

USAID/BENIN

RESULTS REVIEW AND
RESOURCE REQUEST (R4)

March 1997

PART ONE



*FY 1996
RESULTS REVIEW*

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LIST OF ACRONYMS

AAI	African American Institute
ABPF	Association Beninoise pour la Planification Familiale (Family Planning)
APE	Association des Parents d'Eleves (<i>Parents Association</i>)
ATLAS:	African Training for Leadership and Advanced Skills
BET	Basic Education Team
CAP	Certificat d'Aptitude Pedagogique (<i>Primary School Teaching Certificat</i>)
CEP	Certificat d'Etudes Primaires (<i>Primary School Leaving Certificate</i>)
CRS	Catholic Relief Services
DAPS	Direction de l'Analyse, de la Prevision et de la Synthese
DDE	Direction Departementale de l'Enseignement (<i>Regional Education Authority</i>)
DG	Democracy and Governance
DGT	Democracy and Governance Team
DHR	Democracy and Human Rights
DHS	Demographic Health Survey
DRF	Direction des Ressources Financieres (<i>Financial Resources Division</i>)
ETS	Expenditure Tracking System
FHT	Family Health Team
FQL	Fundamental Quality Level
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GOB	Government of Benin
HEPS	Health Education in Primary Schools
HRDA	Human Resources Development Assistance
IEC	Information, Education, Communication
IGS	Inspection Générale des Services
IPPF	International Planned Parenthood Foundation
KPC	Knowledge, Practice and Coverage
LSGA	Limited Scope Grant Agreement
MCH	Mother and Child Health
MIS	Management Information System
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
NGO	Non-Governmental Organization
NPA	Non Project Assistance
NPI	New Partnership Initiative
ORS	Oral Rehydration Salts
PENGOP	Primary Education NGO Project
PNLS	Programme Nationale de Lutte contre le SIDA
PSI	Population Services International
SAP	Structural Adjustment Program
SO	Strategic Objective

SPO	Special Objective
UNDP	United Nations Development Program
UNFPA	United Nations Fund for Population Activities
USPVO	United States Private Voluntary Organization

I. OVERVIEW AND FACTORS AFFECTING PROGRAM PERFORMANCE

A. Political Environment

In 1990, Benin changed radically from a Marxist-Leninist regime to a democracy. Today the country continues to make considerable progress towards the consolidation of its multiparty constitutional democracy. The second free, fair and competitive presidential election took place in March 1996, resulting in the return to power of Mathieu Kerekou, the former president who headed the country from 1972 to 1991. During former President Nicephore Soglo's five years (1991-1996), the nation's economy improved considerably. Despite this success, he was denied a second term because of his inability to create broadly-based political support. Two consecutive peaceful transitions of power are almost without precedent in Africa and are a testimony to the health of democratic institutions in Benin. The new government was sworn-in April 4, 1996, and continues the implementation of the political and economic liberalization program set forth by the National Conference of 1990. The private press is blossoming with approximately five new private newspapers launched in 1996. Attempts are being made to address Benin's dysfunctional judicial system and inefficient administration, which continues to be plagued by centralized decision-making and corruption.

B. Economic Restructuring and Structural Adjustment

After almost two decades of socialist central planning that resulted in bankrupting the state, Benin adopted its first Structural Adjustment Program (SAP) in 1989. The objectives of the SAP were to correct macroeconomic imbalances and to promote market liberalization and trade. Benin is now in its third SAP which began in 1996. These adjustment programs have improved revenues and reduced expenditures to the extent that the overall budget deficit has dropped from nearly 11% of GDP in 1990 to 5% in 1993. The public sector work force was reduced to 35,000, eliminating more than 12,000 jobs. Inflation has been reduced to about 3% in 1995 and annual economic growth rates have averaged 4% since 1991. Cotton production, which accounts for 80% of Benin's total exports, grew by 154% from 1991 to 1994. Major accomplishments were made in reforming the fiscal and tax systems, restructuring the banking sector, and significantly changing monetary policy. Progress was also made in privatizing public enterprises. Export production has not yet reached the level to offset the increased cost of imported goods (caused by devaluation in 1994). Much needs to be done to diversify the economy and to improve the legal and regulatory framework for savings and investment and for the development of the manufacturing sector.

Although the economy is improving, Benin still remains among the poorest countries in the world on a per capita income basis. Infant and maternal mortality are high even by west african standards. Malnutrition afflicts 18% of the population and 30% of the children, even though Benin produces enough food to be self-sufficient. While the growth in school enrollment (from

60% in 1992 to 67% in 1996) is encouraging, overall rates are still low. Levels of illiteracy are high, reaching almost 80%, 84% for women. The 3.1% population growth rate adversely affects the gains of economic growth and places stress on the limited social infrastructure. Only half of the population has access to basic health care services and only one-fifth actually uses such services. The HIV infection rate has increased from 0.5% in 1990 to a projected 3% in 1996.

C. Decentralization and Transparency

Benin continues to be characterized by a highly centralized administration where decision-making tends not to be determined by merit or technical content. For many years the GOB has recognized that decentralization is a priority for sustainable development, but it has been reluctant to transfer management and financial control to local entities. Although the new government has recently introduced a decentralization bill to the National Assembly, by all accounts it reflects a top down approach, was not developed in collaboration with local authorities, and fails to delegate real authority.

The macro-governance sector assessment conducted in 1996 confirms that decision-making continues to be highly centralized in Cotonou. Although there are signs that civil society is developing, particularly in the number of local NGOS and community organizations, the movement is constrained by the lack of an enabling environment. Transparency, budget processes and accountability in the public sector are poorly understood. Consequently, adequate resources and personnel allocations are not provided for. The concept of local governance is new and problems at the grassroots level are left unattended by the central government. The first municipal elections since the new constitution of 1991 have been delayed many times, and are now rescheduled for 1997.

D. Donors Views and Relationships

Good progress has been made in the coordination of donors' activities. In education, health, and democracy and governance, donors are meeting regularly to concert actions. Dialogue between donors and the GOB paved the way for the preparation of the first round table on education in Benin which is planned for May 1997. In the health sector, donor collaboration has facilitated the successful management of epidemics such as yellow fever and cholera in July and August 1996. The donor community contributed to better participation by civil society in the presidential election of March 1996. As decentralization has become a priority, donors have been cooperating to define a collaborative framework.

II. PROGRESS TOWARDS OBJECTIVES

A. STRATEGIC OBJECTIVE I: Assist the government of Benin in ensuring that an increasing number of school-age children receive, on a more equitable basis, an education which prepares them for a productive role in their society

1. Performance Analysis

Considerable advances in the education reform continue to be made, with particular emphasis on basic education. During this reporting period, USAID/Benin and the GOB have focused efforts on curriculum development, decentralization, and public participation in formulating educational decisions.

Improve quality -- Primary education is more effective in enabling students to be successful in their post-primary school careers

The Ministry of Education (MOE) and USAID/BENIN have begun to implement the Fundamental Quality Level (FQL) program. This program incorporates the activities of several different reform action plans addressing pedagogical needs such as teacher-training, textbooks, desks, latrines, curricula, and inspector's visits. Specifications and norms are detailed for each input; and, during the reporting period, the MOE began evaluating individual schools using the FQL indicators.

<p>Strategic Objective 1: Assist the GOB in ensuring that an increasing number of school-age children receive, on a more equitable basis, an education which adequately prepares them to assume a productive role in their society. APPROVED: October 1993 COUNTRY/ORGANIZATION: USAID/BENIN</p>			
<p>RESULT NAME: Primary education is more effectively enabling students to be successful in their post-primary school careers.</p>			
<p>INDICATOR: Teachers with professional qualification (C.A.P. exam)</p>			
<p>UNIT OF MEASURE: percentage of teachers with certification SOURCE: MOE Statistical Tables for 1996 INDICATOR DESCRIPTION: The CAP is the professional teaching certificate for primary school teachers. COMMENTS: The upward trend is expected to continue since this certification is a major priority of the MOE. EOPS will probably be reached by 1997.</p>	YEAR	PLANNED	ACTUAL
	1991(B)		
	1991		28%
	1992		30%
	1993		33%
	1994		38 %
	1995		45%
	1996		n/a

	1999	48%	
	2002 (T)	50%	

Teacher quality is continuing to be improved by assisting teachers in obtaining the required teaching certificate - CAP (Certificat d'Aptitude Pédagogique). Inputs are being made in the training of trainers, curriculum development, materials development, random sample testing, classroom testing, and teacher-training. Inspectors, advisors, school directors, and teachers (of grades 1 & 2) were trained to implement the new curricula in 118 (out of a total of 3,500) schools at the start of the current academic year. At present, every school district in the country has at least one school serving as a model for the full institutionalization of the new learning system, which is expected to be completed within two years.

