

## Benin

**The Development Challenge:** Benin is at a critical point in its efforts to build a pluralist democracy after abandoning a Marxist-Leninist military regime 14 years ago. On one level, perspectives are positive. Healthy GDP growth rates are expected to continue. The International Monetary Fund (IMF) figures show GDP growth at 5% or better for 2000-2003. The projection for 2004 is 6.5%. Benin continues to enjoy a reputation as a democratic model for the region. Municipal elections in December 2002 marked a critical step in decentralizing government and giving the Beninese people a greater voice in managing their democracy. The country serves as a model for freedom of the press as evidenced by the proliferation of radio stations and newspapers which offer scope for lively public debates on issues ranging from education reform to decentralization to corruption. Notable progress has been achieved in health and education over the last decade. Benin has experienced a reduction in infant mortality from 116 per 1,000 live births in 1996 to 89 in 2001. World Bank figures show that gross enrollment rates for primary school have been steadily rising over the past decade and in 2001 stood at over 98%, significantly higher than the average 78% for Sub-Saharan Africa.

Yet Benin faces formidable challenges. The economy is vulnerable to external economic shocks, primarily due to its continued reliance on cotton as a source of income and foreign exchange. While Benin qualified for the last payout from the IMF Poverty Reduction and Growth Facility, there were notable weaknesses. Fiscal performance was off track. This was attributed to overruns in the election budget and weak customs administration. These two factors brought the fiscal deficit to 0.4% of GDP. Benin's reputation in governance must be balanced against other considerations. Toward the end of FY 2003, speculation in the local and international press was mounting that there may be a serious effort put forward to amend the constitution and remove the existing age limit which bars the current president from standing for re-election. However, this effort is expected to meet with stiff resistance from opposition parties and the independent press. Observers of the local political scene believe that an amendment is not likely to be accepted. Nevertheless, the fact that this amendment is being seriously discussed does confirm a growing awareness of political debate. Corruption is endemic throughout Benin's political system and continues to pose a serious threat to long-term development efforts, despite rhetoric and some steps by the government to combat the problem. The country was recently rocked by revelations that numerous high-ranking officials may be implicated as accomplices in an international car theft operation. The government faces formidable constraints to implementing key pillars in its poverty reduction strategy. Donors have specifically noted constraints in management and implementation capacity. They have also noted that priorities often focus on investments in infrastructure.

The World Bank estimates that Benin's population was about 6.8 million in 2002. Annual population growth is estimated at 2.5%. Per capita income stood at \$380 in 2001. The economy is dependent primarily on agriculture which in 2002 accounted for 35.5% of GDP. The predominant cash crop is cotton which accounted for 76% of exports on average over the period 2000-2002. Services account for about 50% of GDP. This reflects Benin's role as a transit hub for goods destined for Nigeria, Niger, and Burkina Faso. Benin's debt service to GDP ratio is an estimated 2.3% for 2002.

U.S. government interest in Benin lies in continuing to support democracy, economic growth, stability, and security in the region. Benin is a supporter of the United States in the war on terrorism. Trade between Benin and the United States is small but interest in U.S. products is growing. U.S. interest in promoting trade with Benin is tied to increasing trade with Benin's neighbors, particularly Nigeria, Niger, and Burkina Faso. Large amounts of the imports for these countries pass through the port of Cotonou. The U.S. Government works to stimulate American investment in key sectors such as energy, telecommunications, and transportation. Benin is eligible to benefit from the African Growth and Opportunity Act (AGOA) and the U.S. Mission has been working to bring training and technical expertise that would enable Benin to take better advantage of this benefit.

**The USAID Program:** The Program Data Sheets that follow cover the three objectives for which USAID/Benin is requesting FY 2004 and FY 2005 funds. These programs include: 1) improving the quality of education with an emphasis on educating girls; 2) improving family health by preventing the

spread of HIV/AIDS, encouraging the use of modern family planning methods, and promoting children's health; and 3) improving government management and participation of community groups in governance issues that touch on education, health, and livelihoods.

