

LMG/Benin: Program Year 2, Quarter 3 Progress Report April-June, 2014

August 13, 2014

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Leadership, Management and Governance, Benin
Management Sciences for Health
200 Rivers Edge
Medford, MA 02155
Telephone: (617) 250-9500
www.msh.org



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Program Year 2, Quarter III Progress Report
April 1– June 30, 2014



Submitted to USAID/Bénin on July 15, 2014

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Cover Photo:

Health sector partners UNDP, ROBS, ONPB, FNUAP, and AIMS¹ at the opening of the Gender Audit workshop in June 2014.

¹ See acronym list on page 4 for full definitions.

PROJECT ACTIVITY SUMMARY FORM

Project Name: Leadership, Management and Governance for Bénin
Project Objectives: LMG/Bénin has three main objectives: (1) Strengthen governance practices such as advocacy, policy formulation, regulation and information at the highest authorities of the Ministry of Health; (2) Develop leadership, management, and governance practices of health leaders and managers at central and decentralized structures of the Ministry and in the private sector; (3) Strengthen the institutional capacity of a competitively-selected local training institution.
Implementing Partner(s): Management Sciences for Health
Agreement/Contract No: AID-OAA-A-11-00015
Life of Project (start and end dates): October 1, 2012 – September 30, 2015
Reporting Period (start and end dates): April-June 2014
Total Estimated Contract/Agreement Amount: US\$2,425,000
Obligations to Date: \$1,500,000
Project Expenditures through March 2014: \$1,110,170
April-May 2014 Expenses: \$107,707
Accrued Expenditures for Reporting Period: \$135,897
Total Project Expenditures To Date: \$1,353,775
Obligated Funds Remaining: \$146, 225
Estimated Expenditures for Next Reporting Period: \$210,000
Report Submitted by: Gilles Bokpe, Country Program Manager
Report Submission Date: July 15, 2014

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ACRONYMS

AIMS	Appui Institutionnel au Ministère de la Santé
ANV-SSP	Agence Nationale de la Vaccination et des Soins de Santé Primaire
CAME	Centrale d'Achats des Médicaments Essentiels et Consommables Médicaux
DPP	Direction de la Programmation et de la Prospective
DPMED	Direction de la Pharmacie, du Médicament et des Explorations Diagnostiques
DRH	Direction des Ressources Humaines
DSME	Direction de la Santé de la Mère et de l'Enfant
FNAUP	Fonds des Nations Unies pour la Population Représentation au Bénin
IRSP	Institut Régional de Santé Publique
LDP	Leadership Development Program
LDP+	Leadership Development Program Plus
LMG	Leadership, Management and Governance Project
LNCQ	Laboratoire National de Contrôle de Qualité
MOH	Ministry of Health
MSH	Management Sciences for Health
NMCP	National Malaria Control Program
ONPB	Ordre National des Pharmaciens du Bénin
PMP	Performance Monitoring Plan
ROBS	Réseau des ONG Béninoises de Santé
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

USAID and Management Sciences for Health (MSH), in collaboration with other members of the existing leadership, management, and governance consortium in Bénin, have developed the Leadership, Management and Governance Project in Bénin (LMG/Bénin) to build on their common interest in addressing the challenges of leadership, management, and governance. In collaboration with the consortium team, LMG/Bénin focuses on strengthening the capacity of health managers, leaders, and teams to carry out health program stewardship effectively.

LMG/Bénin is working with national health leadership to reinforce technical skills and competencies in health service delivery, combined with leadership and management skills, as well as values and behaviors that demonstrate ethics, compassion, accountability, and transparency in public service. This approach focuses on modeling, training, mentoring, and exposing stakeholders to best practices in stewardship and health leadership. The project is focusing on changes in behavior and mindset, as well as on management, leadership, and governance practices and competencies that are needed to enable the Ministry of Health (MOH) to uproot deep-seated attitudes and reinforce transparent communication in all directions, with an emphasis on working as a team to reform the way the Ministry functions from top to bottom.

