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# BENIN COUNTRY ACTION PLAN

OCTOBER 1, 2005 – SEPTEMBER 30, 2006

WOMEN'S LEGAL RIGHTS INITIATIVE  
UNDER THE WOMEN IN DEVELOPMENT IQC

CONTRACT NO. GEW-I-00-02-00016-01, TASK ORDER 01



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## ACRONYMS

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AFJB	Association des Femmes Juristes du Bénin
CBDIBA	Centre Beninois pour le Développement des Initiatives à la Base
DHPD	Droits de l'Homme, Paix, et Développement
EGAT/WID	USAID EGAT/Office of Women and Development
UFM	Union des Femmes Methodistes du Bénin
USAID	United States Agency for International Development
WiLDAF	Women in Law and Development in Africa
WLR	Women's Legal Rights Initiative

## SECTION I

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### Overview

#### A. Country Program Description

The USAID Women's Legal Rights Initiative (WLR) is a task order under the Women in Development (WID) Indefinite Quantity Contract (IQC) which was signed by Chemonics International Inc. on September 30, 2002. The WLR project team, in coordination with USAID/Benin, the Africa Bureau, and the USAID Office of Women in Development (EGAT/WID), selected Benin as one of the focus countries for WLR activities in Africa.

The Women's Legal Rights Initiative in Benin (WLR Benin), like all WLR country programs, strives to empower women by strengthening and promoting women's legal rights. One of the greatest barriers to the empowerment of women in Benin is customary law and practice that deny women and girls basic human rights, and define women by their relationships to and with men. Both the customary law and practice and most formal laws discriminate against women and are not compatible with Benin's constitutional guarantee of the equality between women and men. An innovative *Code des Personnes et de la Famille* (hereafter "Family Code") was passed in 2004 which drastically changed the rights and responsibilities of men and women in Benin on issues such as marriage, divorce, children, dowry, and inheritance. It is an important step in guaranteeing women's legal rights in family law. The contentious passage of the Family Code has given WLR Benin a strategic opportunity to frame education efforts around the new law and the new obligations contained in it.

#### WLR Benin in Numbers

- 8,000 public awareness booklets published in French and four local languages
- 4,000 legal training manuals published on the Benin Family Code
- 110 new and working paralegals trained on new legal requirements of the Family Code
- 8 trainings held for NGO, community and religious leaders, paralegals, mayors, judges and magistrates on women's rights and the Family Code
- 1,200 attendees at four public "town hall"/community education events in rural areas of Benin

WLR Benin project staff in Cotonou and home office staff in Washington developed an action plan based on the past year's experience, which focused on education and training on women's legal rights, including a public awareness campaign with local language materials; paralegal training; developing a legal manual on the new Family Code; workshops for community leaders; and continuing education for judges and intermediate-level actors in the judicial system. In addition, WLR Benin sponsored a sexual harassment legislation development workshop for approximately two dozen key individuals from the national government, NGOs, and the business sector, who drafted a law against sexual harassment which will be introduced to the National Assembly next year. WLR Benin made a point of reaching out to people who have previously been overlooked, especially in rural areas.

**Staffing.** WLR Benin's project office is located in Cotonou, the largest city in Benin. There are three full-time paid staff. The coordinator is Elvire Ahounou Houenassou, the office manager is Justeciel Houzanme, and Romain Adjovi provides general office help. The Benin WLR team in

Washington, DC is comprised of Chief of Party David Vaughn, Legal and Gender Specialist Lyn Beth Neylon, and the Chemonics project management unit (PMU): Director Mary Hill Rojas, Manager Rachael Pierotti, and Associate Anita Sachariah. Project activities such as trainings are usually developed and implemented by our local NGO partners: *Association des Femmes Juristes du Bénin* (AFJB); *Centre Beninois pour le Développement des Initiatives à la Base* (CBDIBA); *Droits de l'Homme, Paix, et Développement* (DHPD); *Union des Femmes Methodistes du Bénin* (UFM); and Women in Law and Development in Africa (WiLDAF), with oversight by the WLR Benin coordinator. Our coordinator makes appearances, often with our partners' representatives, in the media and at public awareness meetings and events, and also participates in trainings and workshops supported by WLR Benin.

**Coordination with USAID.** WLR Benin meets regularly with the USAID Project Development Specialist and WID Officer Ms. Noudegbessi, and invites her to participate in all relevant WLR Benin activities, and to provide suggestions and expertise to the project. We have a good rapport with the Mission Director Rudolph Thomas and Program Officer Barbara Dickerson. The WLR Benin Coordinator recently participated in a two-day meeting of USAID/Benin Democracy and Governance Team NGO partners, and Ms. Noudegbessi expressed great satisfaction with WLR Benin and its activities. USAID/Benin has been prominent in all our big public events, such as the office opening, and the launch of our Family Code training materials. WLR Benin has received a great deal of positive feedback from USAID/Benin: when USAID Director Natsios was scheduled to visit, the Mission planned to highlight WLR's women's empowerment activities. Although the trip was cancelled, we were delighted to have been chosen for the honor of being showcased for the head of USAID. The WLR Benin team keeps our EGAT/WID cognizant technical officer (CTO) and interested staff in the Africa Bureau updated on our progress, providing them with copies of reports, videos, public awareness materials, and other tangible deliverables.