**Other Program Elements:** USAID activities financed by Agency bureaus in Washington and under the West Africa Regional Program (WARP) are also underway in Benin. In health, the Bureau for Global Health in partnership with a U.S. university has funded an experimental program in natural family planning in selected public and private health clinics. This year a new Child Survival and Health activity funded by the same Bureau has started up in Borgou-Alibori, a focus region for the Mission's health activities under its bilateral program. The HIV/AIDS bilateral program in Benin is complemented by the WARP health and HIV/AIDS regional activities, as well as the "Corridor Project," a program linking five countries on the transport corridor connecting Abidjan to Lagos. Benin benefits from P.L. 480 Title II food resources which go toward improving parents' involvement in managing schools, extending micro-loans to vulnerable groups, especially women, and improving the health of women and children. This year Benin was selected as one of four focus countries for an activity funded by the Office of Women in Development. The Women's Legal Rights initiative is aimed at improving the status of women.

**Child Trafficking:** A child trafficking activity is now being implemented to do the following: (1) provide institutional and operational support to the Ministry of Family, Social Protection and Solidarity; (2) assist local civil society organizations in the development and implementation of income generating and literacy programs in target rural areas; and (3) provide alternatives to Beninese young women and children who are vulnerable to traffickers working for cocoa plantations in Ghana and Cote d'Ivoire.

**Trade Promotion:** USAID's West Africa Regional Program (WARP) based in Ghana provided support with the launching of the West African Gas Pipeline which will run from Lagos, Nigeria to Abidjan, Cote d'Ivoire. The pipeline will also provide access to Benin, Togo, and Ghana. WARP also provided support with the conduction of AGOA trade seminars in Benin at the request of the Embassy.

**Other Donors:** The principal multilateral donors in Benin are: World Bank (macro-economic planning and policy, budget support, environment, education, rural development, private sector small/medium enterprise, urban management, and health); European Union (macro-economic planning and policy, budget support, decentralization, rural development, roads, health); African Development Bank (environment and natural resource management, roads, and education); West African Development Bank (agriculture, industry, roads, port rehabilitation, telecommunications, urban sanitation); and International Monetary Fund (macro-economic reform, structural adjustment).

The principal bilateral donors are: China (textiles, roads, agriculture, energy); Denmark (water, rural development, roads, elections); France (justice and rule of law, environment and natural resource management, education, agriculture, community development, roads, urban management, water); Germany, (decentralization, environment and NRM, water, agriculture, rural/community development, health); United States, (health, primary education, governance, decentralization, micro-credit, micro-enterprise); Switzerland, (micro-finance, rural development, decentralization, micro-enterprise, health); and the Netherlands (community development, environment, social development, poverty reduction).

## Data Sheet

<b>USAID Mission:</b>	Benin
<b>Program Title:</b>	Reforming Primary Education In Benin
<b>Pillar:</b>	Economic Growth, Agriculture and Trade
<b>Strategic Objective:</b>	680-001
<b>Proposed FY 2004 Obligation:</b>	\$6,680,000 DA
<b>Prior Year Unobligated:</b>	\$7,000 DA
<b>Proposed FY 2005 Obligation:</b>	\$5,977,000 DA
<b>Year of Initial Obligation:</b>	FY 1996
<b>Year of Final Obligation:</b>	2005

**Summary:** USAID's basic education Strategic Objective emphasizes improving the quality of basic education and ensuring that more children, particularly girls, have access to primary education in Benin. The program pursues the following results: improving the quality of teaching and learning; increasing girls' enrollment in and completion of primary school; improving the involvement of communities in the management of the education sector; and improving planning and management skills of staff within the Ministry of Primary and Secondary Education.

### Inputs, Outputs, Activities:

#### FY 2004 Program:

Improve the Quality of Teaching and Learning in Primary School Classrooms (\$3,050,000 DA). With USAID support, the Ministry of Primary and Secondary Education will continue its program of introducing the new curriculum in primary school classrooms throughout the country. Thus far, the new curriculum has been introduced to grades one to four. In 2004 it will be introduced to grade five. A total of 100,000 math textbooks, 100,000 French textbooks, and 60,000 teacher guides will be printed and distributed. About 12,000 teachers and school directors will be trained to use the new teaching strategies, 6,000 of them with funding received through the African Education Initiative (AEI). Principal contractors and grantees: Creative Associates (prime) and CARE International (sub).

