training is well underway, the Mission may want to devote additional funds in FY 1995 or FY 1996 to nourish strong relationships with returned USAID-sponsored participants.

Pre-departure preparation/orientation and follow-on training are critical to achieving impact in short and, especially, long-term training. At USAID/Benin, pre-departure orientation is currently only offered to long-term participants who are in the English Language Program at USIS. The Mission was wise to build an orientation component into its ELT program to help ATLAS candidates prepare for the transition to American academic, social and cultural life.

Participants going to the United States for short-term training, as well as those visiting a "third-country" in the region, also benefit from pre-departure orientation. It is not enough to give a

HRDA FOLLOW-ON ACTIVITIES

- ◆ *Entrepreneurs International impact evaluations conducted in Tanzania, Cameroon, Botswana, Zimbabwe, Burundi, and Ghana*
- ◆ *Field services to assist Missions establish orientation programs and alumni activities*
- ◆ *Regional workshops on "Small Business Development and Networking Strategies"*
- ◆ *Regional workshops on "Agribusiness Strategic Planning and Development"*
- ◆ *A workshop for "Managing Training for Impact" was held for staff involved in participant training (Washington DC, March 23-April 1, 1994)*
- ◆ *Quarterly newsletters on the latest training news and participant training issues, including activities from USAID/Washington and the field*
- ◆ *Technical assistance, including Training of Trainers, facilitation, design and implementation of workshops and conferences, impact evaluation studies, project design, and needs assessments*

participant an airplane ticket, per diem and an explanation of USAID's accounting procedures. A group orientation should be organized for short-term participants, even if the participants will not be going to the same training program. Whenever possible, former participants who have studied in the United States or elsewhere in Africa, should be invited to the orientation to share their knowledge and experience.

Many Missions with active training programs have developed creative ways to conduct their pre-departure orientations. For example, USAID/Guinea requires the participant's supervisor to attend the orientation so that both employer and trainee can discuss, with the USAID Training Office, their expectations for the training, planned outcomes and connection of the training to the needs of the institution. The Mission in Guinea draws on returned participants through the alumni association to provide cultural orientation to candidates for long-term training abroad.

The design for HRDA and ATLAS attached greater importance to both pre-departure and follow-on activities. It has been shown that comprehensive preparation prior to departure smoothes the participant's acculturation to a new environment, refines the training design and articulates the impact expected. By the same token, follow-on efforts reinforce the skills acquired and offer opportunities for participants to network with professional counterparts and others who have shared in training programs. Sustained follow-on encourages returned participants to keep abreast of professional developments as well.

E. Evaluation of Impact¹

Significant investments have been made in developing countries over the last 35 years in education and training. Thousands of nationals have received undergraduate and graduate degrees in the United States and "third countries" financed by USAID and their home country employers. Additional thousands of employees of developing country institutions have attended short-term training courses organized at U.S. universities, government agencies and private firms.

Such significant contributions toward education and training merit careful evaluation by development planners to measure results and assess relative efficiencies among the various training

ATLAS FOLLOW-ON ACTIVITIES

- ◆ *Regional seminar on, "Governance in Africa: Issues in Community Development and Local Participation"*
- ◆ *Regional workshop on "Export Marketing Entry Strategies"*
- ◆ *Regional conference on "The Environment and Natural Resources Management"*
- ◆ *Grants of \$5,000 to \$30,000 to voluntary organizations with significant number of USAID-trained participants as members*
- ◆ *Directories and newsletters for alumni*
- ◆ *Networking opportunities through alumni associations*

¹Some of the information in this section is taken from the *Impact Evaluation of USAID-Sponsored Participant Training in Cameroon: 1961-1993* (AMEX International for USAID/Cameroon, October 1993); the Team Leader for this CTS was the one of the authors of the Cameroon report, with Felipe Tejada, Flavien Ndonko and Emile Nzalli.

options available. Earlier experts might have been satisfied with some of the following evaluation "criteria" often applied to justify investments in human resource development:

- ◆ has the participant returned to his or her employer and assumed a position of equal or greater responsibility?
- ◆ has the project trained the number of individuals called for in the design or obligating documents?
- ◆ is there a sufficient core of U.S.-trained technical specialists in key host-country institutions with whom USAID officials can find common ground in designing and implementing development assistance?

To measure these elements, USAID would fund "tracer studies" which follow participants through their career paths after returning from training. If the participants returned to the organizations where they had been employed, evaluators pronounced the project "successful" and presumed that skills acquired during training would positively affect the institution. Similarly, if external evaluators of a "non-training" intervention, such as an agricultural research improvement project, concluded that the contractor trained the correct number of individuals to the required degree level in the fields identified and within the budget and time specified, the investment in training was deemed a success. The objectively verified indicators internal to the project's logical framework were applied and constituted the principal point of evaluation.

Project evaluators have for years aimed at the lowest common denominator in evaluating the impact of training: a numerical test to determine whether, within the limits of the funds expended, the project delivered the degrees or training to the individuals selected. For projects designed solely to develop human resources in multiple sectors (such as ATLAS), evaluators often focussed on tracer studies to assess the impact of training on the individuals themselves.

To varying degrees, positive answers to these questions provided adequate evidence to continue targeting assistance for education and training. Moreover, a prevailing predisposition to consider investments in education as positive and "always worth it" diminished the urgency to justify even sizeable dollar allocations to human resources development. Some of the largest USAID human resource development efforts were supported by little manpower analysis and did not even have a Project Paper (Tunisia's Technology Transfer Project is an example - a \$40 million, 10-year pipeline which has funded over 700 Tunisians in U.S. doctoral programs!). As noted in the Africa Bureau's first attempt to establish a comprehensive methodological framework for evaluating the impact of training, *A Training Impact Evaluation Methodology and Initial Operational Guide* (Creative Associates for AFR/TR/EHR),

without a theory, human resources development will continue to be, as it has for decades, an act of faith reflecting the maxim that education is an intrinsic good.... Without a theory, donors and host countries will continue to tinker at the margins of the existing system (p. II-15).