## **B. Country Program Impact**

WLR Benin has been successful beyond our expectations. Some of our more important accomplishments in the 13 short months since the WLR Benin office opened have been:

- Materials development workshop conducted with four NGO partners to collaborate on the development of legal training and Family Code public awareness materials.
- 8,000 public awareness booklets and 4,000 legal manuals on the Family Code developed, illustrated, translated, and published in French and four local languages (booklets only).
- Paralegal manual and public awareness booklet launch event to inform local NGOs, international donors, the government, and interested others of the existence and availability of these materials.
- First training for judges and magistrates on the new Family Code completed.

- Three paralegal trainings on the Family Code in Dassa, Allada, and Bohicon, which trained 50 new paralegals and gave continuing education on the Family Code to 60 practicing paralegals.
- Training for women leaders of new faith-based partner to disseminate information on women's rights and the Family Code in grassroots communities throughout Benin.
- National Forum on the Family Code to train mayors from the 77 municipalities of Benin.
- Four public education community meetings on the Family Code held in rural Benin.
- Two radio and televised debates in French and in Fon on the Family Code for Woman's International Day.
- Built the capacity of our local NGO partners to better collaborate with other local NGOs, and to improve proposal-writing skills such as budget development, and follow-up monitoring and evaluation activities.
- Development of a film about the Family Code.
- Sexual harassment legislation development workshop, where participants (former and current government ministers, parliamentarians, NGO representatives, and other stakeholders) drafted legislation to prohibit sexual harassment.

In a previous report, the WLR Benin team related this anecdote: During the WLR Benin office opening, it came time to unveil the project's large outdoor sign. The office is on the fourth floor of a 4-story building in the heart of the busy, crowded, Cotonou market district, where most market vendors are low-income women. When the Coordinator tore the paper off the sign so that everyone could see the proud words "*Initiative des Droits Juridiques de la Femme*" ("Women's Legal Rights Initiative"), women down in the market stood up and cheered! The WLR Benin team has worked hard, with enthusiasm and creativity, and its astonishing achievements have, we hope, met the expectations and aspirations of those market women.

### **C. Challenges and the Way Forward**

No project is without challenges and disappointments, and this one is no exception. For example, WLR Benin is very satisfied with three of our four original NGO partners; however, the trainings given by the women lawyers association, AFJB, has not been the highest quality. WLR Benin had also planned to work with *L'Amazone du Golfe*, an established magazine dedicated to articles of interest to women and/or about women. However, *L'Amazone's* founder and director left, and the current manager does not have sufficient initiative or experience to run the magazine, so we are not pursuing this opportunity. It is unfortunate, because this leaves us without what could have been a very effective platform for articles on women's legal rights.

WLR Benin has responded to this challenge by reconsidering how we will work with our existing NGO partners in the future, and meeting with additional NGOs to find appropriate new

partners. The WLR Benin team has decided that perhaps, being lawyers, the AFJB will perform better in an activity of a strictly legal character, so they will have a prominent role in the planned impact litigation training. We have formed a partnership with *Institut National de l'Alphabétisation et de l'Education des Adultes* (INAEA), a government-sponsored literacy agency, to use our Family Code public awareness materials to teach adults to read, and we have received requests from numerous groups, including Catholic and Protestant church groups, for training on women's legal rights.

One of WLR Benin's challenges in the upcoming year is to strike the right balance between responding to local needs and opportunities, and sticking to planned activities. As our reputation for accessible and high-quality trainings grows, we have received many more requests to do trainings on the Family Code and women's rights. This confirms that such trainings are needed, however, we cannot ignore our commitment to activities in other areas. Another challenge is implementing all the activities we want to do with a limited budget – a problem in all human rights work. Many of the costs of running an office in Benin were significantly higher than expected when the project commenced, and unanticipated costs necessitated a review of the budget and cutting planned activities.

WLR Benin will respond to these challenges by sticking to the action plan, including our monitoring and evaluation (M&E) strategy, and budget, and looking for opportunities to share costs with other NGOs or international donor programs. For example, we have already discussed allowing other groups to reprint our public awareness materials on the Family Code. In addition, we have already approached our contact at USAID/Benin to discuss the possibility that the mission will fund WLR Benin activities after our WID contract ends.