As full institutionalization approaches, it will be necessary to train approximately 11,000 teachers and school directors during the coming 18 months, then 7,000 to 8,000 the following year, and roughly 4,000 each year for the two subsequent years. In addition, in-service training is carried out at the local school cluster level twice monthly. Curriculum development is moving ahead, setting the pace for the other MOE action plans to follow. Curricula for grades 3 & 4 are currently being evaluated for revision and finalization by October 1997. The fifth grade curriculum will be tested during the coming year in a group of 30 experimental schools. The sixth grade curriculum will be written during the 1996-97 school year and should be ready in prototype form for the 1998 school year. While it is too early to assess results, we are confident that the new curriculum and pedagogy will significantly improve training.

As indicated in the following table, considerable progress has been made in bringing more textbooks in the classrooms.

RESULT NAME: Primary education is more effective in enabling students to be successful in their post-primary school careers.
INDICATOR: MOE-supplied textbooks per public school student

UNIT OF MEASURE: average number of textbooks for each primary public school student	YEAR	PLANNED	ACTUAL
SOURCE: MOE pedagogical materials acquisition disclosure	1991(B)	0.33	0.33
INDICATOR DESCRIPTION:	1996	0.75	0.62
COMMENTS: Before the Primary Education Reform, MOE and donors estimated that there were approximately .33 textbooks per student in the public primary system. Under Benin's Fundamental Quality Level program, each student should have at least one math textbook and one French textbook.	1997	1.25	
	1999	1.5	
	2002	2.00	

Textbooks are now being chosen for grades 3 & 4 under a program financed by the World Bank. The criterion for selection corresponds approximately to the Beninese curriculum for grades 3 & 4. In grades 1 & 2, schools already have sufficient books for pairs of students to share one copy. Beninese textbooks, workbooks and teacher's guides have been written to accompany the new programs in the 140 Phase 1 schools. Unfortunately, financial constraints prevented their production in sufficient numbers, and schools have had to improvise and transfer work to the blackboard or home-made posters in order to cope with the shortages. This is one area where the MOE has encountered greater problems than anticipated. More short-term assistance may well be needed for the duration of the writing schedule.

The MOE has wisely resisted adopting policies that encourage automatic grade promotion. Consequently, repetition rates, while not increasing, have remained relatively high (approximately 25%). The MOE instead has maintained testing standards and is focusing on developing quality improvements that will have impact on repetition rates during the coming years. The MOE target for repetition rates in 2002 is 15%.

Tests and evaluation in schools have begun to undergo profound changes. As a result of recent USAID funded short-term assistance, Benin now has a national team (3 inspectors and 2 advisors in each of the six regions) trained both in sampling techniques and classroom testing. Additionally, a booklet permitting continuous student assessment is being used in 118 schools. This assessment will contribute to a shift from knowledge-based testing to skills testing. Work will soon start on developing an "Assessment Policy" which, once approved, encourages success and should help to reduce the drop-out and repetition rates. This change of approach will, of course, necessitate training teachers to handle large, mixed-ability classes.

Adequate and timely financing of reform activities in the pedagogical area has been a significant problem. This is the primary reason for slower-than-anticipated progress in the nationwide implementation of new curricula, textbooks, and testing.

Now that all inspectors are familiar with the new programs, communities are being involved in elaborating both curricula and materials. Short-term and long-term technical assistance provided by USAID now meets or exceeds anticipated levels both quantitatively and qualitatively. The MOE's pedagogical action plans are working much more harmoniously than they were one year ago. Most teachers and students are enthusiastic, even in schools facing the most adverse conditions.

An important aspect of FQL is to improve sanitation and hygiene on the school premises. A technical support activity was developed with Medical Care Development International (MCDI) to further this effort. The Health Education in Primary Schools (HEPS) Project is a vehicle for achieving these standards through the strengthening of NGOs and school support groups.

During the reporting period, MCDI trained 52 supervisors and extension workers in the use of teaching materials on sanitation and hygiene. At least 250 urinals in 245 schools were constructed even though initially 200 schools were planned. Members of parents associations and students were trained in the construction and maintenance of these facilities. Pedagogical guides and teaching materials for practical activities on sanitation and hygiene were produced. Sanitation and hygiene modules were tested, finalized and distributed to NGOs.

The Global Learning and Observation to Benefit the Environment (GLOBE) which started in late FY95 has begun to make an impact on people's learning. Implementation of the program at the classroom level in 9 schools and the collection and transmission of environmental data from these schools to the GLOBE data processing center in Colorado are the project's most significant accomplishments. In early 1996, Benin was the first country in Africa to send data and, throughout the reporting period, has continued to be the most active African partner. Enthusiasm among participating students in the 9 GLOBE schools is high. Many requests are coming in for additional schools to participate. It is common for GLOBE students to come to school on weekends and during vacation to take GLOBE measurements. More needs to be done to institutionalize support for GLOBE within the MOE.

Increase equity: Access to primary education for girls and children from disadvantaged regions broadened.

As shown by the gender equity indicators below, girls' enrollment rates have been steadily increasing since 1993, with a slightly sharper increase for girls in 1996. The 1994 school fee waiver apparently had a modest short-term impact in accelerating girls' enrollment. According to a study in 1995, one year after the school fee waiver, the greatest increase in enrollment occurred in the lower classes of rural schools.

RESULT NAME: Increase equity: Access to primary education for girls and children from disadvantaged regions broadened

INDICATOR: Gross enrollment rate (GER) for girls and boys and girl/boy ratio

UNIT OF MEASURE: number of children in school divided by the number of Beninese children between the ages of 6 and 11, expressed as a percent

SOURCE: MOE statistical table

INDICATOR DESCRIPTION:

COMMENTS:

For each year, the first number is the GER for girls and the second is the GER for boys. Below the two GERs is the girl/boy ratio. For 1991, for example, there were .56 girls in the system for every boy.

YEAR	PLAN NED	ACTU AL
1991(B)		40 ; 71 .56
1992		43 ; 75 .57
1993		43 ; 77 .55
1994		48 ; 80 .60
1995		50 ; 82 .61
1996		52 ; 84 .62
1999	60 ; 78 .77	
2002	78 ; 78 1.0	

RESULT NAME: Increase equity: Access to primary education for girls and children from disadvantaged regions broadened

INDICATOR: Leaving exam pass rate for girls and boys with girl/boy ratio

UNIT OF MEASURE: percentage of students who take and pass the end-of-cycle primary school exam (CEP exam)	YEAR	PLANNED	ACTUAL
SOURCE: MOE's statistical tables for 1996	1991(B)		30 ; 32 .92
INDICATOR DESCRIPTION:	1992		32 ; 38 .84
COMMENTS: For each year, the first number is the pass rate for girls and the second is the pass rate for boys. Below the two pass rates is the girl/boy ratio. For 1991, for example, there were .92 girls who passed the test for each boy.	1993		56 ; 61 .91
	1994		54 ; 59 .91
	1995		51 ; 57 .89
	1996		n/a
	1999	65 ; 65 1.00	
	2002	80 ; 80 1.00	

The decrease in schools' operating funds is being partially offset by other government sources, as is evidenced in the distribution of school furniture and pedagogical materials to schools where enrollment is high. An increasing financial burden is being placed on parents' associations to meet other school operating needs.

RESULT NAME: Increase equity: Access to primary education for girls and children from disadvantaged regions broadened
INDICATOR: Gross Enrollment Rates (GER) for a northern and a southern province with northern/southern ratio.

<p>UNIT OF MEASURE: Number of children in school divided by the number of children between the ages of 6 and 11.</p> <p>SOURCE: MOE statistical tables</p> <hr/> <p>INDICATOR DESCRIPTION: The northern province is Borgou and the southern is Atlantique. Borgou is a sparsely populated, largely rural area where much cotton and beef is produced. Atlantique is a small, densely-populated province along the coast which contains the country's largest city, Cotonou. Atlantique's agricultural sector's labor demand, although important, does not exercise the same influence on GER's as does the labor demand in Borgou.</p> <p>COMMENTS: For each year, the first number is the GER for the Borgou and the second is the GER for Atlantique. Below the two GER's is the Borgou/Atlantique ratio. For 1991, for example, there were .56 students in Borgou for every Atlantique student.</p>	YEAR	PLANNE D	ACTUA L
	1991 (B)		37 ; 66 .56
	1992		41 ; 68 .60
	1993		35 ; 86 .40
	1994		37 ; 93 .40
	1995		40 ; 94 .43
	1996		41 ; 95 .43
	1999	50 ; 78 .64	
	2002	78 ; 78 1.00	