Provide In-service Teacher Training (\$1,100,000 DA). Training provided to primary school inspectors and directors will enable them to better train and supervise teachers in the use of the new curriculum. They will receive training on techniques to encourage girls' participation and performance in the classroom, ethics, and HIV/AIDS. This assistance will cover 36 school districts and 5,500 teachers and directors. With AEI funds, about 9,000 teachers and school directors will receive in-service training on techniques to improve students reading skills. Principal grantee: International Foundation for Education and Self-Help (IFESH).

Increase Girls' Access to Primary School (\$1,200,000 DA). Activities that will be supported include: raising communities' awareness on sending and keeping girls in school and supporting peer tutoring and group work to improve performance in classroom. Principal contractors and grantees: Creative Associates, Care International and World Learning.

Involve Communities in the Management of the Education System (\$1,030,000 DA). Members of parents' associations will receive training on skills such as accounting, project identification, design, and implementation. Parents will receive training to increase their advocacy skills and their ability to work with local decentralized governments in education. On a pilot basis, mothers will benefit from specific assistance to encourage their participation in school management. This is intended to reinforce efforts to promote girls' schooling. Newly elected local government representatives will receive skills training for the design and implementation of development plans and in financial management. Principal grantees: World Education and Research Triangle Institute.

P.L. 480 Title II resources will be used to assist communities in northern Benin to establish and operate school canteens. Principal grantee: Catholic Relief Services.

Improve Planning and Management Capacities within the Ministry of Primary and Secondary Education (\$300,000 DA). USAID will continue to support the development of a ten-year plan that will ensure the supply of education services to all Beninese school-aged children by 2015. USAID will continue assistance to further improve skills in planning and resource management for staff of the Ministry of Primary and Secondary Education. Principal contractors: Creative Associates (prime) and EMI Systems (sub).

**FY 2005 Program:**

Improve the Quality of Teaching and Learning in Primary School Classrooms (\$3,277,000 DA). The new curriculum will be introduced to the sixth grade. This will mark the completion of the extension of the new curriculum to all the grades in primary school. About 12,500 teachers and school directors will be trained on use of new teaching materials, 5,500 of them with AEI funds. Sixth grade teachers will be trained on the use of textbooks and teaching materials. Teachers will also be re-trained with focus on reading techniques. Textbooks for sixth grade will be printed and distributed. A total of 100,000 math textbooks, 100,000 French textbooks, and 60,000 teacher guides will be printed and distributed to teach sixth grade. Up to 9,000 teachers are expected to be trained. Same implementer as FY 2004.

Provide In-service Teacher Training (\$800,000 DA). Activities will be a continuation of those conducted in 2004. With AEI funds, about 9,500 teachers and school directors will also be retrained with focus on reading techniques. Same implementer as FY 2004.

Increase Girls' Access to Primary School (\$600,000 DA). Activities will be a continuation of those conducted in 2004. Same implementers as FY 2004.

Involve Communities in the Management of the Education System (\$1,000,000 DA). Activities will be a continuation of those conducted in 2004. The program will expand to cover more parents and communities. Same implementers as FY 2004.

P.L. 480 Title II resources will be used to assist communities in northern Benin to establish and operate school canteens. Same implementer as FY 2004.

Improve Planning and Management Capacities within the Ministry of Primary and Secondary Education (\$300,000 DA). Activities will be a continuation of those conducted in 2004. Same implementer as FY 2004.

**Performance and Results:** As in previous years, Benin continues to make progress in improving access of Beninese children to primary school. Gross enrollment rate has increased from lows of 60% in the early 1990s to 93% in 2002 and 98% in 2003. Targets for enrollment have been met. Girls' access to primary education has progressed from 40% in 1991 to its present day rate of 81% in 2003. Important milestones for introducing the curriculum through each successive year of the primary school system have been met. These include targets for teacher training as well as printing and distribution of textbooks. Parents' participation in school management is growing. About 1,200 parents' associations have received training that will contribute to a quality education system in Benin.