## SECTION III

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### Implementation

This action plan will guide the WLR Benin program for the next year. The project office in Benin and the Washington, DC-based team collaborated to determine activities to promote women's rights that will have the greatest impact for the amount of support we can provide. These fall into four integrated components, often using the new Family Code as a specific and timely way of demonstrating women's rights: a public awareness campaign; education and capacity-building of civil society organizations (CSOs) through workshops for organizations and leaders in the community; justice sector training for different levels of actors in the judicial system and support for local lawyers to explore an impact litigation strategy as a way of promoting women's legal rights; and legislative reform through support for the development and passage of a new sexual harassment law.

Below WLR provides details on these four technical components, their strategies, associated activities and tasks, resource requirements, benchmarks, and efforts to ensure sustainability. Detailed information about overall staffing and performance monitoring, including a chart with indicators and expected results, can be found in Section III, Program Management. Annex A contains a detailed timeline showing activities, specific dates, and parties responsible for the activities and results.

#### A. Component One: Public Awareness

**Overview and strategy.** The public in Benin is generally not aware that women have rights, and while they may have heard that there is a new Family Code, they do not know what rights and responsibilities it contains. The main focus of our project activities have therefore been, and will continue to be, educating the public about women's legal rights through an awareness campaign focused on the new Family Code and, beginning this year, on sexual harassment.

Women must be aware of their rights before they can assert them. WLR will continue to support an awareness campaign that takes into account the multiplicity of local languages, the high degree of illiteracy, and the existing context. Our materials and messages will raise women's rights issues with men and women on a practical, day-to-day level, making it more likely that women's lives will actually improve because of it. The campaign will continue to focus on the new Family Code which, if enforced, will significantly affect the lives of every person, family, and community in Benin. WLR Benin will also begin to educate targeted groups and the general public about sexual harassment, although whether we will combine trainings and events about the Family Code with messages concerning the draft sexual harassment legislation, or whether it is more strategic to keep them separate, has not been decided.

**Key activities.** Key activities to support our public awareness campaign will be to develop and implement a media strategy; continue to develop public awareness materials that promote women's rights; hold public education events, including an event to commemorate International Women's Day; and conduct trainings on the Family Code and sexual harassment.

**Resources.** Franck/Label Com (local media/communications company); TOGLO Films (local film development company); local newspapers; NGO partners, including CBDIBA, DHPD, UFM, and WiLDAF; existing and newly-developed public awareness materials. The WLR Benin coordinator will ensure performance under this component with oversight and technical support from the Washington, D.C.-based legal specialist.

**Benchmarks for 2005-2006.** Benchmarks under this component will include:

- In partnership with local experts and NGOs, simplified language materials on sexual harassment developed (and possibly the draft anti-sexual harassment law) in at least two local languages and French, and disseminated widely via existing networks across sectors; development in January and February 2006, and distribution will be ongoing through September 2006.
- A media strategy of TV and radio appearances and newspaper coverage developed between October and December 2005, which builds on the first year successes to promote women's rights and WLR activities.
- Film now in production on the Benin Family Code disseminated as widely as possible, over the course of this action plan period.
- Inexpensive brochures on various aspects of the Family Code developed in February 2006, and provided during the year to established networks to spread information on women's rights as widely and to as many different segments of the society as possible.
- French and local language public awareness materials already developed reprinted in March 2006, and distributed widely; agreements with CSOs, international NGOs, and interested others to reprint and disseminate our materials through their programs will be ongoing throughout the year.
- At least three public awareness events on women's legal rights conducted in rural areas not yet visited by WLR Benin, during January, April and July 2006.
- Events conducted during International Women's Day in February and March 2006.

**Sustainability strategies.** Hosting grassroots public education events gives us credibility, a reputation for meeting local needs, and appreciation for thinking rural areas are important enough to visit, all of which contribute to local "advertising" of the Family Code. Also, by creating quality local language and French print materials and films, and developing an effective dissemination strategy, we will guarantee that WLR information will be available to more people than we can directly talk to, for longer than the WLR Benin life of project.

## B. Component Two: Civil Society

**Overview and strategy.** Rights have little effect without support and enforcement in the community, and this is especially true in most African communities. The importance of educating community and religious leaders on women's legal rights cannot be overstated; it is in families and communities that women's lives are actually affected (or not) by a change in the law. Women need allies, such as organizations and institutions in their communities: people who can back them up when they assert their rights and encounter hostility or resistance.

**Key activities.** Key activities to support our civil society engagement are: a series of trainings and workshops on the Family Code and women's legal rights, organized and implemented with our NGO partners for community and religious leaders, primary and secondary school-level teachers, literacy/local language teachers, and city hall workers. In addition, we will continue to build the capacity of our long- and short-term partners by working with them to develop activity budgets, learn monitoring and evaluation techniques, become familiar with using the fixed price subcontract mechanism, and write detailed Scopes of Work.