RESULT NAME: Increase equity: Access to primary education for girls and for children from disadvantaged regions broadened			
INDICATOR: Leaving exam pass rate for a northern and a southern province with ratio			
<p>UNIT OF MEASURE: percentage of students who take and pass the end-of-cycle primary school exam (CEP exam)</p> <p>SOURCE: MOE's statistical tables for 1996</p> <p>INDICATOR DESCRIPTION:</p> <p>COMMENTS: For each year, the first number is the pass rate for Borgou Province students and the second is the pass rate for Atlantique Province students. Below the two pass rates is the Borgou/Atlantique ratio. For 1991, for example, there were .78 Borgou students who passed for every Atlantique student.</p>	YEAR	PLANNED	ACTUA L
	1991(B)		30 ; 38 .78
	1992		40 ; 38 1 .06
	1993		59 ; 61 .96
	1994		51 ; 62 .82
	1995		n/a
	1996		n/a
	1999	60 ; 70 .86	
	2002	80 ; 80 1.00	

As for regional equity, an interesting phenomenon has emerged: whereas the MOE's primary regional equity policy addresses the needs of the disadvantaged regions (the far north of Benin, especially the Atacora and Borgou provinces), most of the recent upward movement in enrollment rates is coming neither from the rural disadvantaged north nor from the populous, mostly urban south (Atlantique) but, rather, from the southern rural (Mono and Zou provinces). In these areas, there is less incentive for parents to send their children into agricultural work since the land and climate are less suited to Benin's biggest cash crop, cotton. Last year in Mono, for example, enrollment for boys and girls reached 96% and 48%, respectively, while 1995's numbers for the same were 90% and 43%, respectively. In the Atlantique province, boys' enrollment may be levelling off in the country's largest city, Cotonou, while continuing to climb slowly in the province's villages.

Another positive step to promote equity taken by the MOE is the adoption of an access and equity policy and a strategic implementation plan. The institutionalization of the access and equity policy is currently underway. The MOE has also developed strategies at the central, regional and local levels to promote girls' education as well as regional equity. Even though the strategies are yet to be implemented, some actions to promote access and equity are being taken by the civil society (e.g., NGOs, Parents Associations) and by the MOE itself. The proposed national network for the promotion of girls' education will contribute to this endeavor.

Ensure financial resource-- Adequate financial resources to rehabilitate and maintain Benin's education system assured.

Achievements over the reporting period include the design and testing of a computerized budget expenditure tracking system and reporting modules. At the inception of the education program, NPA conditionalities required the MOE to design and install a comprehensive primary education expenditure tracking system (ETS) prior to the disbursement of Tranche II funds. The goal of the ETS is to enable the MOE to plan, manage, and account for the effective and efficient use of all the public resources made available to the primary education subsector.

Although the MOE has made progress in the areas of financial management, several serious deficiencies remain. The MOE budget process still does not adequately present planned expenditures by function. Although improved administrative and financial management procedures have been developed, implementation is awaiting official administrative action and the training of users. The procedures manuals were prepared, reviewed and, delivered to the MOE. At the same time, supplemental guidelines were developed to ensure adequate financial control over reform activities not specifically addressed by the original program.

By the end of the reporting period, the accounting software was installed on one DRF computer and was being tested. Plans for linking the DRF computers through a local area network were well underway. A formal plan to extend the computerized ETS to all MOE subsidiaries has been developed, and implementation has been scheduled for September 1997.

The decentralization of the budget preparation process advanced marginally during the reporting period. A uniform budget nomenclature consistent with the GOB General Budget Nomenclature and a budget preparation procedures manual have been finalized, with the assistance of the project's financial management team.

Even though the design and implementation of an integrated financial management system at the MOE is a multi-donor enterprise, USAID/BENIN has monitored MOE efforts continuously by requesting the production of quarterly financial statements as well as supplemental tables for reform-related activities. Donors' failure to provide technical assistance to the MOE's financial division and the lack of coordination of various donors' assistance programs have contributed to the slower than anticipated progress in this area of reform activities.

RESULT NAME: Ensure financial resources -- Adequate financial resources to rehabilitate and maintain Benin's education system assured.			
INDICATOR: Primary education budget as a percent of the total education budget			
UNIT OF MEASURE: percentage of education sector budget which is allocated for primary education SOURCE: GOB national budget INDICATOR DESCRIPTION: COMMENTS: This indicator monitors the GOB's commitment to primary education as a part of the sector budget. While USAID/Benin believed the primary education budget should not decline, we did not set specific increases in budget share targets during the LOP.	YEAR	PLANNED	ACTUAL
	1992(B)		46.9%
	1993		47.0%
	1994		48.6%
	1995		54.5%
	1996		53.9%
	1999	50%	
	2002	tbd	

Non salary expenditure for primary education has been unusually high for Benin because of the shortage of teachers. This percentage can be expected to decline as more teachers enter the system.

RESULT NAME: Ensure Financial Resources -- Promote assurance of adequate			
INDICATOR: Non-salary primary education budget as percent of total primary education budget			

UNIT OF MEASURE: percentage of primary education budget which is allocated for non-salary items	YEAR	PLAN NED	ACTUAL
SOURCE: GOB national budget	1992(B)		9.5%
INDICATOR DESCRIPTION:	1993		10.9%
COMMENTS: This indicator tracks the GOB commitment to providing adequate supplies, services and infrastructure to ensure a fundamental level of quality in the country's schools.	1994		21.9%
	1995		24.1%
	1996		25.3%
	1999	26%	
	2002	tbd	

By the end of the reporting period it was clear that while considerable progress has been made in several key program areas relating to financial resources, the MOE needed to improve its financial management capacity. The lack of an operational, computerized expenditure tracking system (and other financial management tools) has hindered USAID/Benin's ability to provide detailed analysis of spending patterns. We have established a series of benchmarks for measuring the MOE's progress in the area of financial management. These benchmarks are more fully discussed under the intermediary result: Strengthen Institutional Capacity and Coordination.

Greater public participation - Transparency, participatory decision-making, and consensus-building on education promoted

During the reporting period, USAID/Benin continued to contribute to the institutional strengthening of education-sector NGOs and Parents' Associations¹ through the Primary Education NGO Project (PENGOP), implemented by World Education International. A mid-term evaluation of the PENGOP activity showed that 188 parents' associations had been trained by 17 local NGOs in the two pilot provinces (Borgou and Mono) to take responsibilities related to school management. The life of project goal is to reach 200 parents' associations.

The training provided to the Parents' Associations is supplemented by the funding of micro projects. At the end of the reporting period, 372 micro-projects have been funded, all of which contributed to improving parents' managerial capabilities.

Parents' Associations' organizational strengthening has exceeded expectations. All 188 project-supported APes have opened bank accounts, keep records of meetings, adopted transparent

In Benin, a "Parents' Association" is the body of pupils' parents which provides funding and oversight for the local school's operations.

accounting procedures, carry out democratic elections to their boards, and are independently managing projects which, they themselves, have identified and designed. In the beginning, critics in the MOE thought this program would generate conflict among key actors at the school level. Now, the growth of APEs is seen as helpful to education reform. School directors are less reluctant to become engaged with their communities.

Benin's Parents' Associations are now organized at the regional and national levels. USAID/Benin supported parents' associations in the setting up a national federation of parents' associations, all democratically elected. In September 1996, the National Federation of Parents' Associations approved the by-laws of the organization.

Strengthen institutional capacity and coordination-- Enhanced ability of GOB, particularly the Ministry of Education, to coordinate setting and carrying out of national educational objectives

With USAID facilitation, a formal dialogue has been developed with the Ministry of Finance (MOF) and the MOE's internal audit division. The Office of Inspector General at the MOE is substantially functional and has completed investigative assignments in several MOE' subsidiaries. The focus, however seems to be more on financial investigations rather than training administrative and financial staff on new and improved control procedures as designed under the budget process action plan. We plan to provide training for IGS personnel over the coming period.

This drive towards improved accountability should lead to improved relationships between the MOE and the MOF, thereby facilitating the mobilization of budget funds to support MOE's recurrent expenses. For the first time, the GOB national budget (FY1996) contained a modest credit for provincial-level purchases of pedagogical materials. Previously, all purchases were made by the MOE at the central level.

Planning has been considerably reinforced by the creation of the DAPS (the MOE Planning & Reform coordination directorate), which has been overseeing the reform program and coordinating its implementation. With our technical assistance, the MOE is currently putting emphasis on integrating planning and resource allocation into a single system for their 2-year plan (97-98). Moreover, a management information system (MIS) based on an information needs assessment has been developed. The capacity of the MOE to produce school statistics has been greatly improved. Statistical tables now exist for all school years through 1995-1996, and the MOE has published statistical yearbooks through the 1992-1993 school year. By 2002, the MOE is planning to publish the yearbook within six months of the end of each school year.

Regarding decentralization, the MOE has transferred 4 of the 8 targeted key responsibilities to the provincial directorates. The impact of this transfer can be seen in the areas of pedagogy (curriculum, teacher training, textbooks, and other pedagogical materials), school environment (building, furniture, equipment), the management of exams, and the appointment of teaching staff at regional level. The decentralization related to the management of exams has considerably

improved the overall organization of exams. The appointment of teaching staff by provincial authorities has increased the quality of teachers and the management of them.