The Government of Benin (GOB) is well on its way to successfully undertaking a massive systemic reform of the primary school system with USAID assistance. However, this achievement is tempered by the fact that frequent teacher strikes during the past years have severely hampered classroom learning. The GOB's slowness in responding to teacher demands is further fueling discontent. A recent comprehensive evaluation of the education reform program showed that not only are teacher strikes affecting learning, but also that many teachers have not fully mastered the skills needed to teach the new curriculum. USAID is now consulting closely with its partners on ways to address these findings.

Expected principal outcomes at the end of this program: 1) the access of children, particularly girls, to primary education will increase; 2) the new curriculum will be in place in all six primary school grades throughout the country; 3) the gross enrollment rate will be nearly universal, and the enrollment gap between girls and boys will diminish significantly.

## Data Sheet

<b>USAID Mission:</b>	Benin
<b>Program Title:</b>	Benin Integrated Family Health
<b>Pillar:</b>	Global Health
<b>Strategic Objective:</b>	680-002
<b>Proposed FY 2004 Obligation:</b>	\$7,550,000 CSH
<b>Prior Year Unobligated:</b>	\$0
<b>Proposed FY 2005 Obligation:</b>	\$7,910,000 CSH
<b>Year of Initial Obligation:</b>	FY 1997
<b>Year of Final Obligation:</b>	FY 2005

**Summary:** The goal of USAID's Integrated Family Health Strategic Objective is to increase the use of family health services and prevention measures within a supportive policy environment. National interventions focus on improving health policies. Regionally, activities focus on implementing nationally adopted programs and policies, such as family health standards of care, integrated management of childhood illnesses (IMCI), and emergency obstetrical and neonatal care. USAID also works with the Ministry of Health to effectively implement decentralization for the health sector.

### Inputs, Outputs, Activities:

#### FY 2004 Program:

Child Survival and Maternal Health (\$1,350,000 CSH). Healthcare providers will continue to receive training in the integrated management of childhood illnesses, emergency obstetrics and neonatal care and in the use of family health standards of care. Social marketing campaigns to promote use of oral rehydration salts and insecticide-treated mosquito nets will also continue. Newly elected local officials will receive skills training to enable them to more adequately address child survival and maternal health in local development plans. Principal contractors and grantees: Intrahealth International, Population Services International (PSI), University Research Corporation (URC), Africare, ABT Associates, and Research Triangle Institute (RTI).

Prevention of HIV/AIDS (\$2,000,000 CSH). Support for the HIV prevention program will focus on improving epidemiological surveillance, reinforcing prevention and case management of sexually transmitted infections through training and supervision, and implementing targeted educational programs for vulnerable groups. Local authorities will receive training in skills needed to adequately address HIV/AIDS in plans for local development. Principal grantees: URC, Africare, ABT Associates, and RTI.

Infectious Diseases Control (\$2,000,000 CSH). USAID will continue its support to the Ministry of Health's 2002-2006 strategy that has clearly indicated malaria control as a priority. Health agents will be trained to improve diagnosis and treatment of malaria for children under five and pregnant women. Funds will also underwrite awareness campaigns in communities to increase sales of insecticide-treated mosquito nets. Local officials will be trained to adequately address family health issues in plans for local development. Principal grantees: URC, Africare, ABT Associates, and RTI.

Family Planning/Reproductive Health (\$2,200,000 CSH). Health workers will receive training in diagnostic and counseling skills and supervision techniques as well as skills to apply recently developed family health standards of care. Support for the national marketing of contraceptives will continue. Local officials will be trained to address family health issues in plans for local development. Principal grantees: Intrahealth, PSI, URC, JHPIEGO Corporation, ABT Associates, and RTI.

#### FY 2005 Program:

Child Survival and Maternal Health (\$2,210,000 CSH). Training will continue to provide health care workers with skills in managing childhood illnesses, emergency obstetrics and neonatal care, and

applying family health standards of care. Training of local officials will continue. Social marketing activities to promote use of oral rehydration salts and mosquito nets will continue. Principal contractors and grantees: Intrahealth International, Population Services International (PSI), University Research Corporation (URC), Africare, ABT Associates, Research Triangle Institute (RTI), and others to be determined.

Prevention of HIV/AIDS (\$2,000,000 CSH). Training will continue to support the national HIV prevention program, improving epidemiological surveillance, and reinforcing prevention and case management of sexually transmitted infections. Targeted educational programs for vulnerable groups will continue. Principal contractors and grantees: Africare, PSI, URC, ABT Associates, RTI, and others to be determined.