For a number of years, USAID has spent time and resources defining development impact and determining quantitative and qualitative methods to track results. Each USAID Mission must complete an annual "Assessment of Program Impact" (API) whereby recent economic and social indicators are compared to baseline data identified and collected prior to a given intervention. Development experts then wrestle with the dilemma of determining whether the USAID intervention "caused" the change in the indicator. With interventions in the health or agricultural sectors, for instance, direct causality occasionally appears to be reached: a decrease in

child mortality due to increased oral rehydration use resulting from a USAID-financed intervention, or an increase in per hectare yield due to improved seed varieties. However, even in cases of sector-level changes which seem to lend themselves to quantitative analysis, evaluators need to be cautious attributing change to discrete, USAID-funded activities.

Interventions to develop human resources present even greater challenges for quantitative analysis. Measuring the impact of changes (if any) introduced by a participant returning from a study program would require isolation of elements which deal with human character, behavior, organizational psychology and culture. If it were possible, one might trace a particular change, such as an individual's improved skill in statistical analysis, to an observed change back home, such as the prevalence of more accurate employment data from the office which that individual directs.

The realization that qualitative "interferences" might affect impact analysis should not reduce the importance - or need - to evaluate investments in education and training. It is for this reason that the Africa Bureau has tried to establish an integrated framework to guide evaluations of participant training.

In view of the fact that USAID/Benin is, for the first time, undertaking sizable technical and academic training, it will want to pay careful attention to monitoring the development impact from these investments. It is noteworthy that from the early 1960's to 1993, fewer than 23 Beninese were trained under AFGRA in the United States. In 1993 and 1994 alone, 32 candidates have been selected or are already in training in graduate programs at American universities. When this investment, totalling \$2 million, is combined with future ATLAS buy-ins (FY95) and added to what is obligated and anticipated for HRDA and CLEF (\$2.1 million), the Mission's commitment in human resource development exceeds \$5 million over 3 fiscal years. With such a significant investment, the Mission will want to track carefully its development impact.

Measuring the yields from short- and long-term training requires strong management in the training office and a commitment that proper data gathering is key to future impact assessments. The Participant Management Training System (PTMS) is neither designed to gather all of the data required for future impact analysis nor to cross-tabulate the data easily. The Mission will want to begin identifying the type of baseline data it will need to collect on trainees and establish the correlating management system. Under the HRDA core contract, the Mission can access experts in impact evaluation and tracking to assist in setting up the systems and training Mission employees. A small investment in time and resources up-front will yield important data for future assessments of the Mission's major commitments to training.

V. MANAGEMENT AND MONITORING OF TRAINING

The Country Training Strategy proposes an ambitious portfolio of activities requiring strong USAID management. Missions which look to HRDA for development impact generally appreciate the amount of management support required to achieve the expected results from training and technical assistance.

A. HRDA Project Management

The Training Office is staffed with one professional with knowledge of participant training procedures, quite comfortable with PTMS and MIS in general, but less familiar with in-country training and technical assistance. The Training staff will be asked to undertake a range of new tasks, some of which are listed below:

- drafting SOWs
- reviewing training proposals from local firms and institutions
- researching and identifying appropriate training programs (through GTI or OIT/PIET, for example)
- programming OSTs to third countries
- speaking to associations about USAID training opportunities
- evaluating training undertaken by local institutions and groups
- coordinating TDYs and Technical Assistance teams
- backstopping in-country conferences and workshops
- handling or overseeing administrative details of complex in-country activities

In view of the quantity and complexity of training activities proposed over the next two years, this CTS recommends that the Mission employ an experienced HRD manager to coordinate all USAID/Benin training activities. This person may be recruited from the region.

To align more accurately the Mission's offices with the new strategic objectives, USAID management should consider a new name for the training office. The section is known now as the "Training Office," which implies that it handles only the processing of trainees. The Mission may wish to consider a change to reflect its commitment to strengthening Benin's human resource base and to financing in-country training. Names to consider include the Human Resources Development Office (HRDO) or the Human Resources and Training Office (HRTTO) or the Education and Human Resource Development Office (EHRDO).

The HRDA activities proposed for 1994 and 1995 will increase the management burden on the existing training staff as a result of:

- ◆ the increased number of in-country training actions - from virtually no programs from 1988 to 1993, to at least 26 individual training actions over the next two years; Participant selection and processing
- ◆ the expanding use of short-term technical training and OSTs, from only 56 participants processed for overseas training over a 5-year period (1988 to 1993) to 62 over a 2-year period (1994-1995);
- ◆ the increased number of specialized training programs for groups of participants such as Observation and Study Tours to third countries and specialized internships, which require far more staff work than programming for "off-the-shelf" U.S. training through OIT;

- ◆ the need to arrange periodic U.S. technical assistance for training program design, implementation and for TOTs requiring fully-drafted Scopes of Work, individual contract actions, and liaison with local institutions and Washington-based contractors;
- ◆ having to prepare SOWs for RFPs and following through on contract actions to monitor local training services;
- ◆ designing and implementing new selection and training procedures and establishing the HRDA Selection Committee;
- ◆ undertaking new follow-on activities (alumni association, post-training evaluations, etc.); and,
- ◆ organizing data collection and tracking impact.

The current staffing level of the "training office" includes:

- one FSN training officer,
- one FSN training clerk/PTMS data expert.

An additional FSN training coordinator to handle CLEF Project training will be employed soon and will work from within the training office. This staffing plan is insufficient to handle the management requirements for the training activities proposed in this CTS. It is therefore recommended that USAID/Benin:

- ◆ employ an experienced human resources and training professional well-versed with USAID training procedures, especially as they relate to in-country training, to coordinate all USAID training;
- ◆ not increase labor-intensive training activities (such as in-country training or observation tours) beyond what is proposed in this report;
- ◆ review its training commitments in the event it no longer has the capacity to issue local or U.S. contracts without approval from REDSO;
- ◆ attempt to make available OE funds for in-country travel for non-project funded FSN professionals to monitor training courses and technical assistance; and,
- ◆ consider contracting for a short period (1-2 months, using HRDA project funds) for a local consultant to organize an alumni group, establish a mailing list drawn from the PTMS records, begin a newsletter and arrange the first series of activities; once set-up, the training staff can manage continued support of the alumni group.