**Resources.** NGO partners including CBDIBA, DHPD, UFM, and WiLDAF; the *Institut National de l'Alphabétisation et de l'Education des Adultes* (INAEA), a quasi-governmental literacy agency; public awareness materials including booklets, brochures, and the new film on the Family Code. NGO partners will work with WLR Benin to successfully draft descriptions, budgets, monitoring and evaluation, and follow-up activities sufficient for USAID contract procedures and regulations, and will produce quality contract deliverables on time. The WLR coordinator will manage these activities with oversight and technical support from the legal specialist.

**Benchmarks for 2005-2006.** Benchmarks under this component will include:

- Five 3-day interactive trainings on the Family Code and women's legal rights, with approximately 25 people at each; trainees will include community leaders and a variety of faith-based (Catholic and Protestant Christian) church leaders, to be held in February, March, April, May and September 2006.
- Three 3-day interactive trainings on the Family Code and women's rights for teachers at the primary, secondary, and adult education level, to be conducted in July, August and September 2006, respectively.

**Sustainability strategies.** WLR Benin will leave behind a core of trainers from different sectors of society who will have a continuing and far-reaching impact on policy, implementation of the Family Code, and the local population. Training individual NGOs to respond to funders' requirements will help them succeed in obtaining funding beyond the life of WLR.

## C. Component Three: Justice Sector

**Overview and strategy.** WLR proposes to support a training for local lawyers on targeted impact litigation in Benin as a part of an integrated strategy to promote women's legal rights by

having discriminatory laws struck down as unconstitutional. “Impact litigation” describes lawsuits that have a broader effect than simply resolving a dispute between the parties to any one case. In protecting one individual’s rights, a court decision which must be followed by lower courts can also assert and protect the rights and interests of groups or classes of similarly-situated people. A single case, especially when decided by a high court or involving constitutional interpretation, can shape law and society for generations. The court system in Benin, while complex, allows virtually direct access to its Constitutional Court. Using impact litigation is a sophisticated legal strategy that women’s rights advocates can use to bring cases to court that will have far-reaching influence. We also propose to respond to requests from the justice sector to train paralegals on the Family Code’s requirements.

**Key activities.** Key activities to support the justice sector are a training for local lawyers on impact litigation and, given an expansive definition of “justice sector,” a training for *chefs d’arrondissements* (administrative officials who oversee and register marriages and divorces), and a training on the Family Code and women’s rights for paralegals.

**Resources.** NGO partners AFJB, WiLDAF, and DHPD; interested local lawyers; impact litigation specialists/trainers (preferably Africans or having considerable African experience and knowledge of Francophone African legal systems); and WLR Benin-produced paralegal manuals. The WLR Benin coordinator will oversee this component with oversight and technical support from the legal specialist.

**Benchmarks for 2005-2006.** Benchmarks under this component will include:

- A two-day training conducted for local lawyers by an expert to teach them about impact litigation as a strategy to promote women’s legal rights, and to help them develop such a strategy; research and identification to take place January-March, training development April and May 2006, training to be held in June, and facilitation of a strategy will take place July and August 2006.
- A two-day training held for *chefs d’arrondissements* on the requirements of the Family Code and women’s rights in May 2006.
- A three-day training implemented for paralegals to give legal advice to the local population in February 2006.

**Sustainability strategies.** Training paralegals will impact not only individuals who come to them for advice, but will result in continuing pressure on the justice sector to implement the Family Code and other laws protecting women. Also, if local lawyers, after the WLR-supported training, decide to go forward with an impact litigation strategy, it could lead to the interpretation of laws based on constitutional equality of the sexes, and give substance and meaning to the constitutional guarantee of equality between women and men in Benin for the foreseeable future. In this case, future WLR Benin activities for this component might include a publication of the content of the training, how the local lawyers proceeded to bring a case, their impact litigation strategy and how it was developed, what the results were, and lessons learned. This publication could be distributed to interested parties throughout Francophone Africa, providing a regional benefit from WLR Benin’s support.

#### D. Component Four: Legislative Reform

**Overview and strategy.** Customary law and most current civil laws and regulations in Benin predate the current constitution, and blatantly discriminate against women. While the government has indicated a willingness to reform the law, it has been exceedingly slow to do so; the Family Code took 10 years to pass in a constitutional form. In 2005, WLR Benin held a sexual harassment legislation development workshop, to facilitate the drafting of a law against sexual harassment. We plan to build on this workshop in the upcoming year.

**Key activities.** Key activities to support legislative reform are trainings and the development of materials on sexual harassment, and specifically on the new sexual harassment legislation, should it be introduced and/or passed by the National Assembly. The coordinator will oversee this activity.

**Resources.** NGO partners CBDIBA, DHPD and WiLDAF; participants from the WLR Benin-sponsored sexual harassment legislation development workshop; USAID/Benin staff (Bernice Noudegbessi, members of the Basic Education team); public awareness materials on sexual harassment (to be developed); local language translators; probably *Ruisseaux d'Afrique* (publishing firm that produced our booklets and manuals on the Family Code). The WLR Benin coordinator will manage this activity with oversight and technical support from the legal specialist.