Infectious Diseases Control (\$1,500,000 CSH). USAID will continue working with the Ministry of Health in rolling out its malaria control strategy nationwide. Principal contractors and grantees: URC, Africare, ABT Associates, RTI, and others to be determined.

Family Planning/Reproductive Health (\$2,200,000 CSH). USAID funds training of health workers in applying family health standards of care. USAID will fund awareness campaigns to support the promotion of contraceptive use nationwide. Principal contractors and grantees: Intrahealth, PSI, URC, JHPIEGO Corporation, ABT Associates, RTI, and others to be determined.

All family planning assistance agreements will incorporate clauses that implement the President's directive restoring the Mexico City Policy.

**Performance and Results:** Family health in Benin has continued to improve over the course of the USAID program, as targets have generally been met or exceeded. Couple Years of Protection, a composite indicator which measures coverage from sales of all modern contraceptive methods, has more than doubled over the past three years.

Principal outcomes expected at the end of this program are: 1) targets for use of contraceptive methods will be met, especially in the Borgou-Alibori; 2) targets for maternal and child health will be met (treatment of diarrhea, malaria, and exclusive breastfeeding) especially in the Borgou Alibori; and 3) targets for safer sexual practices within target groups will be met.

## Data Sheet

<b>USAID Mission:</b>	Benin
<b>Program Title:</b>	Governance Program
<b>Pillar:</b>	Democracy, Conflict and Humanitarian Assistance
<b>Strategic Objective:</b>	680-003
<b>Proposed FY 2004 Obligation:</b>	\$750,000 DA
<b>Prior Year Unobligated:</b>	\$0
<b>Proposed FY 2005 Obligation:</b>	\$1,100,000 DA
<b>Year of Initial Obligation:</b>	FY 1996
<b>Year of Final Obligation:</b>	2005

**Summary:** USAID/Benin promotes better governance in social and productive sectors by providing training and technical assistance to members of local governments, non-governmental organizations (NGOs), and community groups. USAID interventions in this sector include 1) supporting decentralization and devolution of authority to local communities; 2) strengthening the fight against corruption and child trafficking; and 3) improving the productivity of small farmers and producers in targeted areas of Benin, and reinforcing the capacities of local microfinance institutions.

### Inputs, Outputs, Activities:

#### FY 2004 Program:

Increase Participation and Management Capacities of Local Governments and Civil Society (\$488,000 DA). Locally elected councils as well as local development groups will receive training and technical assistance to improve participation in decision-making processes and to improve skills in budget planning and management. Local NGOs in four regions of Benin will receive grants enabling them to work closely with communities to exercise greater influence over the delivery of health and education services. These NGOs, in partnership with local governments, will organize awareness campaigns aimed at encouraging citizens to participate more actively in local development projects. USAID will also continue to support activities that promote greater participation of Beninese women in decision-making. Principal grantee: Research Triangle Institute.

Enhance the Fight against Corruption and Trafficking in Persons (\$75,000 DA). Auditors working for Supreme Audit Institutions will receive training in specialized audit processes and English language so they can better monitor public accounts. They will also audit USAID-funded projects. Activities aimed at curbing child trafficking in Benin are an additional aspect of anti-corruption activities. USAID will collaborate with the Ministry of Family Affairs, Social Welfare and Solidarity to return children to their families. NGO awareness raising activities will include campaigns to curb child trafficking in Benin. Local NGOs will receive grants to work on anti-corruption campaigns aimed at raising awareness of the negative effects of corruption on the nation's economy and encouraging citizens to denounce corrupt behavior. Principal contractors, grantees or agencies: Office of the Inspector General of Finance and the Chamber of Accounts of the Supreme Court, Ministry of Family Affairs, Social Welfare and Solidarity, and local NGOs to be determined.