Provincial FQL programs have been produced for school years 1995-1996 and 1996-1997 in order to monitor efforts needed to bring primary schools up to FQL standards. An FQL monitoring program has been developed for implementation at the provincial level, and training modules are being prepared.

A series of benchmarks has been established by USAID to measure the GOB's improvement in its accountability in the following areas: procurement, budgeting, cash management, accounting, reporting, auditing, and payroll. The overall financial rating is the average rating for the six functional areas listed above on a scale from the lowest (1.00) to the highest (3.00). The EOPS for this indicator is a score of 2.50 which represents a medium to high rating of all six functional areas. An EOPS of 3.00 was determined to be unrealistic since it would mean that all functional areas received a perfect score. USAID/BENIN tranche disbursement conditionalities reflect an incremental increase in program attention to these key areas. For 1996, the USAID/Benin Controller gave the GOB a rating of 1.25, up from 1.17 in 1995.

During the reporting period, a training plan based on needs assessment was initiated and updated for the next 2 years. The training of over 280 administrative personnel at the MOE led to clear improvements in management, accounting, planning and implementation of programs and operations.

Improved economic productivity skills of rural school leavers

A grant was awarded to the Songhai Center at the end of this reporting period, with the objective to provide primary education leavers and drop-outs with the specific skills necessary to play a more productive role in Benin's economy. Three intermediate results of this activity are: 1) a strengthened institutional capacity of the Songhai Center in Porto Novo to serve as the management and technical base for all Songhai operations; 2) expanded Songhai Center training capacity through the establishment of additional training centers in the departments of Zou and Borgou; and 3) reinforced Songhai outreach programs for graduates, local farmers, and farmers' groups.

2. Expected progress through 1999

Improved quality

With the additional assistance targeted for girls education, teacher training and environmental education (GLOBE) in the CLEF amendment of 1996, the education reform program is expected to reach most of the primary school curriculum, most of Benin's primary school teachers, and most of the classrooms in Benin's primary school system by 1999. Significant results will also be obtained by the HEPS Project. Measurable targets include the following:

- New curricula developed, produced and tested for all six grades of primary school;
- New curricula for grades one and two produced nation-wide;
- New student achievement tests, in harmony with the new curriculum, will be prepared;
- Textbooks developed and produced for grades 1-4;
- New student achievement tests will be prepared in relation to new curriculum for grades 3, 4, 5 and 6;
- New skills based student assessment program in use nationwide;
- GLOBE pedagogical materials and concepts integrated into the national curriculum;
- GLOBE Schools maintained and expanded;
- Health education incorporated into the primary school curriculum;
- Over 400 cisterns, 500 latrines and 450 urinals constructed by communities in three provinces;
- FQL targets will be reflected in budget submissions for subsequent year (annual).

Increased equity

Steady advances in equity is planned over the next two years:

- boys' gross enrollment rate reaches 100%;
- girls' gross enrollment continues to exhibit steady growth;
- overall gross enrollment rate for disadvantaged regions continues steady growth.

Adequate financial Resources Assured

A key component of the primary education system is expected to be operational by 1999, i.e. a computerized financial tracking system that will operate at both the central and local levels. This tracking system will link all aspects of the reform to assure efficient planning and management of resources.

- a comprehensive computerized financial tracking system will be operationalized;
- budgetary resources allotted to primary education will remain at least at current levels.

Increased Public Participation Promoted

USAID anticipates continued rapid progress in this area by its PENGOP project. Much remains to expand these gains to other areas in the future:

- 200 APEs trained to participate effectively in all aspects of the educational system in the two regions covered by PENGOP;
- 17 NGOs working in the education sector will be responsible for providing the institutional strengthening expertise to these APEs.

Strengthened Institutional Capacity

The key reforms in the areas of decentralization and personnel management should be in place by 1999:

- a final set of personnel and financial management responsibilities will be officially transferred to DDEs;
- the final phase of implementation of the new personnel management system will be completed.

Improved economic productivity skills of rural school leavers

As the Songhai activity has just begun, key intermediate results of this activity are expected to be accomplished within planned time periods (i.e., by September 31, 2001). By LOP, it is expected that:

- 100 students will have received long-term training at the expanded facilities and that an additional 200 will have received short-term training;
- 2000 farmers and their families will have benefitted from village outreach activities including micro-enterprises and cooperative ventures;
- the Songhai student graduation rate will improve from 53% to 70% and the female enrollment rate from 10% to 30%;
- and 60% of Songhai graduates will have set up small to medium sized agribusiness.

B. SPECIAL OBJECTIVE I: Improve Governance and Reinforce Democracy

1. Performance Analysis

During this reporting period, Benin has made significant progress in consolidating its democracy, increasing public participation in decision-making, and initiating actions towards public administration reform. However, considering the complexity of the democracy and governance sector, in the medium term, greater impact can only be achieved through concerted efforts of donors and the GOB.

Improved electoral process for more genuine and fair elections

After two consecutive democratically elected governments, Benin has reaffirmed its position as a model for African democracy. The success of the presidential elections can be attributed to various factors, such as: the propensity of the Beninese for consensus building, freedom of assembly and association, impartial and open electoral laws, an effective constitutional court safeguarding the integrity of electoral results, a relatively informed electorate and an efficient election monitoring system. The elections, however, were almost compromised by the delayed nomination of the members of the Autonomous Electoral Commission by the GOB and by the conflicting political interests of some of the commission members. An ineffective voter registration system also threatened the electoral process.

In December 1996, USAID/BENIN initiated a pre-election assessment which recommended that electoral education be intensified and extended to all interested NGOs, development associations and urban and rural communities. We sponsored two local NGOs, GERDDES (Study and Research Group on Democracy and Economic and Social Development) and Africa Obota, to conduct a civic education workshop. The objective of the workshops was to sensitize all participants to their respective roles during the elections. The success of this forum and subsequent USAID actions led the way to more active donor intervention in civic education.

In addition to civic education, USAID/BENIN and other donors provided assistance to the Electoral Commission. We provided indelible ink, ballot seals, and a twenty-member observation team through the National Democratic Institute. The African American Institute (AAI) trained electoral officials, pollsters, and citizens-at-large on their electoral rights. Our interventions contributed to high voter turnouts, reduced risk of violence and fraud, and raised public awareness.

Shortly after the elections, in collaboration with local NGOs, we financed an election evaluation in which civil society representatives and GOB officials developed a plan for future electoral assistance. Participants strongly recommended that the National Electoral Commission be institutionalized and that the electoral code be further clarified.

Civil society Strengthened through NGO capacity building

The Benin Indigenous NGO Strengthening project (BINGOS) mid-term evaluation took place in July 1996. Its objective was to assess the progress made on training and professionalism of NGOs. Except for minor start-up weaknesses that were effectively addressed, the evaluation team praised the Africare team for its performance. The team also commended Africare for its performance-based approach to financing micro-projects which guaranteed successful program implementation. In part, this success can be attributed to USAID/Benin's monitoring of and constant dialogue with Africare which led to a revision of BINGOS performance indicators. Africare was subsequently granted a seven-month, no-cost extension to allow them to complete their objectives and focus more on new areas of NGO networking and advocacy.

The evaluation indicated that the most effective NGOs in Benin have had some BINGOS assistance. From 1994 to 1996, based on an Africare rating system for participant NGOs, personnel competency and professionalism increased from 35% to 55% and financial management capabilities went from 38% to 58%. The NGO movement continues to grow because the BINGOS activity has raised the confidence in NGOs.

OBJECTIVE:

APPROVED: 10/93 **COUNTRY/ORGANIZATION:** USAID/Benin

RESULT NAME civil society strengthened through NGO capacity building

INDICATOR: number of NGOs financially viable and managing democratically is increasing			
UNIT OF MEASURE: percentage of highly performing NGOs SOURCE: USAID/Benin report on legal and regulatory environment for NGOs (2/1997) <hr/> INDICATOR DESCRIPTION: <hr/> COMMENTS: On a sample of 260 NGOs assessed, 67 are identified as highly performing.	YEAR	PLANNED	ACTUAL
	1996		31%
	1997	40%	
	1998	45%	
	1999	55%	

Increased participation of civil society in decision making

During this reporting period, we funded an observation and study tour for ten (10) local NGOs to Mali, Senegal and Burkina Faso in July 1996 to allow local NGOs to interact with their sub-regional counterparts. As a result, local NGOs became more aware of the constraints of Benin's NGO legal and regulatory framework and have initiated a policy dialogue with the executive and legislative branches of government to change the outdated but still prevailing French law of 1901 pertaining to NGOs. NGOs believe that a new law will improve the enabling environment for greater professionalism and involvement in the decision making process. (It is recognized that the absolute number of registered NGOs says little about their effectiveness to influence decision-making. At same time, there is value in showing growth in the NGO movement.)