**Benchmarks for 2005-2006.** Benchmarks under this component will include:

- In partnership with local experts and NGOs, develop simplified language materials on sexual harassment (and possibly the draft anti-sexual harassment law) in at least two local languages and French in January and February 2006, and disseminate them widely via existing networks across sectors throughout the year.
- Help the drafters with a strategy in January 2006 to introduce and pass anti-sexual harassment legislation sometime after the March 2006 elections.

**Sustainability strategies.** The passage of a law prohibiting sexual harassment would presumably last far into the future and beyond the life of this project. Future activities would include the development and implementation of a plan to share the Benin legislation against sexual harassment with other Francophone civil law countries in the region, and continuing our advocacy and education campaign on the issue.

## SECTION III

### Program Management

#### A. Staff and Management

The Benin WLR teams are in daily email contact, with regularly-scheduled teleconferences once a week. The WLR Benin coordinator and office manager are responsible for the day-to-day management of the program on the ground. WLR has the utmost confidence in the abilities and expertise of the local coordinator and office manager. Benin WLR team members from the Washington office travel to Benin occasionally to check the status of the project, provide technical assistance, do team-building, and help with program activities as needed. The next trip to Benin is tentatively scheduled for December 2005.

#### B. Performance Management Plan

The WLR team prepares quarterly reports, trip reports, and annual reports on best practices, lessons learned, and success stories. WLR's performance management strategy includes the collection of specific statistics and data, and effectiveness measures designed with input from local civil society organizations, and other interested and involved local partners, as well as the use of pre-and post-tests during training programs, follow-up questionnaires, and the inclusion of monitoring and evaluation (M&E) requirements in agreements, i.e., contracts and memoranda of understanding, with partner organizations and institutions. The table below details action plan activities, relevant EGAT/WID SO 3 Intermediated Results (IRs), the applicable indicators, and expected results.

#### Component One: Public Awareness

Activity	Relevant IRs	Indicators	Expected Results
Distribute film on the Benin Family Code, and develop and distribute simplified language summaries of the Family Code, and enter into agreements with other groups to reprint materials previously developed by WLR	IR 1. Improved Legislation to Protect Women's Rights	IR 1: Indicator 2 -- Number of legislative actions taken to embody women's rights in law	Film, booklets, brochures, posters, radio spots and other materials will educate and inform the public in language people can understand on their rights and responsibilities. This will ensure that the public can exercise their rights and obligations under the new Family Code. Women in particular will have the information necessary to seek legal help to protect themselves, their children, their homes, and their property. CSOs/NGOs can use this information to advocate with the justice sector, the National Assembly, and government ministries for the full protection and implementation of the law, ensuring the protection of women's legal rights.
	IR 2: Enhanced Justice Sector Capacity to Interpret and Enforce Women's Legal Rights	IR 2: Indicators 1, 5 -- Percent of violations of women's legal rights reported to law enforcement or prosecutors, that are presented in court; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights	
	IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 3: Indicator 4 -- Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy	
	IR 4. Increased Public Awareness of Women's Legal Rights	IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of	

Activity	Relevant IRs	Indicators	Expected Results
Develop and distribute printed material on sexual harassment, in French and local languages	<p>IR 1. Improved Legislation to Protect Women's Rights</p> <p>IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Women's Legal Rights</p> <p>IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights</p> <p>IR 4. Increased Public Awareness of Women's Legal Rights</p>	<p>publications or campaigns developed to educate women and the general public on women's legal rights</p> <p>IR 1: Indicators 1, 2, 3 -- Number of changes to national legislation to comply with international human rights standards and commitments; Number of legislative actions taken to embody women's rights in law ; Number of lower court, magistrate, or judicial decisions that cite international human rights law</p> <p>IR 2: Indicators 1, 3, 5 -- Percent of violations of women's legal rights reported to law enforcement or prosecutors, that are presented in court; Number of lower court, magistrate, or judicial decisions that cite international human rights law; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights</p> <p>IR 3: Indicator 4 – Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy</p> <p>IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights</p>	<p>Sexual harassment information, distributed through brochures and other materials, will educate and inform the public in local languages that people can understand on how sexual harassment is discrimination against women. This will create a sense of entitlement among women that they have rights, and a public awareness that women have and can exercise their rights. Women in particular will have the information necessary to seek legal help to protect themselves. CSOs/NGOs can use this information to advocate with the justice sector, the National Assembly, and government ministries for the full protection and implementation of the (now draft) anti-harassment law, increasing their understanding of women's legal rights, and promoting a more democratic and fair society.</p>
Training community and religious leaders on the Family Code and sexual harassment to support their public education and advocacy efforts	<p>IR 1. Improved Legislation to Protect Women's Rights</p> <p>IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Women's Legal Rights</p>	<p>IR 1: Indicators 1, 2, 3 – Number of changes to national legislation to comply with international human rights standards and commitments; Number of legislative actions taken to embody women's rights in law; Number of lower court, magistrate, or judicial decisions that cite international human rights law</p> <p>IR 2: Indicators 1, 4, 5 -- Percent of violations of women's legal rights reported to law enforcement or prosecutors, that are presented in court; : Number</p>	<p>Training people in different organizations and faith-based groups on women's legal rights and the Family Code, and then utilizing these people to promote public awareness about women's rights, will reach many people never targeted before, and will make the concept of women's legal rights practical and useful to ordinary people in their everyday lives. This will encourage women to understand that they have rights, and to use available mechanisms to protect them, and to advocate for themselves. Training people new to the concept of women's legal rights</p>