The goal of LMG/Bénin is: strengthened leadership, management, and governance capacity at all levels of the health sector, targeting the result of universal and equitable access to a high quality and integrated Essential Health Package, and improved health outcomes. The project will achieve this goal through action-oriented training for health leaders and managers in key health systems strengthening building blocks, and by developing the stewardship capacity of senior leaders through specialized training and mentoring, supported over the long term. LMG/Bénin has three main objectives towards this overall goal:

- **Objective 1:** Strengthen governance practices such as advocacy, policy formulation, regulation, and information at the highest level of the MOH
- **Objective 2:** Develop leadership, management, and governance practices of health leaders and managers at central and decentralized structures of the Ministry and in the private sector
- **Objective 3:** Strengthen institutional capacity of a competitively-selected local training institution.

During this reporting period, LMG/Bénin worked closely with USAID to finalize the Project Year 2 (PY2) workplan, as well as identify and finalize funding for PY3. The project focused primarily on holding the third workshops for both the Leadership Development Program (LDP) and the Leadership Development Program Plus (LDP+) and providing coaching to each of the teams. The LMG/Bénin staff also collaborated closely with project stakeholders to develop the national gender mainstreaming strategy of the Ministry of Health (MOH).

I. PROJECT PERFORMANCE

This report presents the progress of the LMG/Bénin project between April and June 2014. Activity implementation during this period continued under the approved transitional workplan for Project Year 2 (PY2). This scaled-back workplan and corresponding budget were approved by USAID/Bénin on April 9, 2014. During this period, the project staff worked closely with implementing partners and local stakeholders maintain the project's momentum and positive working relationships within the health sector. In May 2014, USAID/Bénin alerted the LMG/Bénin project team that increased funding had become available for PY3, which will allow the project to reincorporate planned activities from the original approved PY2 workplan in PY3.

At the request of USAID/Bénin, the project also determined that it will establish a direct contract with the *Institut Régional de Santé Publique* (IRSP). Due to the changes in the contracting process with the IRSP (from USAID to MSH) and unclear expectations and understandings on the part of the IRSP regarding contract requirements, the subcontract has not yet been signed. These delays have severely impacted the development and launch of the master's curriculum in leadership, management, and governance practices. Nevertheless, LMG/Bénin is communicating closely with the IRSP to clarify the subcontract's requirements and conditions and hopes to have the subcontract signed early in the next quarter.

The LMG/Benin team accomplished the following main activities during this reporting period:

- Facilitated the third LDP+ workshop with the *Direction de la Santé de la Mère et de l'Enfant* (DSME), the *National Malaria Control Program* (NMCP), and the *Agence Nationale de la Vaccination et des Soins de Santé Primaire* (ANV-SSP).
- Provided coaching support to teams from *National Order of Pharmacists Bénin* (ONPB) as part of the Leadership Development Program (LDP).
- Provided technical and financial support to the Ministry of Health (MOH) to develop a National Gender Mainstreaming Strategy.
- Communicated closely with IRSP regarding the finalization of their sub-contract.
- Obtained final approval from USAID/Bénin for the PY2 transitional workplan and budget.

II. PROJECT MANAGEMENT

USAID approved the transitional workplan for March to September 2014 on April 9, 2014. During the quarter, the project continued to participate in weekly coordination meetings at the MOH that were facilitated by the Secretary General. These coordination meetings brought together various health sector project and program coordinators, and more closely tied them to the General Secretariat of the MOH. Thanks to these meetings, participants were able to access equal and regular information on activities being carried out in the health sector. The LMG/ Bénin project used these meetings as an opportunity to engage the Secretary General throughout the quarter on the following topics:

- The LDP+ with the DSME, NCMP, and ANV-SPP, especially in order to ensure leaders from each structure would be available for the third LDP+ workshop
- Coordination of the validation process for the MOH's National Gender Mainstreaming Strategy