RESULT NAME: Increased participation of civil society in decision making			
INDICATOR: Number of registered NGOs			
UNIT OF MEASURE: Total count per year			

SOURCE: Ministry of Interior, Security and Land Administration INDICATOR DESCRIPTION: Actual Number of NGOs registered by the Ministry of Interior COMMENTS: According to the Ministry of Plan, there is a high probability that the number would reach over 2000 by 1999 with decentralization.	YEAR	PLANNED	ACTUAL
	1994	-	500
	1995	650	700
	1996	900	981
	1997	1000	
	1998	1300	
	1999	2000	

Increased local government participation in decision making

In June 1996, USAID/BENIN conducted an assessment of decentralization. The findings were disconcerting: 1) lack of communication among the GOB entities, 2) lack of connection between the GOB and the population at the grassroots level; and 3) lack of participation of the civil society in the decentralization process. In view of these findings, an open forum was organized in September 1996, in collaboration with *Institut de Formation et de Coopération Décentralisée* (IFCOD), a local NGO specializing in decentralization training. The seminar provided significant information about the proposed decentralization law to legislators, other government officials, and the general public. It provided an opportunity for an open debate on the decentralization bill sent to the National Assembly by the executive branch. The recommendations which resulted from this seminar will guide deputies during the debates on the decentralization law scheduled for the first quarter of 1997. The table below will serve as baseline for future reporting on progress achieved.

RESULT NAME: Increased local government participation in decision-making
INDICATOR: level of locally collected revenue in local government budget

UNIT OF MEASURE: percentage representing the local revenues per total local government budget	YEAR	PLANNE D	ACTUAL
SOURCE: Ministry of Interior, Ministry of Finances, Municipal Development Program Reports, Supreme Court	1996	NA	
INDICATOR DESCRIPTION: revenues generated at local level show local communities' participation in socio-economic development	1997	NA	
COMMENTS: The level at which Benin plans to decentralize is still very high. USAID will initiate activities at a lower level which will create an enabling environment to support local initiatives. The legal framework on decentralization will be in place when the National Assembly passes the law.	1998	5%	
	1999	10%	
	2000	20%	

Mechanism to promote ethical standards in governance strengthened

USAID/Benin technical and institutional support to the Supreme Audit Institutions contributed to increasing the number of auditors both at the Chamber of Accounts of the Supreme Court and at the Inspector General Office of the Ministry of Finance. Financial management and auditing courses were sponsored for supreme auditors and inspectors to strengthen their technical capacity and prepare them to conduct effective audits and financial controls. As a result of our assistance, the Supreme Audit Institutions, for the first time, started auditing electoral campaign expenses. They have also developed a procedures manual for transparent financial and procurement operations. This result complements the Basic Education efforts in ensuring financial resources to the MOE. Our continued support will ensure transparency and accountability in public administration as illustrated below:

RESULT NAME: Mechanisms to promote ethical standards in governance strengthened
INDICATOR: Number of audited institutions increased

UNIT OF MEASURE: Number of audits performed per year by supreme audit institutions	YEAR	PLANNED	ACTUAL
SOURCE: Ministry of Finance (General Inspection of Finance), Supreme Court (Chamber of Accounts)	1994	NA	
	1995	--	16
	1996	--	17
	1997	20	
	1998	30	
	1999	35	
	INDICATOR DESCRIPTION: The increased number of audits performed show that the auditing institutions are playing their role and that public institutions are willing to be more accountable and transparent		
COMMENTS: The number of auditors is still limited to cover a critical mass of public institutions. There is however, a strong commitment from the Ministry of Finance and the Supreme Court to increase the number of inspectors and auditors in the future.			

Greater Donor Coordination and the Transatlantic Agenda

In 1996, under the Transatlantic Agenda, USAID/BENIN initiated a joint macro-governance assessment with the European Union to: 1) assess the state of democratic governance in Benin; 2) identify high-priority concerns for reasons of human rights, political stability, and sustainable economic growth; 3) provide an overview of the institutions and organizations that USAID and other donors should target in their democracy and governance planning; 4) identify strategic options to address key opportunities for and constraints to improved democratic governance; and 5) recommend priorities and specific activities for inclusion in donors' strategies.

Beninese nationals were substantively engaged in the assessment process, which laid the foundation for broad participation in the analysis, design, and evaluation of strategies and programs for promoting democratic governance. The assessment provided a framework for closer donor coordination in activities to improve democratic governance, and the macro-governance report is now viewed by all donors intervening in Benin as a background document for governance actions.

PL 480, Title II

During FY 1996, Catholic Relief Service (CRS) designed new sustainable grassroots activities to promote women and children's health care based on its Maternal Child Health (MCH) program's implementation plan. Approximately 150 rural community programs were identified and CRS hopes to keep the same level for 1998. Household food security increased because credit and savings activities helped generate more income for families. The number of

centers trained to carry out micro-credit activities increased by 200% in 1996 as compared to FY 1995 figures. CRS expects to train 10 additional communities during the FY 1997. Good results were achieved by improving the quality of meals served in primary school canteens: 67 primary schools were supplied with Title II food commodities as an incentive to sustain primary education institutions. The MCH program will be phased out at the end of FY 1997.

2. Expected Progress through 1999 and Management Actions

In 1995, the Democracy and Governance Team indicated that it would conduct a sector assessment to determine new program directions. In 1996, with the assistance of AFR/SD/DG and under the Transatlantic Agenda, the macro-governance assessment was designed and executed with the European Union. In their analysis, the macro-assessment team concluded that, although Benin made some giant steps towards consolidating its democracy, particular attention must be given to achieving balance in separation of powers and improved governance because: 1) Benin's current political framework and government structure are characterized by a strong executive branch, a relatively weak National Assembly, and a dysfunctional judicial system; 2) the executive branch lacks transparency and resists administrative reforms; 3) the proposed decentralization bill does not empower local entities; and 4) private sector development suffers from inadequate regulatory and judicial environment.

USAID/BENIN will work with other donors to implement recommendations made in the governance macro-assessment report. Regular consultations with the Swiss Cooperation, European Union, and other bilateral and multilateral missions will be held to better coordinate DG assistance in Benin. There is wide agreement that based on the scope, the cross-cutting nature of the governance sector and the importance of the needs, only a concerted action can generate meaningful results.

Given the scarcity of DG resources, we plan to limit our interventions to areas which will achieve the results described below.

The effectiveness of Civil Society Organization (NGOs) management and governance increased

The recent evaluation of BINGOS indicated that NGOs have made considerable progress towards professionalism. However, the critical mass of effective NGOs required for sustainable impact has not yet been reached.

- increase NGOs ability to serve as intermediaries between the Government and local groups;
- empower NGOs to play an advocacy role and to participate more actively in the decision-making process;
- by the end of the current BINGOS activity (September 1997), USAID will initiate a follow-up activity which will increase the number of trained NGOs and provide technical assistance in areas of networking and advocacy.

Increased local government participation in decision making through the creation of an enabling environment that will support local private initiatives

In the coming six months, interventions in this area will be twofold:

-we will support discrete actions to ensure that local governments and other decentralized institutions possess enough authority and flexibility to generate and manage resources;
-we will provide financing to pilot activities that will support private sector initiatives. Activities will include: 1) financial assistance to rural associations and micro-enterprises in order to build their financial management capacities; 2) supporting access to appropriate technologies to improve productivity; and 3) facilitating legal and regulatory environment for enterprise creation. It is expected these activities will generate more business initiatives, more employment opportunities and more revenues for decentralized municipalities.

Mechanism to promote ethical standards in governance strengthened

In 1996, the GOB organized a forum on the judicial system and a national economic conference during which it was recommended that long-standing good governance issues be addressed and confidence, transparency and accountability be improved.

-we will support GOB's efforts to improve administrative and political officials' ability to manage public affairs and enforce prevailing laws against waste and corruption. To reach this objective, a comprehensive, prioritized audit plan will be developed. Additionally the executive branch's internal audit capacity will be established through an expanded Inspector General Corps within the ministries. To be most effective, these actions will require a more vigorous and focused relationship with institutions such as the Court of Accounts, the National Assembly, and the Ministry of Finance.

-DHR funds will be used to provide institutional support for the above activities. Additional CLEF funds also may be used to enhance financial management capacities within the Ministry of Finance, Chamber of Accounts of the Supreme Court, and National Assembly.

The effectiveness and independence of the legislature reinforced

USAID/Benin will:

-support the Law Commission of the National Assembly in drafting, analyzing, codifying and amending laws;
-support activities in civic education, procurement of electoral commodities, effective election administration, and electoral monitoring to avoid electoral fraud;
-support computerizing the electoral list and training local electoral officials and newly elected representatives to the National Assembly;
-support efforts to institutionalize the National Electoral Commission.