Activity	Relevant IRs	Indicators	Expected Results
	<p>IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights</p> <p>IR 4. Increased Public Awareness of Women's Legal Rights</p>	<p>of mechanisms available for improving access to legal redress for violations of women's rights; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights</p> <p>IR 3: Indicators 1, 2, 3, 4 – Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance; Number of CSOs with multiple funding sources; Number of CSOs submitting reports to national, regional, and international human rights monitoring bodies Indicator; Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy</p> <p>IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights</p>	<p>will raise not just their awareness as individuals, but also the people, networks, and agencies they work with. This will lead to more different kinds of CSOs, including faith-based groups, to incorporate women's rights into their understanding and organizational missions.</p>
<p>Develop a media strategy to build on previous successes promoting women's rights and the Family Code</p>	<p>IR 4. Increased Public Awareness of Women's Legal Rights</p>	<p>IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights</p>	<p>Using different media to distribute information and materials on women's legal rights in a strategic way will promote public awareness about women's rights, and will reach many people never targeted before,. It will encourage women to understand that they have rights in a practical way, and to use available mechanisms to protect these rights, and to advocate for themselves.</p>
<p>Hold public awareness events, including an International Women's Day event</p>	<p>IR 4. Increased Public Awareness of Women's Legal Rights</p>	<p>IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights</p>	<p>Raising public awareness on women's rights in general should create a sense of entitlement in women to their human rights, which should lead to more advocacy by women and CSOs for better laws, better and fairer enforcement of laws, better treatment by legal institutions, and better outcomes for women. Public awareness tends to nourish itself, and the more awareness there is of women's rights, the more media avenues will</p>

Activity	Relevant IRs	Indicators	Expected Results
			be available to discuss them. This in turn educates more people, leading to more people and organizations advocating for positive social change through publications, media stories, and public awareness campaigns.

### Component Two: Civil Society

Activity	Relevant IRs	Indicators	Expected Results
Workshops and trainings for community leaders, including traditional and religious leaders, teachers, and literacy workers	<p>IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Legislation that Protects Women's Rights</p> <p>IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights</p> <p>IR 4. Increased Public Awareness of Women's Legal Rights</p>	<p>IR 2: Indicator 1 -- Percent of violations of women's legal rights reported to law enforcement or prosecutors, that are presented in court</p> <p>IR 3: Indicators 1, 4 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance; Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy</p> <p>IR 4: Indicator 2 -- Number of publications or campaigns developed to educate women and the general public on women's legal rights</p>	<p>People make decisions in conjunction with others, especially community leaders. Training these leaders on women's legal rights and how they are a positive development for the community will influence key people to whom others go to for advice. Community leaders will see practical benefits in empowering women, and this attitude will reach many people it might not have through other means. This will allow women to work and live in their communities without as much fear and discrimination, and to use available mechanisms to protect and advocate for themselves at the grassroots level. This will lead to more and different kinds of CSOs to incorporate women's rights into their understanding and organizational missions</p>
Capacity-building for partner NGOs	IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 3: Indicator 1 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance	When civil society organizations are trained in legal rights and also how to meet funders' requirements for support, they will be better able to apply and receive financial backing and other support, which will help them accomplish their missions to support women's rights.