The Mission is well-equipped with the latest computer hardware and software. The working atmosphere and level of technology are more than adequate to support the higher management intensity incumbent on human resource development activities emphasizing short-term and in-country training.

B. Coordinating All Mission-Sponsored Training

The CTS recommends that the Mission formalize an in-house training coordinating committee, which would have the following functions:

- ◆ establish training policy for the Mission and its contractors in Benin;
- ◆ coordinate within USAID all training activities to ensure complementarity, avoid duplication of effort, and present a unified training strategy to the public;
- ◆ ensure that training investments are yielding the impact desired and support USAID's program objectives;
- ◆ provide guidance to USAID members on the HRDA selection committee; and,
- ◆ disseminate information to all Mission project coordinators on upcoming training events.

Due to the level and intensity of training, particularly in-country, sponsored by USAID/Benin, monthly meetings are recommended to bring together the following offices/organizations:

Program Officer (or FSN Health Coordinator)
GDO (to chair meeting)
Training Coordinator
USAID Training Officer (recorder for the meeting)
CLEF Training Assistant
Training Clerk
Controller
CLEF Project Coordinator
Africare Country Representative or Training Coordinator

A brief summary of discussions and actions taken would be written by the Training Officer and forwarded to the Director and committee members no later than the day after the meeting.

C. Information Systems Management

Although late in installing a computerized data gathering system, vis a vis other Missions, USAID/Benin now has a fully-operational PTMS. This will be essential in expanding HRDA, monitoring its activities as well as those of all other project-related training (ATLAS, CLEF and BINGOS) and extending the program to new audiences. The current FSN Training Professional is quite comfortable with PTMS and MIS issues in general; the Training Clerk will shortly be trained, by a REDSO/WCA staff member, on PTMS and Data Entry.

The Global Training Information (GTI) System, provides detailed information on Historically Black Colleges and Universities (HBCUs) conducting training and private sector-oriented training providers in 11 countries in Africa, including francophone training available in Senegal, Mali, Cameroon, Tunisia, Morocco and Mali. GTI could be better utilized within the Mission. Many technical staff are not aware of this database and, although it is still in the prototype phase, it could be an initial source for third-country training information. The Mission has been supplied with the Summary Reports for the above listed francophone countries and this information should be shared among technical staff.

**ANNEX 1
LIST OF PERSONS INTERVIEWED**

USAID

Thomas Cornell, Representative
Dennis Baker, General Development Officer
Roger Blassou, Training Officer
Jean-Claude Crinot, Program Assistant, Health/Population
Joseph DeStefano, Education Policy Analyst, USAID/Washington
Helene Donhossou, Training Assistant
Carole Fenn, Consultant, International Training Services
Ruben Johnson, Assistant General Development Officer, BINGOS Project
Charles Ogouchi, Program Assistant
Georgette Pokou, Assistant Project Development Officer
Sherry Suggs, Program Officer
Eric Tevoedjre, Project Management Assistant, Private Sector Initiatives
Michel Welmond, CLEF Program Coordinator
Justin Agbobli, Financial Analyst

Other U.S. Government Representatives

Ruth Davis, U.S. Ambassador to Benin
Roger d'Almeida, APCD, Peace Corps
Maureen Blassou, Coordinator, Self-Help Project
Bradford E. Favor, Director, Peace Corps
Anthony Hutchinson, USIS Director
Roger Moran, Political/Economics Officer, US Embassy
Rosemary Yaco, Director, English Language Training Center, USIS
Delia Pitts Vincent, USIS West Africa Desk Officer, USIA/DC
Lemuel Johnson, Consultant, Peace Corps

Non-Governmental Organizations

Grace d'Almeida Adamon, President, Association des Femmes Juristes Beninoises (AFJB)
Julien Ayayi Ayivi, Departmental Coordinator, Association Beninoise Pour le Planning Familiale (A.B.P.F.)
Daniel E. Gerber, Country Representative, Africare
Grace Lawani, President, Association des Femmes D'Affaires et Chefs D'Entreprises du Benin (AFACEB)
David M. Leege, Resident Representative, Catholic Relief Services

International Donor Agencies

Roger Aube, Charge de Programme, Fondation Hanns-Seidel
Dr. Mohamed Cisse, Project Officer, Health, UNICEF
Ousmane Diagana, Charge d'Operation, World Bank
Nicodeme Conde, Charge de Programme, PNUD
Christian Hazoume, Charge de Programme, PNUD
Justin Singbo, Charge de Programme, PNUD
Veerle Van Kets, Junior Program Officer, PNUD
Chantal Dogbe Gnimadi, Coordinatrice des Programmes du Sud, Organisation Neerlandaise de
Developpement
Pierrette Levesque, Charge de Projets, Organisation Canadienne pour la Solidarite et
le Developpement

Business Support Organizations, Institutions, and Associations

Pierre Claver Adoumou, Centre de Promotion pour l'Emploie et la Petite et Moyenne Entreprise
(CEPEPE)
Theophile Capo-Chichi, Director General, CEPEPE
Henri Jean-Claude Gouthon, President, Conseil National Pour L'Exportation (CENEX)
Raffet Loko, President, Association National des Industriels du Benin (ASNIB)
Mouritalabi Olatoundji, Associate Manager, Benin-Expertise
Solange Chetou, Directrice, Centre International de Formation et d'Echanges Culturels
Abdou Wabi Yessoufou, Directeur Commercial, Master Soft
Christian Migan, Managing Director, Consultancy Diagnostics Management (CDM)