C. SPECIAL OBJECTIVE II: Expand the Availability, Quality and Use of Family Health and HIV/AIDS Prevention Services

1. Performance analysis

The estimated population of Benin is 5.6 million with a growth rate of 3.1% per year. Since the 1995 Cairo Conference, pressure from donors as well as local non-governmental organizations (NGO) has compelled the GOB to take steps toward meeting its demographic challenge. FY96 was supposed to mark the beginning of actual health/population activities, but, due to the lateness in the receipt of population allowances, planned activities have been delayed.

Population: Availability and use of quality family planning services increased

The collection of data and dialogue with our partners have been the major areas of focus during this period, laying the groundwork for subsequent strategy development and future collaboration. Due to the change in government in April 1996, almost all of the positions within the Ministry of Health (MOH) Cabinet were filled by new appointees. Communication with MOH regarding USAID/Benin's intention to develop an integrated family health program continued during the reporting period. Nevertheless, the MOH's progress towards developing a coherent national health policy has been slow. The strategic planning capacity of the MOH remains weak.

In order to provide the necessary data to make policy and programmatic decisions in the health sector, USAID/BENIN financed a series of studies, including the first Demographic and Health Survey (DHS), which was undertaken to provide baseline data on family health indicators. The study was completed in August 1996 and the preliminary results were presented to the Ministry of Health and other partners in September 1996. The important health data and analysis provided by the study was the result of collaboration among MACRO International, UNICEF, and the Benin National Institute of Statistics. The preliminary results of the DHS show that unmet family planning needs run as high as 60% in some age groups. The data further show that a national average of 12% of the women surveyed are using a contraceptive method; although only 3.5% of women use modern methods. The link between knowledge and use of family planning methods and level of education was confirmed by the DHS. This finding lends support to the importance of information, education and communication activities, as well as synergic activities with the Basic Education Team through girls' education. Reliable national demographic and health data is now available to the GOB and to other donors working in the health sector to identify health priorities for program development.

For 1996, the major accomplishment of the GOB in the area of family health was the adoption of a national population policy. This policy was the culmination of many years of effort by donors such as the World Bank and the United Nations Fund for Population Activities (UNFPA) with support from USAID. One of the goals of the population policy is a 40%

contraceptive prevalence rate by the year 2016, an increase of approximately 1.5% per year over the next 20 years. This national policy represents an important step in enabling USAID to move forward toward developing an integrated family health program with the GOB. One important constraint on the full acceptance and implementation of the population policy or contraceptive methods, is a law, in effect since 1920, which prohibits the use of contraception. During the reporting period, USAID worked closely with the International Planned Parenthood Foundation (IPPF) and its affiliate in Benin, the Benin Association for Family Health (ABPF), to organize a symposium (scheduled to take place in March 1997) on the legal barriers to reproductive health in Benin. This symposium is intended to serve as a forum for civil society and government to highlight legal constraints to family planning and to develop a strategy to overcome these constraints or institute reforms permitting family planning practice.

OBJECTIVE: Expand the availability, quality and use of sustainable family planning and HIV prevention services			
APPROVED: OCT/1993 COUNTRY/ORGANIZATION: USAID/Benin			
RESULT NAME: Availability and Use of Quality Family Planning Services Increased			
INDICATOR: Contraceptive prevalence rate			
UNIT OF MEASURE: Percentage	YE A R	PLANNE D	ACTUA L
SOURCE: -Beninese Association For Family Promotion (ABPF) -Ministry of Health (MOH) -Demographic and Health Survey	1996	N/A	3.5%
	1997	4.0%	
	1998	5.0%	
	1999	6.0%	
	2000	7.0%	
INDICATOR DESCRIPTION: Percentage of women of reproductive age using modern contraceptives			
COMMENTS: The data in the Demographic Health Survey will serve as baseline to measure progress achieved. The GOB in its population policy estimates an increase of 1.5% per year. At this early stage of our program we think it is too ambitious.			

In August 1996, at the request of the GOB, USAID/BENIN financed a reproductive health training needs assessment, which was conducted by INTRAH in collaboration with the MOH, UNFPA, and selected NGOs. Based on the results of the assessment, a provisional work plan was drawn up to develop a reproductive health training strategy. The implementation of this strategy will ensure that health workers, both in public and private sector, are trained in the delivery of quality reproductive health services. Through the Family Health and AIDS - West Africa Project (FHA-WCA), support was also provided for the integration of reproductive health into the curriculum of the medical and paramedical schools. In addition, the success of a condom social marketing activity through Population Services International (PSI) has paved the way for GOB's agreement to add oral contraceptives to the list of commodities sold through social marketing.

RESULT NAME: Family Health Services Providers Strengthened			
INDICATOR: Number of health facilities providing quality reproductive health services			
UNIT OF MEASURE: Percentage	YEA R	PLANNE D	ACTUAL
SOURCE: -Ministry of Health (Directorate of Family Health) -UNFPA -Private sector assessment	1996		
	1997		
INDICATOR DESCRIPTION: Percentage of health facilities providing quality reproductive health services	1998		
	1999		
COMMENTS: Increasing the number of strengthened health service providers will greatly contribute to increasing the use of those services.	2000		

Child Survival: Child mortality and morbidity rate reduced

The Demographic and Health Survey has provided important baseline data on child health. For example, the DHS showed that, out of 1000 births, 94 children will die before reaching their 1st birthday and out of 1000 births, 167 children will not live to age 5. In FY96, the Family Health Team in collaboration with UNICEF initiated a major, two-year activity to promote child survival services designed to decrease diarrhea-induced infant mortality. This joint

UNICEF-USAID effort serves as an example of donors working together on child survival issues in Benin and as a model for future collaboration with other organizations.

In addition to the DHS, USAID/BENIN financed a knowledge, practice, and coverage (KPC) study conducted by Catholic Relief Services (CRS), on child survival activities in the Oueme region. This study is currently taking place and the results will be used to provide baseline indicators for planning future IEC activities. Through FHA/WCA, USAID supports social marketing of oral rehydration salts (ORS) through PSI in Benin.

RESULT NAME: Child mortality and morbidity rate reduced			
INDICATOR: Oral rehydration therapy use rate			
UNIT OF MEASURE: Percent	YEAR	PLANNED	ACTUAL
SOURCE: -Ministry of Health (Directorate of Family Health) -UNICEF -Demographic and Health Survey	1996		26%
	1997	29%	
	1998	34%	
	1999	39%	
	2000	44%	
INDICATOR DESCRIPTION: The increase in good treatment and management of diarrhea rate through the use of oral rehydration therapy.			
COMMENTS: Diarrhea is the second cause of mortality in Benin. The promotion of proper management and treatment of this disease will have a direct impact on infant and child mortality.			

STD/HIV/AIDS prevention programs reinforced (HIV/AIDS)

Benin, with an estimated total population of 5,600,000 in 1995, currently faces a moderate, but rapidly growing HIV/AIDS problem. As of December 1996, the National AIDS Control Program (PNLS) reported to the World Health Organization (WHO) 14,303 AIDS cases and an estimated 74,000 persons infected with HIV. Consistent national studies among pregnant women in the sentinel sites from 1990 to 1995 suggest a significant increase of HIV infection in rural areas from 0.21% to 2.21% and in urban areas from 0.52% to 2.12%. Each year approximately 2,500 new cases of HIV infection are reported in Benin.

As a follow-up to a limited assessment of the sector conducted with the help of REDSO/WCA, the Family Health Team (FHT) signed a Limited Scope Grant Agreement (LSGA) with the

MOH in September 1996. The purpose of the activity is to strengthen the institutional capacity of the National AIDS Control Program by improving its capacity to plan, coordinate, and monitor all STD/HIV/AIDS activities in the country. The strengthening of this program is vigorously supported by other donors such as UNDP, WHO, and the European Union.

The Condom Social Marketing program implemented by PSI in 1990 is operating very effectively. Since 1990, condom distribution has grown from 335,000 units/year to 2,506,000 units/year. The project distribution for 1997 is projected at 2,800,000. PSI/Benin works with a local NGO to organize IEC campaigns, workshops, and training for students and health workers in AIDS awareness and prevention. As shown in the table below, the steady increase in the demand for and distribution of condoms presupposes an increase in awareness of HIV/AIDS among the population. To complement increased commodity purchases, USAID financed in-country and third country training for the GOB and NGO organizations, an in-depth study of AIDS data generated by the DHS, and additional support to PSI.