## Component Three: Judicial Sector

Activity	Relevant IRs	Indicators	Expected Results
Initial training for <i>chefs d'arrondissements</i>	IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Legislation that Protects Women's Rights	IR 2: Indicators 2, 5 -- Number of legal professionals and justice sector workers trained in women's legal rights and international human rights law; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Legislation that Protects Women's Rights	Well-educated workers in the justice sector, such as officials who preside over registrations of marriage and divorces and division of property, will know enough about the legal requirements of the law to support women seeking to exercise their rights and ensure non-discriminatory enforcement of the law. Better understanding and enforcement of the law will improve legal protection of women's rights, improving their lives and their children's lives, and ultimately the family's and community's lives as well.
Reprinting of manuals on the Family Code for legal professionals and legal aid providers	IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Legislation that Protects Women's Rights	IR 2: Indicators 1, 2, 5 – Percent of violations of women's legal reported to law enforcement or prosecutors, that are presented in court; Number of legal professionals and justice sector workers trained in women's legal rights and international human rights law; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights	Well trained paralegals, legal aid providers, and rights-related CSOs will advocate for the protection of women's rights and the proper enforcement of laws codifying equality. These efforts will empower women to utilize the services and legal processes available to protect themselves and their rights. The likelihood that they will be dealing with women's rights cases will motivate legal workers to use practice manuals that are readily available to them on the subject.
Support research and strategic planning to determine impact litigation strategy	IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Women's Legal Rights  IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 2: Indicators 2 -- Number of legal professionals and justice sector workers trained in women's legal rights and international human rights law  IR 3: Indicator 1 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance	Research on an impact litigation strategy will supply information about knowledgeable people, regional experience, resources, strategy, and planning. With this information, local legal associations and women's groups will have a basis upon which to effectively bring a case. Trained lawyers can then share their information and experience with other legal professionals and women's associations who also want to pursue litigation as a tool to ensure women's legal rights.
Technical support for attorney training on impact litigation	IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 3: Indicator 1 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance	Training will build the capacity of NGOs to use local and national laws, as well as international human rights laws and mechanisms, to advance women's rights in the courts through litigation.

Activity	Relevant IRs	Indicators	Expected Results
Training for paralegals	<p data-bbox="415 243 665 359">IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Women's Legal Rights</p> <p data-bbox="415 877 665 993">IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights</p> <p data-bbox="415 1010 665 1100">IR 4. Increased Public Awareness of Women's Legal Rights</p>	<p data-bbox="703 243 1037 852">IR 2: Indicators 1, 2, 3, 4, 5 -- Percent of violations of women's legal rights reported to law enforcement or prosecutors, that are presented in court; Number of legal professionals and justice sector workers trained in women's legal rights and international human rights law; Number of lower court, magistrate, or judicial decisions that cite international human rights law; Number of mechanisms available for improving access to legal redress for violations of women's rights; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights</p> <p data-bbox="703 877 1037 1014">IR 3: Indicator 4 -- Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy</p> <p data-bbox="703 1039 1037 1226">IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights</p>	<p data-bbox="1058 243 1459 709">Paralegals who know the law will assume and demand that the law is implemented, which will help enforce women's rights. Developing and implementing trainings will build the capacity of NGOs to use local, national, and international human rights laws and mechanisms to advance women's rights in the courts through litigation. Not only will many people learn about the law from the paralegals, but women's organizations and legal professionals will be primary sources of information for newspapers, television and radio news about women's rights.</p>

## Component Four: Legislative Reform

Activity	Relevant IRs	Indicators	Expected Results
Develop simplified language materials on sexual harassment in French and local languages	IR 1. Improved Legislation to Protect Women's Rights  IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 1: Indicators 1, 2, 3 -- Number of changes to national legislation to comply with international human rights standards and commitments; Number of legislative actions taken to embody women's rights in law; Number of lower court, magistrate, or judicial decisions that cite international human rights law  IR 3: Indicator 4 -- Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy	Sexual harassment information, distributed through brochures and other materials, will educate and inform the public in local languages that people can understand on how sexual harassment is discrimination against women. This will create a sense of entitlement among women that they have rights, and a public awareness that women have and can exercise their rights. Women will have the information necessary to seek legal help to protect themselves. CSOs/NGOs can use this information to advocate with the justice sector and the government for the full protection and implementation of the (now draft) anti-harassment law.
Facilitate the development of a strategy to introduce and pass the draft legislation against sexual harassment	IR 1. Improved Legislation to Protect Women's Rights	IR 1: Indicators 1, 2 -- Number of changes to national legislation to comply with international human rights standards and commitments; Number of legislative actions taken to embody women's rights in law;	The process of introducing and adoption of this law will enlighten and inform the community and decision-makers about the negative personal and social costs of sexual harassment, and the need to change it. The law's passage will promote further discussion, education, and debate about women's legal rights, and how sexual harassment is discriminatory and therefore unconstitutional in Benin

The WLR/Benin program also contributes to USAID/Benin's strategic objectives. WLR's activities have strengthened the women's rights aspects of USAID/Benin's existing programs, and built relationships and gender awareness across sectors. The Mission's Gender Committee works to ensure that gender is incorporated in all the Mission's programs. WLR Benin has worked closely with the Benin Mission project development specialist and WID officer, Bernice Noudegbessi, and the Mission's Gender Committee to integrate our program activities into the Mission's portfolio. Although we are primarily identified as working in the democracy and governance (DG) sector, the WLR Benin team has tried to integrate our women's legal rights activities across sectors. For example, the Mission's Basic Education Team strongly supported and had input into the development of a sexual harassment law, because one of the Basic Education Team's goals is to improve the enrollment and retention of girls in school. In Benin, as in many countries, sexual harassment is one reason many girls do not attend school or drop out. We have also discussed activity ideas concerning female genital mutilation with the Health Team.