Table 1: Management priorities addressed during the reporting period

Management priorities for reporting period	Resources needed (financial, human, supplies)	Comments
Receive approval of the PY2 workplan documents for October 2013 – September 2014	Staff time	The new budget guidelines provided by USAID/Bénin in the last quarter resulted in a reduction in project funding. In response to these constraints, several versions of the limited project workplan and budget for 2013-2014 were submitted to USAID/ Bénin. One of the plans was approved by USAID/Bénin on April 9, 2014. On May 14, 2014, LMG/ Bénin received word from USAID that additional funding for PY3 had become available, thus extending the project's end date, as well as increasing the amount of funding available to complete PY2 activities.
Finalize sub-contract between MSH and the IRSP to launch the planned training curriculum with support from the LMG/Bénin project	Staff time	In September 2013, the LMG/Bénin project proposed that the contract with the IRSP be signed by MSH; however, at that time, USAID/ Bénin decided to proceed with signing the contract directly with the IRSP. In February 2014, USAID/Bénin requested that MSH sign the contract with the IRSP. During this quarter, LMG/Bénin has communicated

		closely with the IRSP to clarify contract requirements and mutual expectations.
Produce all required reports according to the established calendar	Ongoing	
Recruitment of financial and administrative assistant	Ongoing	The recruitment process for this staff was put on hold in response to the reduction of project operating costs imposed by budgetary constraints as mentioned above.

Table 2: Management priorities for next reporting period

Management priorities for next reporting period	Resources needed (financial, human, supplies)	Comments
Continue follow up on approval of PY2 workplan documents for October 2013-2014	Ongoing	LMG/Bénin is reviewing the most recent approved workplan package in light of increased, pending funding. The project will confirm with USAID/Bénin that the current workplan package for PY2 will remain in place or whether a revised workplan is required.
Complete workplan package for PY3	Ongoing	This includes the workplan and all supporting documents for PY3.
Formalize the collaboration mechanism and agreement between LMG/Bénin and the IRSP for activity implementation	Staff time	This includes agreement on office space for the LMG/Bénin Senior Technical Advisor dedicated to supporting the IRSP, as well as cost share requirements.
Develop and validate: <ol style="list-style-type: none"> 1. The MOH's National Gender Mainstreaming Strategy 2. The National Gender Mainstreaming Strategy action plan 3. The National Gender Mainstreaming Strategy monitoring plan 4. The National Gender Mainstreaming Strategy dissemination plan 	Staff time	In early July, LMG/Bénin participated in meetings to finalize of each of the National Gender Mainstreaming Strategy documents with relevant in-country stakeholders. LMG/Bénin will participate in a formal national validation ceremony of the National Gender Mainstreaming Strategy during the next quarter.

Produce all required reports according to the established calendar	Ongoing	This is an ongoing requirement.
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III. PROJECT ACTIVITIES

A. Leadership, Management and Governance Trainings

The third LDP+ workshop was held with the DSME, NCMP, and ANV-SSP from May 27-30, 2014. It focused on aligning, mobilizing, and inspiring, and took place at Bohicon. The workshop brought together 23 participants (eight from the ANV-SPP, seven from the NMCP, seven from the DSME and one from DRH), including 07 women and 16 men. The workshop was facilitated by LMG/Bénin’s principal technical advisor, supported by other LMG/Bénin technical staff.

The LDP+ workshop resulted in a first draft of the LDP+ summary document, which is now available for the DSME, the NMCP, and the ANV-SSP. This document describes the different LDP+ activities and results to date, and takes into account the following:



MOH participants during the third LDP+ workshop in May 2014

- Presentation of the structure and context;
- Summary of the first and second LDP+ workshops;
- Documentation of all activities carried out between workshops.

By the end of the workshop, participants were able to appropriately use tools and techniques for aligning, mobilizing, and inspiring in order to :

- Improve their abilities to work in a team;
- Cope with challenges;
- Achieve measurable results.

During the workshop, participants decided to begin holding rotating technical meetings each month with coaches. Participants also decided to organize monthly meetings on LMG tools for other MOH staff, organize monthly consultations on governance themes with cabinet

members, introduce and orient MOH cabinet members to the LDP+, and implement activities identified and planned during the third and fourth workshops.

The next steps for each MOH structure are planned before the next workshop as follows:

1. Finalize the draft document that summarizes the LDP+ process;
2. Implement and monitor activities planned between the third and fourth workshops;
3. Prepare a fourth LDP+ workshop for September 2014.