RESULT NAME: STD/HIV/AIDS Prevention Programs Reinforced			
INDICATOR: Number of condoms sold and distributed through social marketing			
UNIT OF MEASURE: Condoms	YEAR	PLANNE D	ACTUA L
SOURCE: PSI and MOH Reports	1990	N/A	335,000
INDICATOR DESCRIPTION:	1993	N/A	1,444,504
COMMENTS: Through IEC, USAID expects to have a steady increase in condom distribution and marketing, and to reduce the expansion of sexually transmitted diseases and HIV/AIDS to a reasonable level.	1994	N/A	1,685,032
	1995	N/A	2,275,459
	1996	2,500,000	2,506,324
	1997	2,800,000	
	1998	3,100,000	
	1999	3,400,000	

B. Expected progress through FY99

With the new population policy recently adopted by the GOB and the Family Code to be voted on in the near future by the National Assembly, the potential for positive change in the family planning/health sector in Benin has greatly increased.

In the area of child survival, USAID/Benin expects to contribute to a sustainable decrease in infant and child morbidity and mortality through improved prevention and management of childhood illnesses, with particular emphasis on diarrhea and malaria, and best practices in nutrition and breast-feeding. As part of an integrated health approach, USAID/Benin will also promote improved sanitation practices through linkages with SO1 Education projects designed to improve the overall health of children. Community and private sector participation, collaboration with other donors; training, and development of IEC materials will support these efforts.

During FY 96 most activities were focussed on assessing the HIV/AIDS sector and identifying NGOs intervening in this sector. We granted funds to the MOH to reinforce the institutional capacities of the National AIDS Control Program. A limited number of new initiatives, in collaboration with other donors, are being planned for FY 98/99. These new initiatives will include support to people with AIDS through development of media on community care issues, assistance in the establishment and maintenance of a NGO resource center, and provision of technical assistance to the MOH. The social marketing of condoms will be expanded to cover all departments. There also will be a greater emphasis placed on information, education, and communication activities to increase the awareness of HIV/AIDS among the population in general and those at risk in particular.

In the area of population/family planning, a national training strategy for reproductive health service providers will be developed and in-service training in reproductive health and contraceptive technology will take place at all levels. The curriculum of the medical and paramedical schools will be revised to include reproductive health. We will provide support for the development of a national network of health NGOs to reinforce their institutional capacities, and to improve and expand reproductive services. The social marketing of oral contraceptives will be implemented.

By the end of FY 97, we expect to have a sixth direct hire on board specializing in health. With this additional staff member, we will officially request the upgrade of our special objective into a strategic objective. To achieve this end, we expect to have a health strategy developed and submitted as part of our CSP in 1998.

Proposed global activities and anticipated progress through FY99 are as follows:

- development of a family health strategy and action plan;
- development of effective partnerships with the GOB, donors, and the NGO community;
- assistance to public and private sector organizations to improve their capacity to develop health strategies and implement activities;

- support for legislative changes to promote the adoption of new policies affecting family health;
- providing training opportunities in support of institutional and developmental reform of the MOH;
- assistance to the GOB to implement the National Population Policy and revised Family Code.

We will work towards strengthening NGOs and community organizations through the creation of networks and will continue to provide training opportunities in areas related to improving family health.

III. STATUS OF MANAGEMENT CONTRACT

Strategic Objective: Improve Primary Education

The Basic Education Team has been involving its partners and customers in its operations. Formal orientation sessions were organized for small groups of partners, and informal gatherings permitted the BET to provide information on its activities and discuss involvement strategies.

USAID/Benin has expanded the scope of its basic education assistance with the signing of an amendment to the CLEF Project in September 1996 which included additional resources targeted toward two critical aspects of the reform: girls education and teacher training. In the same amendment, environmental education for primary schools was introduced through the GLOBE component. Additionally, the problems of school leavers and dropouts were treated in the new Songhai project which also began at the end of FY 96.

Through 1999 USAID/Benin expects additional resources will be targeted to the formal primary education system to continue planned technical assistance and training. However, at the same time a greater role of US NGOs is planned to expand progress made in community participation, curricula reforms and teacher training.

FY99 will see an education program with an LOP value of \$100 million, including the ongoing CLEF NPA and Project, the health education and sanitation program, an expanded public participation program, new teacher training activities, the GLOBE program, and the Songhai program. This represents an enormous management load for one USDH. Consequently, for FY 99, we see the need for a second direct hire position in the education sector to handle the management load. We also see the need for an additional FSN local hire position for management and procurement. Our OE figures for FY99 reflect these additions.

SPO. 1 Improve Governance and Reinforce Democracy

An important activity undertaken by the Mission is the Leland Initiative, which will be managed under this special objective. We are expect that wide access of the internet will be

achieved in the next R4 reporting period. A number of assessment and planning visits took place during this reporting period, however. This is to say that reliance is placed on local employees for the design and implementation of DG activities, and good results have thus far been obtained. Now that a sector assessment has identified areas for interventions, we will require additional technical and financial resources to follow-up on its recommendations. Based on the complexity and cross-cutting nature of the DG special objective, the technical capacity of our DG team needs to be strengthened through the addition of a program funded PSC beginning in FY99. Our program-funded staff ceilings need to adjusted accordingly.

SPO 2: Expand Family Health and HIV Prevention Services

The Family Health sub-objective is in the process of becoming a strategic objective. It is expected that by 1998 an integrated family health strategy will be in place to more effectively orient USAID's interventions. The Family Health Team is presently staffed by one USDH, 3 FSNs and one senior research fellow. The USDH also serves as the acting director and 2 of the 3 FSNs have responsibilities on other teams. Given the anticipated increase in activity once the programs become operational in the three result package areas, we will need an additional program funded technical professional to be added to our staff in FY99. Our program-funded staff ceilings need to be adjusted accordingly. Budgets for all these additional staff are reflected in the FY99 tables.

PART TWO

FY 1998-99

RESOURCE REQUEST

IV. RESOURCE REQUEST

A. Financial Plan

SO1: Assist the Government of Benin in ensuring that an increasing number of school children, receive, on a more equitable basis, an education which prepares them for a productive role in their society.

For FY 98 and 99, we request additional funding to extend PENGOP for 3 years in order to expand community/parent participation in education activities to the remaining four regions of Benin. Given the achievements of PENGOP activities in the two regions they have covered so far, and considering their impact on the education system, we believe the additional funding will also contribute significantly to improving the quality of education in Benin.

Additional funds will also be necessary for a planned grant for 3 years to an American minority run PVO to strengthen the in service training for primary school teachers in order to upgrade their teaching skills. Approximately 80% of the resources requested for FY98 will be obligated to American PVOs.

The funds requested for the promotion of girls' education will help consolidate efforts being made to increase girls' enrollment rate and broaden access to primary education for children from disadvantaged regions.

Additional funds also will be required to fill shortfalls in technical assistance in the training already being implemented under the CLEF project.

With respect to the FY97 pipeline of \$28 million in education funds, \$14 million of this amount is planned for future NPA cash disbursements against conditionalities. Of the remaining \$14 million, \$9.2 million was obligated at the end of FY96 to fund the Songhai program and the CLEF amendment. We expect this amount will be rapidly drawn down, now that the technical assistance team is fully staffed and the Songhai program is launched.

SPO1. Improve Governance and Reinforce Democracy

In 1996, USAID/Benin did not request a higher funding level because the DG assessment was not yet completed. The macro-assessment now has recommended possible areas of intervention and has cleared the way laid for the DG strategy presently in process. Funds requested from Development Assistance Appropriation (DA) for FY 97 and incremental funding requested for FY98 and FY99 complement FY96 provisions to:

- 1) pursue partnership with other donors in DG to implement the macro-assessment recommendations, especially in the area of decentralization;
- 2) assist GOB improve transparency and accountability through strengthening ethical standards in governance;
- 3) spread efforts towards reinforcing NGOs' managerial and financial capacity while improving their advocacy and networking skills; and,

- 4) contribute to an increased local government participation in decision making by creating an enabling environment that will support local, private initiatives. Financial assistance provided to rural associations will improve their resource and financial management capacity to influence change and participate efficiently in a decentralization.

SPO2: Expand the Availability, Quality and Use of Family Health and HIV/AIDS Prevention Services

Though most health activities have been reported to FY 97, the Family Health is going through a rapid design process by finalizing its results framework and packages and developing its sector strategy. A partners orientation workshop is planned for early April 1997 to finalize the results framework and obtain the GOB's commitment to it. Some of the funds requested for FY 97 are intended for an integrated reproductive health activity with the GOB based on the results framework and the national health strategy. A series of activities also will be implemented through field support. Based on the findings and recommendations of various assessments designed to reinforce the capacity of the non-public sector, a cooperative agreement will be developed with a USPVO with funds requested for FY 98 and FY 99 to implement an integrated health program.

Budget Tables

B. Prioritization of Objectives

USAID/Benin has one strategic objective and two special objectives:

- Strategic Objective: Assist the GOB in ensuring that an increasing number of school children, receive, on a more equitable basis, an education which prepares them for a productive role in their society.
- Special Objective 1(SPO1): Improve Governance and Reinforce Democracy
- Special Objective 2 (SPO2): Expand the Availability, Quality and Use of Family Health and HIV/AIDS Prevention Services

The bulk of our program is in the area of strategic objective one, whose purpose is to assist the GOB achieve its education reform program. Providing support to primary education, and through such support to help strengthen the human resource base, is the central rationale for a US Government development presence in Benin. Without it, we don't have the strategic basis for a program.