Government of Benin

Bauraimma Adjeyigbe, Director of Airport Transport, Ministry of Commerce and Tourism
Gualbert Rene Ahyi, President, Commission on Education
Charles Djrekpo, Member of the National Assembly and Commission de Loi
Jean-Pierre Adelue Edon, Directeur de L'Amerique, Ministry of Foreign Affairs and Cooperation
(MEAS)
Mme Favi, Commission on Women, Ministry of Plan
Martin-Anatole Francisco, MEAS
Joseph Gnonlonfoun, Magistrate and member, Commission de Loi
Zourkarneyni Toungouh, Ministry of Plan and Economic Reconstruction

National University of Benin

Bienvenu Olory, Division Head, Interuniversity and International Organizations
Kossou Dansou, Faculty of Agronomy
Dr. Romain Babagbeto, Chair, English Section

**ANNEX 2
LIST OF DOCUMENTS REVIEWED**

Africare, Benin Indigenous NGO Strengthening, Project Proposal, December 1993.

Africare, Evaluation du Secteur Sante: Republique du Benin, May 1993.

Cohn, Jo Anne, LeBel, Allen, coauthors, Private Sector Training Needs Assessment, Draft, June 1991.

Creative Associates for AFR/TR/EHR, AID/W, A Training Impact Evaluation Methodology and Initial Operational Guide

OAR\Benin, Benin Children's Learning and Equity Foundations, PAAD Amendment III and Project Paper Amendment I, September 1993.

Price Waterhouse, Assessment of the Financial Management Capability of the Government of Benin, Draft, date unknown.

UNDP, Karemangingo Report, 1990.

ANNEX 3

**USAID/BENIN
COUNTRY TRAINING PLAN
1995-1997**

INTRODUCTION

USAID/Benin has developed an overall training strategy covering all USAID-funded projects with training components. The Country Training Plan (CTP) will help USAID training staff initiate training actions and respond to proposals based on stated priorities which have been discussed and accepted. USAID's Training Office issues an annual training plan identifying specific training actions, numbers of participants or beneficiaries, approximate cost, duration, and training location.

Four training goals serve to guide all training financed by USAID/Benin through 1997. All training designs and selection criteria will conform to the goals set out in this CTP which focuses on strengthening the technical and managerial capacity of Beninese in government, in non-governmental organizations, and in newly-created democratic institutions. This CTP addresses the sectoral and organizational needs of these institutions.

USAID/BENIN'S PRIORITY DEVELOPMENT AREAS

USAID/Benin has among its principal objectives the advancement of economic restructuring and the consolidation of the open and participatory political process begun during the National Conference. The specifics of USAID's development approach are articulated in the Country Program Strategic Plan (CPSP), the official USAID development statement accepted by USAID/Washington in September of 1993.

USAID/Benin's goal is to *increase participation in Benin's economic development*. In order to promote participation in economic decision-making, and strengthen the institutional context for elected government as well as judicial fairness and transparency, improvements in Benin's human resource base are essential. Therefore, USAID articulated a sub-goal to correlate with the Mission's goal: *to strengthen Benin's human resource base*. Without significant investments in human capacity-building, the political and economic reforms instituted in Benin will be difficult to sustain.

Recognizing that the country's poor basic education system was a major constraint to economic development, USAID/Benin selected primary education as its single strategic objective:

assist in ensuring that an increasing number of primary school-age children receive, on a more equitable basis, an education which adequately prepares them for a productive role in their society.

USAID/Benin has selected five *targets* to guide its activities in primary education:

- establish and maintain sufficient financing for primary education
- improve the institutional capacity for education planning, management, and accountability
- upgrade key pedagogical systems to provide a quality learning environment for the Beninese pupil
- increase equity of access for Beninese children to a quality primary education
- promote wide-spread public participation in primary education

To be able to address certain key constraints outside the area of primary education, USAID/Benin articulated two *targets of opportunity*:

- promote community-based development initiatives in health and family planning
- improve the governance and enabling environment for individual initiative

Support in these areas will build responsible Beninese leadership, especially in the private non-governmental or NGO sector, which can then be a counterbalancing force in civil society. Through the HRDA, ATLAS, and BINGOS projects, USAID will assist Benin in establishing more effective, broad-based institutions, and in encouraging responsive government services.

HUMAN RESOURCE CONSTRAINTS

There are human resource constraints which, if unaddressed, will affect USAID's development agenda in Benin. In general, mid- and upper-level managers in the public and private sectors lack the skills and expertise essential to effective organizational change and development. Training is required in areas as varied as:

- establishing priorities to guide use of resources
- maintaining and sharing data and information
- conducting needs assessments prior to taking action
- establishing management objectives
- developing action plans with benchmarks and goals
- enhancing professionalism through career development
- promoting "merit-based" personnel actions
- analyzing financial data and monitoring expenditures

Through targeted skills enhancement and first-hand exposure to management systems in use elsewhere, a core of Beninese professionals sharing common assumptions, experiences, and ambitions will emerge to meet increased demands for significant policy and institutional reform.

PRINCIPAL TRAINING NEEDS

Education

Recognizing that education is "the single most important component to assure long-term, informed participation in, and oversight of, government" (CPSP, p. iii), USAID/Benin made education its strategic objective. Priority training needs that will address the issues of equity, access, and participation in the area of primary education include:

- planning and budget preparation
- financial management, accounting, and expenditure control
- educational administration and institutional management
- policy analysis and implementation; monitoring and evaluation
- general management and organizational development
- exposure to human resource development options
- advocacy and lobbying skills

USAID will respond to these needs by providing support for short-term courses, study tours, workshops, and seminars as well as on-the-job and graduate degree training. USAID/Benin believes that such training activities will strengthen and support the capacity of the public and private sector to implement educational reform and improve Benin's human resource base.