These next steps will be monitored by the LMG/Bénin project staff during coaching sessions.

Throughout this quarter, the ONPB have benefitted from coaching sessions, which have been well-documented per the LDP process. The third LDP workshop for the ONPB is scheduled for August 2014.

B. Support for the development of the MOH's National Gender Mainstreaming Strategy

During this quarter, the LMG/Bénin project provided technical support to the MOH for the development of its National Gender Mainstreaming Strategy. The project supported the MOH to conduct and finalize a participatory audit of gender mainstreaming throughout the Ministry.

As a result of the audit, principal investigators were trained to appropriately use data collection methodology and tools. Data collected from the field came from more than 300 employees throughout the health care system, and included information on the following:

- Vision and skills related to gender issues at both the individual and organizational levels;
- Accessibility and availability of methods, procedures, and tools for gender mainstreaming;
- Staff competencies in gender mainstreaming;
- Management of partners and clients.

The five audit workshops brought together 95 participants, including 45 women and 50 men. This allowed investigators to identify strengths, weaknesses, and opportunities within the MOH in terms of the institutionalization of gender mainstreaming, and obtain recommendations for the formulation of the gender mainstreaming strategy and corresponding action plan.

A workshop focused on building the gender mainstreaming capacity of the MOH took place from June 24-27, 2014, and brought together 25 participants (14 women and 11 men). As a result of the workshop, the MOH's gender network was reinstated and its workplan disseminated to all participants. During the workshop, participants reviewed the draft National Gender Mainstreaming Strategy, workplan, monitoring plan and draft dissemination plan for the strategy. By the end of the workshop, participants had developed a deeper understanding of gender issues within the health sector.



Participants from the MOH completing a practical exercise to analyze organizational culture at the gender audit workshop in June 2014.

Throughout the implementation of this activity, LMG/Bénin sought the participation of health sector partners who were also involved in gender mainstreaming efforts. These partners included the *United Nations Population Fund (UNFPA)*, the *United Nations Development Programme (UNPD)*, *Appui Institutionnel au Ministère de la Santé (AIMS)*, and the Swiss Cooperation. The cooperative dynamic of the activity allowed AIMS to co-finance the gender audit workshops. Currently, discussions are underway with AIMS and other partners concerning the co-financing of the validation workshop for the MOH's gender mainstreaming strategy.

C. Improved performance measures for the MOH

In collaboration with the Directorate of Programming and Planning at the MOH, the LMG/Bénin project supported the development of the Performance Monitoring Plans (PMPs) of the DSME, the NMCP, and the ANV-SSP, with the goal of improving the performance measurements within each institution. During the quarter, the project monitored the implementation of the PMPs during coaching sessions. In a workshop from June 24-25, 2014, the LMG/Bénin team assessed the progress each institution had made with their PMPs. As a result of these coaching sessions and the assessment workshop:

- Validated PMP documents for each institution are now available;
- DSME, NMCP, and SNV-SSP staff understand the performance indicators of their respective institution;
- Baseline indicator data are available;
- The difference between the baseline and first quarter data is measured and known by each institution's staff.

The LMG/Bénin project also contributed to the Joint Annual Sector Performance Review, as well as other MOH projects. The review took place from April 29-30, 2014, where the 2013 performance analysis document and health sector priorities for 2015 were shared with participants.

The LMG/Bénin project also supported the DSME, NMCP, and ANV-SPP to review their results from 2013 by examining monitoring indicators and performance criteria for health facilities. As a result of this review process, each structure was able to identify and disseminate a harmonized definition and method for data collection for each of the monitored interventions, as well as disseminate a mechanism for evaluating health facility performance. At the NMCP, monitored interventions include malaria prevention at the community level, malaria prevention at health centers, and malaria case management. The DSME developed a harmonized definition and method for data collection for the following monitored interventions: cesarean births, breastfeeding, antenatal care, child delivery, and the prevention of mother to child transmission (HIV). Within the ANV-SSP, LMG/Bénin helped examine monitoring indicators pertaining to immunization.