Our efforts to improve governance and primary education are mutually reinforcing in that a strengthened civil society depends on educated, informed members who in turn advocate and support education programs through decentralization reforms, which are supported by a strengthened civil society. Our second priority is SPO1.

Improving primary education and family health are also mutually reinforcing. The Benin DHS of 1996 clearly established a strong relation between level of education of women and their contraceptive use and fertility rates. Similarly, the health education activities under the education program will have a direct impact on mortality and morbidity rates. Improved governance is also directly supportive of expanded family health service. It also should be

mentioned that a strengthened human resource base means a healthy population as well as an educated one.

Our three objectives fit so well together and function in such a synergetic way that to take one away would jeopardize the impact of the others. For the purpose of this exercise, however, we would place SPO2 reluctantly as our third priority.

C. Linkage of filed support and Title II

1. Field Support

SO1: In the education sector, field support requests are limited to training under the HRDA and ATLAS activities managed through Global Bureau. The Basic Education Team relies on its staff and its institutional contract to provide direct technical assistance to the Ministry of Education.

SPO1: USAID/Benin staffing does not include a Democracy and Governance USDH expert. It relies on its Foreign Service National staff and on external expertise. While some of the DG related activities planned include long-term technical assistance, most of them require specialized short-term expertise, which is available through field support arrangements through the Africa and Global Bureaus. This form of support will continue to be used in such areas as strategy development and special studies, implementing policy change, elections, decentralization, judicial reform and women in politics. Funds requested in FY 98 and FY 99 also will provide support to the electoral process for the planned legislative and municipal elections.

SPO2: Pending the development of a well-articulated strategy and action plan in the health sector, USAID/Benin has identified centrally funded activities that will contribute to the development of its health strategy. USAID/Benin has been receiving technical assistance and field support activities from the following programs: PRIME, POLICY, BASICS, MOTHERCARE, POPTECH, and more recently FPLM, AIMI and AIDSCAP. PRIME will be responsible for the implementation of the reproductive health training strategy and POLICY will assist government officials and civil society in understanding the relationship between rapid population growth and its impact on available resources. BASICS will identify interventions in the areas of nutrition and the management of childhood illnesses. MOTHERCARE will identify interventions to reduce maternal and neonatal morbidity and mortality. POPTECH will provide technical assistance in the development of a health strategy and results package. FPLM will provide support to improve contraceptive logistics. AIMI will implement a comprehensive malaria prevention program. AIDSCAP will implement activities in HIV/AIDS prevention.

2. Title II

Catholic Relief Services (CRS) has been operating in Benin since 1958 implementing the Title II program in all of the country's six regions. Although, there is no food shortage in Benin, small pockets of malnutrition persist. Over the years, CRS/Benin has gradually moved from short-term relief and charitable interventions to pursuing development assistance by designing projects that emphasize or reinforce the community at the grassroots level.

Today, CRS implements activities in areas which are not directly targeted by USAID/BENIN interventions, but which, nonetheless, contribute to improving the living conditions of disadvantaged communities. To ensure the successful implementation and sustainability of its activities, CRS has designed a multi-sectoral Small Enterprise Development project which

focuses on village banking and other related activities, such as literacy, nutrition, agriculture and environmental sanitation. CRS' Mother-Child Health program, for example, which is coupled with credit/savings activities, developed as an integrated participative approach (involving education, health, and self-governance) to respond to the economic and social needs of local communities. This integrated approach facilitates access to revenue making it possible for villagers to pay their children's education fees and to contribute financially to school construction and their children's nutrition and health coverage. CRS works with local NGOs and local associations to implement activities which are presently at a pilot stage. The existing collaboration will be expanded to include support to the Food Assisted Child Survival Program throughout the country.

D. OPERATING EXPENSE AND WORKFORCE

OPERATING EXPENSE

FY98 Target Level

USAID/Benin's operating expense request reflects an 11.5 % increase from FY97 to FY98. This increase is mainly due to the addition of two direct hire employees expected to be on board for the full of fiscal years 98 and 99. Other factors relate to high local inflation as the final wave of post devaluation price adjustments are implemented. These increases are reflected in FSN salaries/benefits, rental and utilities costs. However, collectively, line items directly linked to USDH staff numbers such as education allowances, rents, security guards, assignment travel and residential maintenance account for close to 80% of the difference between our 97 and 98 figures in these categories.

FY99 Target Level

The overall increase between our FY98 and FY99 target level is less than 1%. The increase in FSN personnel costs and inflation factors are offset by a decrease in transportation costs - an aberration linked to USDH movements.

FY99 Request Level

The FY99 request level reflects the increase to our workforce which is explained and justified in the Management Contract section of the R4.

WORKFORCE

In an earlier communication with AFR/AM, post requested an exception to the ceiling imposed for FY98. Our request suggested a phased-in reduction which would allow us to reduce one staff per quarter until we reached our ceiling at the conclusion of the fiscal year. That request preceded deliberations of our strategic and special objective teams and consequently did not take into account their manpower needs for FY99. Preparation of this submission reveals a need for staff in FY99 that equal our present staff levels. To respond to these needs post sees only two possibilities:

- A) The Bureau allows USAID/Benin to maintain its present FY97 ceiling throughout FY99; or
- B) The Bureau allows USAID/Benin to reach its FY98 ceiling by the end of FY98 and then allows it to gradually increase to meet its FY99 and outyear needs.

If forced to reduce and later increase we gain nothing. In fact, with severance payments and other separation expenses it will cost the mission more over the duration. The first scenario is, by far, the most logical and cost effective.

To maintain our staff at its present level will provide needed program continuity during a period when post will receive four new Direct Hire staff. Within the next 12 months post will receive a replacement Controller and Program Officer and a new Health Officer and IDI (Education). The stability of our FSN professional staff is essential to the smooth entry of these staff and overall success in achieving unit results. For these reasons we think it more reasonable that option A) above be selected.

Should USAID/Benin not be allowed to keep its present personnel ceiling and is forced to reduce it will still require time to implement a plan of reduction which has the least amount of disruption to mission services and the attainment of its results. Note that until February 20, 1997, when revised staff ceilings were received from AF/AM, post assumed that FY98 levels had to be reached before September 1998 and not September 1997. As we explained in our e-mail of March 3, 1997 requesting a waiver, we don't believe it is in the best interest of USAID that we be forced to reduce in such a drastic fashion. A more calculated reduction based on the plan presented below should be allowed. In addition to providing the needed program continuity described above, we offer the following additional justification for the acceptance of our plan should we need to further reduce staff.

- 1) In adherence to previous instructions to reduce staff, Post has already eliminated the positions which were the "easiest" to absorb, such as janitors, warehousemen and drivers. The elimination of these positions required less training and realignment of staff to avoid disruption or reduction in services. In order to continue reductions we must now reduce professional and skilled staff and unlike the GSO group, these reductions require a gradual transition to minimize the adverse effect on the program.
- 3) The shortened timeframe does not allow post to implement its reduction plan. This plan includes realigning and reallocating staff, and training merit promotion candidates to fill vacated positions. The entire FY98 will be required to implement our proposed mission plan.
- 4) USAID staff were informed early of the need to reduce positions and have accepted the proposed plan. Drastic changes in this plan would be extremely detrimental to mission morale and will have a subsequent affect on performance. We have to be able to follow through on our word. Management must remain credible.

USAID/Benin is a small post which has been chronically understaffed since its inception. The reductions we have been asked to make will profoundly affect our operation if implemented as per the February 1997 guidance. It is preferable that USAID/Benin be allowed to maintain its present levels without further reductions. However, should they be necessary we ask that the following schedule be approved.

CATEGORY	FY97 Ceiling (By 9/30/97)	FY98 Ceiling (By 9/30/98)	FY99 Targets (Unchanged)
USDH	6	6	6
Intl. Hired OE	1	1	1
Locally Hired OE	46	42	42

TOTAL OE	53	49	49
Program	9	8	8
TOTAL	62	57	57

At the end of each quarter of FY98 USAID/Benin will reduce one Local Hired OE position until we are at our ceiling. The other categories are already within the ceilings and will not change.

By Dec. 31, 1997: Local Hired OE 45

By March 31, 1998: Local Hired OE 44

By June 30, 1998: Local Hired OE 43

By Sept. 30, 1998: Local Hired OE 42

Implementation of this plan will place USAID Benin down to the levels requested for FY98 and FY99.

E. Environmental Compliance

There are no environmental compliance issues at this time. 22 CFR 216 requirements will be fulfilled when new activities are developed.