Health and Family Planning

Health has occupied a central place in USAID's portfolio of projects in Benin for a number of years, most recently by improving the quality of health services through local NGOs and international PVOs. Many of the training needs identified for the priority sectors of interest to USAID/Benin apply to the health sector as well. Some of the needs specific to the health sector are listed below:

- long and short-term planning in the Ministry of Health (MSP)
- management skills for NGOs
- improved Information, Education, Communication (IEC) campaigns
- improved distribution and management for non-governmental health providers
- procurement and inventory skills for the MSP

Although health projects are typically implemented directly by the government, private-sector training needs will be addressed through several of USAID/Benin's projects. For instance, HRDA will sponsor training to improve the coordination between public and private health-care providers. Funds will be used for Observational Study Tours (OSTs) through which key public sector officials, NGO leaders and health practitioners are exposed to new management approaches and techniques to support policy reform and improve implementation of health and family planning programs. Seminars on cross-cutting issues related to community participation and financing of health services, and workshops which develop mechanisms to enhance public-private sector coordination, will also be offered. Other USAID training will be provided through the BINGOS project, which will train

NGOs in this field, and long-term graduate degree training will be undertaken in health, science education, and health care management fields through the ATLAS project.

Non-Governmental Organizations and Business Support Groups

Although NGOs have been active in Benin for many years, their number and importance have risen dramatically since the transition to democracy. Many of the training needs of this sizable group of largely inexperienced institutions overlap with sector needs identified elsewhere and, in general, reflect overriding human resources constraints found throughout Benin. Specific training needs identified include:

- fund raising
- project identification, development, implementation and evaluation
- leadership skills
- financial management and human resources skills
- advocacy techniques
- information systems and data management

USAID/Benin's training portfolio addresses these needs by providing training activities targeted to creating managers with the project planning, leadership, and financial and data management skills required to initiate and sustain organizational and economic reform.

Democratic Institutions

Newly established democratic institutions have been characterized as lacking sufficient autonomy and institutional capacity to ensure the proper balance of power needed to sustain Benin's democratic experiment. The principal needs are:

- research and analysis of laws, regulations, and codes
- cataloging and organizing historic data needed in considering new legislation or adjudicating current litigation
- organizational development of autonomous institutional services within both branches
- familiarity with new ways of structuring democratic institutions
- disseminating information to interest groups and constituencies
- planning for future growth and demands

The CTP addresses these constraints through workshops, technical assistance, and study tours.

TRAINING RESOURCES

In-Country Training

During the next year, USAID/Benin will assess the capacity of local institutional training providers and individual trainers in order to marshal local talent in implementing in-country training.

In Benin, the training landscape has rapidly evolved from one dominated by state-run institutions to a more diverse mixture which includes private, for-profit groups. Training providers range from large, generally inflexible state institutions to small consulting or computer firms with the latest training and research equipment. In addition, the NGO community has the potential to conduct local training. USAID/Benin is committed to using the skills and expertise of Beninese trainers as it implements its planned training activities.

Third Country Training

Third country training in the form of short-term courses and study tours will be provided. Training in nearby countries offers many advantages, such as courses taught in French, an African-focused curriculum, and lower costs.

To supplement established third-country courses, USAID will also provide specialized study tours developed with input from professional staff in education, health, and management. These group visits can be highly effective in presenting new approaches to problem-solving.

U.S. Training

Although ATLAS will provide long-term graduate degree training, U.S. training will be provided primarily for short-term courses and study tours. Training in the U.S. is most appropriate for Beninese with a high degree of skills (including high levels of English proficiency) and who, following the training, can introduce significant policy or managerial changes.

TRAINING COMPONENTS OF USAID PROJECTS

USAID/Benin has several major training projects and components, including BINGOS, CLEF, ATLAS, and HRDA.

BINGOS

The BINGOS Project, one of the major training and technical assistance vehicles, is designed to strengthen indigenous non-governmental organizations. BINGOS will select approximately 20 NGOs for intensive training, with strong consideration given to those working on health, civic, and advocacy issues as well as in specific geographic regions within Benin. BINGOS will conduct a needs assessment survey of NGOs before designing appropriate training interventions.

Training under the BINGOS Project will include the following topics:

Human Resources Development Assistance Project (698-0463)

AMEX International, Inc.

- long range planning and institutional development
- project management, monitoring, backstopping and evaluation
- financial management, accounting, logistics, administration and donor relations/fund raising
- project planning, design and proposal writing
- accessing technical assistance

CLEF

The CLEF Project was amended in 1993 to include a training component and accompanying management support. In the amendment, training needs were identified and a two-year training plan proposed. Seminars, workshops, study tours, and short-term courses will be provided to promote educational reform in the areas of financial management, education planning, organizational development and administration, pedagogy, and public participation and advocacy.

ATLAS

USAID/Benin's principal academic training program is ATLAS. Each year a number of candidates are chosen for graduate degree training at American universities.

HRDA

The HRDA Project will provide in-country, third-country and U.S.-based training to strengthen the technical and managerial capacity of Beninese in government, in non-governmental organizations, and in newly-created democratic institutions.

OTHER DONOR-FUNDED TRAINING

Although French assistance remains paramount to Benin, American, German, Dutch, and Canadian programs have become prominent. The German assistance includes academic and vocational training in Germany, support to L'Ecole Nationale d'Administration, in-country vocational training, workshops and study tours for elected representatives, and classes to secondary school dropouts and adults in democratic values and institutions. Dutch Assistance provides training, equipment, and staffing for two NGOs, CEBEDES and CBIAB to focus on grassroots activities, microenterprise development, literacy programs, and agricultural training. Training assistance from Canada assists