LMG/Bénin's efforts also contributed to the adaptation of international accreditation criteria to the context of public and private health facilities in Bénin. These criteria were the result of a DSME reflection workshop, where an accreditation body was put into place, and contribute to the overall improved performance of the DSME.

D. Technical Assistance Planning

The LMG/Bénin project held several working sessions with the Director of the IRSP and the Research Project Coordinator, in order to move forward with the short leadership, management, and governance (L+M+G) courses and begin the process of implementing the Master's program in L+M+G, per the LMG/Bénin workplan. The major results of these discussions have been the following:

- Agreement on the revised budget for the IRSP subcontract;
- Finalized terms of reference for the IRSP subcontract;
- A timeline for activities;
- Progress towards signing the sub-contract with MSH's home office.

The planned activities for the next quarter are:

Objective 1: Strengthen governance practices such as advocacy, policy formulation, regulation, and information at the highest level of the MOH

- Support the *Direction de la Programmation et de la Prospective* (DPP) to develop the National Gender Mainstreaming Strategy;
- Organize the fourth LDP+ workshop for the DSME, NMCP, and ANV-SPP;
- Provide technical support to the *Direction de la Pharmacie, du Médicament et des Explorations Diagnostiques* (DPMED) to develop a common vision for anti-malarial medication management for the NMCP, the *Laboratoire National de Contrôle de Qualité* (LNCQ) and the *Centrale d'Achats des Médicaments Essentiels et Consommables Médicaux* (CAME);
- Develop business email addresses and weekly informative emails within the MOH, in collaboration with the Department of Information Technology and Archives.

Objective 2: Develop leadership, management, and governance practices of health leaders and managers at central and decentralized structures of the Ministry and in the private sector

- Organize the third LDP workshop for the ONPB.

Objective 3: Institutional capacity of competitively-selected local training institution strengthened

- Train the IRSP team on leadership management and governance;
- Develop training modules for the short L+M+G courses and the Masters in L+M+G program.

IV. QUARTERLY TRAVEL PLAN: JULY – SEPTEMBER 2014

Traveler	Itinerary	Dates	Purpose
Natacha D’Almeida	Bénin – South Africa - Bénin	June 27 – July 6, 2014	InsideNGO training on USAID Rules and Regulations

ANNEX I: LMG/BENIN SUCCESS STORY

SUCCESS STORY

Integrating Benin's Gender Policy in the Ministry of Health

Strengthening the effectiveness of the Ministry of Health's gender mainstreaming strategy by promoting local ownership



Participants in a focus group of public health actors from across Benin share their observations regarding the MOH's progress towards promoting gender equality.

Photo: Management Sciences for Health

Benin's national gender policy and implementation framework have not yet been fully integrated into the Ministry of Health (MOH). Progress cannot be made toward achieving Benin's national health priorities until there is a way to address the visible gaps that have a negative impact on women's and girl's health.

To integrate the gender policy within the health sector, the USAID-funded LMG/Benin project is developing a Gender Integration Strategy for the MOH, launched through a participatory audit that included a self-assessment of MOH practices around institutionalization of gender integration. The audit examined feedback from four focus groups of public health actors across Benin who spoke freely about the MOH's progress towards promoting gender equality.

Participants identified disparities among men and women at various levels, noting that, "At the central Ministry level, only two out of ten central technical managers are women, and... none of the six department directors are women. At the peripheral level, higher-level midwives report to... lower-level nurses simply because they are women." The participants provided several reasons for disparities, citing "lack of lobbying and advocacy" for women's participation and a "low allocation of financial resources for mainstreaming gender into policies and programs."

These interviews helped to inform the development of an effective strategy for integrating gender in the MOH. By involving health professionals at all levels in this process, the project guaranteed local buy-in and ownership, strengthening the quality and effectiveness of approaches proposed in the gender mainstreaming strategy.

The Gender Integration Strategy identifies three priorities: reinforce gender institutionalization in MOH programs; develop an improved coordination system and information on gender approaches; and integrate gender in the provision of health services. The strategy is being validated by partners and national level stakeholders and will go into effect in late August 2014.