## Annex A

## Action Plan Timeline

Tasks	Activities	Oct-05	Nov-05	Dec-05	Jan-06	Feb-06	Mar-06	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Respon-sible Parties	
Public Awareness Campaign	Assess where the possibility for impact is greatest and develop media strategy	■	■	■										LS, PC, CSOs	
	Identify NGO or int'l partners who want to reprint our materials for their projects and enter into agreements (MOUs)	■	■	■	■	■	■	■	■	■	■	■	■	LS, PC, CSOs	
	Work with NGO partners and community leaders to hold first public awareness event			■	■									PC, CSOs	
	Work with NGO partners and community leaders to hold second public awareness event						■	■						PC, CSOs	
	Work with NGO partners and community leaders to hold third public awareness event									■	■			PC, CSOs	
	Develop simplified language materials on sexual harassment and distribute				■	■								LS, PC, CSOs	
	Have sexual harassment materials translated into local languages and distribute							■	■	■	■	■	■	LS, PC, CSOs	
	Look for appropriate venues to show or distribute film on WLR Benin	■	■	■	■	■	■	■	■	■	■	■	■	LS, PC, CSOs	
	Prepare and Participate in International Women's Day event(s)						■	■						PC, CSOs	
	Develop inexpensive brochures on different aspects of the Family Code, translate into local languages, and distribute widely						■	■	■	■	■	■	■	■	PC, LS, CSOs
	Develop contacts and relationships with media	■	■	■	■	■	■	■	■	■	■	■	■	■	PC
	Identify and establish	■	■	■	■	■	■	■	■	■	■	■	■	■	PC, LS

Tasks	Activities	Oct-05	Nov-05	Dec-05	Jan-06	Feb-06	Mar-06	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Respon-sible Parties	
	relationships with networks														
<b>Training for Justice Sector Actors</b>	Assist NGO partners with and oversee training for paralegals					■								PC, CSOs	
	Assist NGO partners with and oversee training for chefs d'arrondissements								■					PC, CSO	
	Assist NGO partners with and oversee training for judicial sector workers									■				PC, CSO	
	Reprint Family Code manual for use in trainings						■							PC, OM	
	Research impact litigation in Africa and identify appropriate expert trainer(s)				■	■	■							LS, PC	
	Assist in developing impact litigation training								■	■				LS, PC, CSOs	
	Host impact litigation training										■			PC, CSOs	
<b>Civil Society</b>	Facilitate development of impact litigation strategy										■	■		PC, CSOs	
	Oversee interactive training on the Family Code for primary school teachers		■	■										PC, CSO	
	Oversee interactive training on the Family Code for secondary school teachers		■	■										PC, CSO	
	Oversee interactive training on the Family Code for community coordinators/literacy teachers		■	■										PC, CSO	
	Oversee first training on the Family Code for community leaders			■	■									PC, CSO	
	Oversee second training on the Family Code for community leaders			■	■									PC, CSO	
	Oversee third training on the Family Code for community leaders		■	■										PC, CSO	
	Oversee fourth training on the Family Code for community leaders		■	■										PC, CSO	
	Oversee fifth training on the Family Code for community				■	■	■	■	■						PC, CSO

Tasks	Activities	Oct-05	Nov-05	Dec-05	Jan-06	Feb-06	Mar-06	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Respon-sible Parties
	leaders													
<b>Legislative Reform</b>	Capacity-building with NGO partners					■								PC, CSOs
	Develop public awareness materials on sexual harassment				■									PC, LS, CSOs
	Facilitate the development of a strategy to introduce and pass draft sexual harassment legislation				■									PC, LS, CSOs
<b>Management</b>	Incorporate information on sexual harassment in paralegal and justice sector trainings				■	■	■							PC, CSOs
	Move Office Space	■												PC, OM
	Field Accounting Review												■	Field Accountant Team
	File review by HO and FO										■			
	Administrative Systems Review by PMU						■							PM, OM
	Legal Specialist Trip to Field			■			■				■			LS
	Work planning with FO for Year Five Action Plan										■			Team
	Submit Inventory Reports			■							■			PC, OM
	Field Office Staff Evaluations											■		PC, OM
	Home Office Retreat for Year Five Work planning											■		Team
	Collect M&E data from local partners (quarterly)				■			■			■			■
Prepare quarterly and annual reports	■				■			■					■	LS, PC, OM

**Legend:** COP- Chief of Party; LS - Legal Specialist; PC - Project Coordinator; OM – Office Manager; PM - Project Manager; A - Associate