USAID/BENIN'S COUNTRY TRAINING PLAN

Sector	Democracy and Governance	Economic Reform	Health and Family Planning	Education
Training Goal	Strengthen public and private sector institutions which exercise self-governance, credible autonomy and responsible management in order to promote and sustain the transition to democracy	<p>a) Strengthen the capacity of NGOs, professional and business associations, and training providers to improve the legal and institutional environment in which they operate.</p> <p>b) Develop leadership skills and promote recognition of the role of the private sector in furthering democracy among public sector decision-makers.</p>	<p>a) Increase the capacity of decision-makers and opinion-leaders to initiate policy and legal reforms and to promote health and family planning programs.</p> <p>b) Improve the implementation of health and family planning delivery services.</p>	Strengthen and support the capacity of the public and private sector to implement educational reform and improve Benin's human resource base
Target Audience	NGOs & Human Rights Groups, Democratic Institutions, Women's groups	NGOs, Business Support Organizations, Training Providers, Professional Associations, Executive Branch	Democratic institutions, Public and private health-care providers, Beninese trainers	Democratic institutions, NGOs, Executive Branch, target Ministries
Training Proposed	<ul style="list-style-type: none"> • National Assembly Fellows Program • Support for the legislative and judicial branches • Support for improvements in public-sector auditing • Activities supporting local NGOs 	<ul style="list-style-type: none"> • Upgrading Beninese Training Capacity • Institution-Building for NGOs • Strengthening women's programs • Developing local expertise in accounting • Leadership Development for NGO and Government • Graduate degree training (ATLAS) 	<ul style="list-style-type: none"> • Advanced health management training • Exposure to successful family planning in Africa • Professional development in health services delivery • In-service management training • Workshops on health and family planning • Strengthening in-country health training capacity • Graduate degree training (ATLAS) 	<ul style="list-style-type: none"> • Senior-level public-sector management development • Exposure to education administration, policy and planning in other countries • Professional development in educational administration • Support for educational policy reform in the National Assembly • Raising national awareness on key educational reform issues • In-service management training • Graduate degree training (ATLAS)

villagers in identifying and addressing problems related to natural resources, financing and marketing of agricultural products, and local empowerment. The United Nations and the World Bank continue to provide important assistance to Benin, especially in support of economic reform and institutional development.

USAID/BENIN'S THREE-YEAR TRAINING PLAN

Four training goals will serve to guide all Mission-funded training through 1997. The four goals correspond directly to the strategic objectives put forward by USAID/Benin and adopted in 1993. The Mission's goal (*increase participation in Benin's economic development*) will be well-served by training sponsored both in-country, in third countries, and in the United States. The four goals, target beneficiaries, and training interventions are as follows:

Democracy and Governance

Training Goal: Strengthen public and private sector institutions which exercise self-governance, credible autonomy, and responsible management in order to promote and sustain the transition to democracy

Target Audience: NGOs & Human Rights groups, Democratic Institutions, Women's groups

Training Interventions

- In-country training using local consultants to develop innovative workshops for democratic institutions and establishing independent research/information capacities
- Study tours to support increased exposure to international audit standards
- In-service workshops in auditing and financial management

Economic Reform

Training Goal: a) Strengthen the capacity of NGOs, professional and business associations, and training providers to improve the legal and institutional environment in which they operate and b) develop leadership skills and promote recognition of the role of the private sector in furthering democracy among public sector decision-makers

Target Audience: NGOs, Business Support Organizations, Training Providers, Professional Associations, Executive Branch

Training Interventions

- Training of Trainers in adult learning techniques and interactive training methodologies
- In-country training activities to strengthen NGO institutional capacity
- Study tours for senior government and legislative officials to learn the role played by NGOs (human rights groups, business lobby groups, women's organizations, education/parents interest groups, etc.)
- Overseas training in management, finance, organizational development, and accounting

Health and Family Planning

Training Goal: a) Increase the capacity of decision-makers and opinion-leaders to initiate policy and legal reforms and to promote health and family planning programs and b) improve the implementation of health and family planning delivery services.

Target Audience: Democratic Institutions, Public and private health-care providers, Training Providers

Training Interventions

- on-the-job and in-service training
- workshops and seminars
- overseas training in policy reform and management

Education

Training Goal: Strengthen and support the capacity of the public and private sector to implement educational reform and improve Benin's human resource base

Target Audience: Democratic Institutions, NGOs, Executive Branch, target Ministries

Training Interventions

- in-country workshops and in-service training
- third-country study tours and attendance at educational conferences
- short-term courses and tailored programs
- academic training

USAID/BENIN'S COMMITMENT TO TRAINING	
Training Goal	
1. Democracy & Governance	30%
2. Economic Reform	20%
3. Education	20%
4. Health & Family Planning	30%
TOTAL	100%

The table at left shows the percentage breakdown of training interventions by targeted sectors.

Approximately half of the training beneficiaries will be from outside government and half will be women.

RECRUITMENT AND SELECTION OF TRAINEES

Participation by Women

Increasing the participation of girls and women in education and training is integral to the success of USAID-sponsored development projects in Benin. USAID's principal activities - CLEF, BINGOS, HRDA, and ATLAS - target women in meaningful and significant ways as beneficiaries of project outputs.

ATLAS has a mandate that at least 30 percent of its candidates will be women. HRDA has a slightly higher mandate of 35 percent participation by women, and the BINGOS Project calls for 50 percent of its beneficiaries to be women.

Recruitment and Selection Process

USAID is committed to a fair and transparent selection process for all of its training activities. The following should be part of the selection system:

- transparency of operation so that credibility and integrity of selection is maintained
- equal access to training by all citizens, with special attention being paid to disadvantaged ethnic groups, women and those with lesser income levels
- accurate record-keeping and monitoring, so that applicants can be assured their documents will be fairly reviewed
- consistency in enforcing deadlines, regulations and requirements

USAID/Benin's experience with the recruitment and selection of candidates for the ATLAS Project has attracted plaudits from Beninese and donors alike. The GOB has been closely involved in the selection process and the system appears to be open, transparent, and fair. The ATLAS Selection Committee has 11 members who serve on a rotating basis. Included are the AAI representative,

USAID/Benin staff, representatives from the Ministries of Plan, Foreign Affairs, Civil Service and Administrative Reform, a professor from the university, members from the health and private sectors, and an ATLAS alumnus.