Increase Productivity of Small-scale Farmers and Traders (\$187,000 DA). USAID will fund study tours for staff members of the Government of Benin's (GOB's) microfinance unit to learn about experiences within the microfinance sector in other countries. The experiences of other countries will be useful in crafting regulations and policies that govern the microfinance sector in Benin. In addition, approximately nine local institutions, including a consortium that services microfinance institutions, will receive technical assistance aimed at improving client services and broadening their client base. The consortium and targeted institutions have an estimated client base of more than 100,000 small-scale traders. USAID will also provide technical assistance for the production and use of farming and food processing equipment to improve production of many small-scale farmers. USAID will support involvement of local farmers in the



cultivation of sunflowers. This supports the GOB's efforts to diversify agricultural production away from dependence on cotton. Principal grantees: Enterprise Works Worldwide and Care International.

P.L. 480 Title II Assistance. Proceeds from sales of commodities and private funds will be used to assist communities in northern Benin to operate school canteens, improve nutrition, and provide loans for clients of village banks. This program serves approximately 17,000 beneficiaries. Principal contractors and grantees: Catholic Relief Services.

**FY 2005 Program:**

Increase Participation and Management Capacities of Local Governments and Civil Society (\$243,000 DA). Members of locally elected councils and local development groups will receive training to develop planning and decision-making skills. Staff of local NGOs in four regions of Benin will receive training to enhance their advocacy skills so that they will have more influence on the delivery of health and education services in communities. Funding will continue for activities to encourage Beninese women to participate in decision-making within their localities. Same implementer as FY 2004.

Enhance the Fight against Corruption: (\$400,000 DA). Funds are to be used to continue activities from FY 2004 to provide training to public auditors from Supreme Audit Institutions. Local NGOs will receive grants to conduct civic education campaigns and other activities aimed at curbing corruption. Principal contractors, grantees or agencies: Office of the Inspector General of Finance and the Chamber of Accounts of the Supreme Court and other local NGOs to be determined.

Increase Productivity of Small-scale Farmers and Traders: (\$457,000 DA). USAID plans to provide more technical assistance to local farmers for the production and use of farming and food processing equipment to improve production. Funds will be used to promote public-private alliances between large-scale transformation businesses and small-scale farmers. The Mission plans to support producers' organizations to increase their productivity. Local farmers' associations will receive computer equipment and training to enable them to conduct research on methods of food production. Same implementers as FY 2004.

P.L. 480 Title II Assistance. Members of communities in northern Benin will receive skills training and commodities enabling them to operate school canteens and improve nutrition. Clients in disadvantaged areas will receive micro-loans through the village banking program. Same implementer as FY 2004.

**Performance and Results:** USAID has met or exceeded program targets over the past seven years. Government auditors who received training have met targets for numbers of public accounts audited. This part of the USAID program has made a significant contribution toward fostering a climate of increased transparency and accountability. Partners' campaigns against corruption have also had an effect. The mounting number of reports in the press and other media on cases of corruption is an indication of increasing public interest. The decentralization process took an important step forward when municipal elections finally took place in December 2002 after a long period of delays. USAID supported a radio program on decentralization issues which generated a wide response among listeners who gained better understanding of the expectations for local governance.

Principal outcomes expected at the end of this program are: 1) civil society organizations form a critical mass within their communities and advocate for accountable and transparent management of local development programs; 2) public officials increasingly follow through on formulating and implementing measures aimed at reducing corruption and child trafficking; and 3) small-scale farmers and traders have access to tools, technologies and information that enables them to be more productive.

**Benin**  
**PROGRAM SUMMARY**

(in thousands of dollars)

Accounts	FY 2002 Actual	FY 2003 Actual	FY 2004 Current	FY 2005 Request
Child Survival and Health Programs Fund	7,743	6,638	7,550	7,910
Development Assistance	8,982	9,403	7,430	7,077
Economic Support Fund	350	250	0	0
PL 480 Title II	4,015	4,292	3,308	4,332
<b>Total Program Funds</b>	<b>21,090</b>	<b>20,583</b>	<b>18,288</b>	<b>19,319</b>

<b>STRATEGIC OBJECTIVE SUMMARY</b>				
680-001 Reforming Primary Education In Benin				
DA	7,500	7,480	6,680	5,977
680-002 Benin Integrated Family Health				
CSH	7,743	6,638	7,550	7,910
680-003 Governance Program				
DA	1,482	1,923	750	1,100
ESF	350	250	0	0

Mission Director,  
Modupe Broderick - Acting