Drawing on the successful ATLAS selection model, USAID/Benin will establish an HRDA Selection Committee to guide in-country and overseas training. The HRDA Selection Committee will meet on a quarterly basis and the committee's tasks include:

- propose selection criteria for candidates to be considered for participant training
- review training ideas presented by USAID and any members
- review the profiles of candidates proposed for training coming from any source
- review proposals from NGOs for training activities
- suggest viable candidates for training or institutions for collaboration

HRDA PROJECT MANAGEMENT

USAID/Benin's Training Office is staffed with one professional with knowledge of participant training procedures. The HRDA activities proposed will increase the management burden on the existing training staff as a result of:

- the increased number of in-country training actions
- the expanded use of short-term technical training and study tours
- the increased number of specialized training programs
- establishing the HRDA Selection Committee
- undertaking new follow-on activities
- organizing data collection and tracking impact

USAID/Benin will consider a number of management options to ensure that its training portfolio is effectively implemented.

DONOR COORDINATION

The USAID Training Office will keep abreast of donor activities and programs through quarterly meetings with training officers and representatives from other donors. These meetings, to be organized by the appropriate GOB offices, will provide a forum in which to discuss current activities, share lessons learned, and exchange information and new ideas about training activities. Periodic coordination guards against duplication of activity, double-funding of or competition for scholarship candidates, and overburdening fragile government agencies.

FOLLOW-ON PROGRAMS

USAID is required to develop programs to maintain contact with returned participants. "Follow-on" activities may include sponsoring newsletters to participants in the U.S. and alumni, job counseling for soon-to-return trainees, and promotion of alumni activities in the host country.

Follow-on efforts reinforce the skills acquired and offer opportunities for participants to network with professional counterparts and others who have shared in training programs. Sustained follow-on encourages returned participants to keep abreast of professional developments as well. USAID/Benin is committed to establishing follow-on activities as a means of leveraging the impact of its assessing its investment in training.

EVALUATION OF IMPACT

Significant investments have been made in developing countries over the last 35 years in education and training. Such significant contributions toward education and training merit careful evaluation by development planners to measure results and assess relative efficiencies among the various training options available. Measuring the yields from short- and long-term training requires strong management and proper data gathering mechanisms. Beninese institutions targeted for training assistance play a crucial role in the data collection and training impact assessment processes. USAID will provide experts in impact evaluation and tracking to assist in setting up the appropriate monitoring systems. This investment will yield important data for future assessments of the USAID/Benin's commitment to training.

DETAILED TRAINING PLAN FOR OCTOBER 1994 THROUGH SEPTEMBER 1995

DEMOCRACY AND GOVERNANCE	ECONOMIC REFORM	HEALTH AND FAMILY PLANNING	EDUCATION
<p>1. US Short-Term</p> <ul style="list-style-type: none"> ◆ 1 Study Tour (4 part.)-private and public sector ◆ Courses in financial mgt/auditing ◆ 1 General Accounting Office Fellowship Program ◆ 2 Courses/conferences in French 	<p>1. US Short-Term</p> <ul style="list-style-type: none"> ◆ 2 Study Tours on Sustaining Democracy (w/ 4 part) 	<p>1. US Short-Term</p> <ul style="list-style-type: none"> ◆ 5 Senior health management courses 	<p>1. US Short-Term</p> <ul style="list-style-type: none"> ◆ 10 Senior Management Training ◆ 2 Study Tours Nat'l Assbly (4 part.) ◆ 3 Educ. Policy courses/conf
<p>2. Third Country Short-Term</p> <ul style="list-style-type: none"> ◆ 1 INTOSAI conference attendance 	<p>2. Third Country Short-Term</p> <ul style="list-style-type: none"> ◆ International Women's Conference/Study Tour 	<p>2. Third Country Short-Term</p> <ul style="list-style-type: none"> ◆ 4 Study Tours - professional development ◆ 2 Study Tours - successful health/family planning programs (4 part) 	<p>2. Third Country Short-Term</p> <ul style="list-style-type: none"> ◆ Study Tour in Ed admin, policy, & plng, (3 part.) ◆ Study Tour in anglophone educ. policies, distance learning, PTAs, etc. (3 part)
<p>3. In-Country</p> <ul style="list-style-type: none"> ◆ National Assembly Fellows Program ◆ 2 Workshops for democratic institutions ◆ 2 Workshops for NGOs ◆ 2 Workshops in Auditing for IGL 	<p>3. In-Country</p> <ul style="list-style-type: none"> ◆ TOT for Beninese Trainers ◆ TOT for Women's Training Center ◆ TOT for new Accounting program at INE ◆ 6 Workshops for NGO institution building 	<p>3. In-Country</p> <ul style="list-style-type: none"> ◆ Workshop in procurement and inventory control ◆ Workshop in survey design, implementation & evaluation ◆ Workshop in Information, Education & Communication (IEC) ◆ TA to health training institution(s) ◆ In-service management training 	<p>3. In-Country</p> <ul style="list-style-type: none"> ◆ <u>In-Service</u> Computer (2), Budget/Fin Mgt, Personnel Appraisal/Eval, Education Planning, Human Res. Mgt, Time Mgt, Project appraisal/eval, To be Determined (5) ◆ 2 Workshops - Nat'l Assbly on topics to be determined ◆ 3 Nat'l Sem on Ed Policy Reform
	<p>4. U.S. Long-Term</p> <ul style="list-style-type: none"> • ATLAS Graduate Training 	<p>4. U.S. Long-Term</p> <ul style="list-style-type: none"> • ATLAS Graduate Training 	<p>4. U.S. Long-Term</p> <ul style="list-style-type: none"> • ATLAS Graduate Training

**BENIN COUNTRY PROGRAM STRATEGY PLAN
1994-1998**

EXECUTIVE SUMMARY

By virtually any standard, Benin is a poor country. Per capita income is estimated at \$380 and real economic growth has not surpassed the population growth rate. In 1989, Benin's economy was generating slightly fewer goods and services per person than it had at independence in 1960. Beninese fare even worse on the Human Development indicators scale than would be predicted by their low per capita income.

While the country is small and not well-endowed with natural resources, the prime cause of historically poor economic performance has been political instability and very ill-advised economic policies and political systems. In 1972, General Kerekou's coup d'état ended the post-independence cycle of political bickering, instability and coups. By 1975, the regime had installed a version of a Marxist-Leninist political and social systems. Benin's government was highly centralized, repressive, and inward-looking.

In 1988, the formal economy collapsed. Enterprises went bankrupt, government salaries went unpaid, public debt went unhonored, banks closed and people lost their savings. When it became clear that resolving Benin's crisis would be fatally unpopular, the Marxist government was finally forced to seek public support. Some 500 local and overseas Beninese from all walks of life were invited to collectively come up with solutions to Benin's crisis. The now-famous national Conference became the foundation of Benin's democratic renewal. A national consensus for an austere economic restructuring program was established. However, in turn, the Beninese insisted on making the free-speech, consensus-building approach used for the national Conference part of the of the political system. A constitution was drawn up, an independent National Assembly elected and in 1991, Benin became the first African country to see a military president who had taken power by force, leave by the ballot box. Individual freedoms such as speech, press, assembly and religion, as well as human rights, are jealously guarded. A liberal economic system based on the free market and private ownership was reestablished.

Not unpredictably after 17 years of Marxist-military rule, Benin's democracy and free economic systems are very fragile. While the constitutional and democratic processes have been established, they are not yet well formed. Most laws and regulations still need to be rewritten. Government and Non-Government institutions are extremely weak, inefficient, and not adapted to the new realities of an open, participatory society and economy. The political culture is not developed. Beninese are

not yet prepared--collectively or individually--to expect or demand oversight and accountability from Government. And despite very promising starts, the Government is not well geared to respond.

This is a critical time for Benin. Because the institutions of democracy and free enterprise are so fragile, daily events and actions continually set precedence for the future path of democracy. There is much recognition that the Beninese have provided great competence, leadership and enthusiasm in the democratization process. But most Beninese see themselves as worse off materially than they were under the military regime. People are impatiently expecting results from their new government, results which because of poor economic performance, limited resources and inept public sector management are not materializing.

Benin's social services suffered greatly under Marxist rule and then, during the economic collapse. By the time of the National Conference, Benin's school system had completely collapsed. Salaries had not been paid for up to two years. Most teachers did not have access to an established curriculum or teaching guide. Few students had access to textbooks or teaching materials. Indeed, the Ministry of Education had not had discretionary funds for non-salary expenses in a decade. Planning was non-existent, organization was in disarray and financial accountability procedures had not been operational since the 60's. The National Conference specifically mandated that the newly elected government make reestablishing the education system, and particularly primary education, a high priority. Urgently wanting the U.S. to provide both symbolic and financial support to Benin's new democracy and free-market economy, Benin's new government proposed that USAID support reform to primary education.

We see our role in Benin as one of assisting the Beninese to advance the objectives of economic restructuring and consolidating the open and participatory political decisionmaking processes begun during the National Conference. The political will and donor support are now in place to carry out the necessary austerity plan and reorient the economy and civil society to one based on individual initiatives, private sector-led growth and market orientation. However, the key to successfully and sustainably restoring Benin's economy now depends and will continue to depend heavily on the capability of individuals--leaders in and outside the Government--who will respond to the reforms. Strengthening Benin's human resource base received particular attention on the National Conference's agenda. USAID has made this our sub-goal.

Mission analyses confirm the findings of the new GOB that priority must go to primary education. Within education, primary education has the largest impact on the largest number of people. A poor system of primary education compromises the entire system of human capital development. It produces students who are poorly prepared for subsequent schooling and adults who are illiterate and undynamic. Most importantly, as far as Benin's new directions are concerned, it does not produce the truly educated parents, workers and managers who can participate in--and demand accountability from--public decision-makers who affect their destinies.

We believe education has a special relationship to our concepts of governance. On the one hand, education is the single most important component to assure long-term, informed participation in, and oversight of, government. On the other, primary education is a government service--the largest in Benin--touching a vast majority of families in the country. How government delivers this critical service is a good indication for how government performs overall: its effectiveness, its fairness and equity, its accountability and its transparency. Thus, as we have structured our program to strengthen primary education along the lines suggested by our analyses of democratization. Our approach to improving primary education emphasizes good government administrative and financial management in the provision of quality education services. It also promotes public sector accountability and transparency to assure efficient use of scarce resources. And we intend to push for wide-spread participation. Aligning parents, teachers, the National Assembly, an independent judiciary and other interested groups in the education reform process will guarantee that past public momentum and support for reform, and popular oversight of the Government's management of that reform, continues. The Mission has proposed five targets under our Strategic Objective:

- ◆ Establish and maintaining sufficient financing for primary education
- ◆ Improving the institutional capacity for education planning, management, and accountability
- ◆ Upgrading key pedagogical systems to provide a quality learning environment for the Beninese pupil
- ◆ Increasing equity of access for Beninese children to a quality primary education system
- ◆ Promoting wide-spread public participation in primary education

During Mission preparation of the CPSP, we identified additional areas critical to developing Benin's human resource base and which would complement our primary education focus: improved community health with family planning and enhanced governance. While we do not believe that we could mount a second strategic objective at this time, we propose dedicating some Mission effort and assistance to better understanding these areas and working with the Government and extra-governmental agencies on how they see and wish to address these critical problems. By the preparation on the next CPSP, we will be in a position to know if an additional human resource development area might be appropriate as a second Strategic Objective.

To carry out our proposed strategy, we have estimated an annual budget level of \$15 million from DFA and \$4 million in Title II food aid. The Mission's assessment of resource requirements derives from our assessment of need, Benin's policy and institutional absorptive capacity and the identification of mechanisms which do not overburden a lean management approach. We are proposing a level of five USDH. The proposed approach assumes continued flexible use of Non Project Assistance to support structural adjustment, increased and more creative use of centrally funded and managed programs, and use of highly reliable and self-sufficient U.S. PVOs.