

**Benin: Poverty Reduction Strategy Paper—
Growth Strategy for Poverty Reduction**

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REPUBLIC OF BENIN

**GROWTH STRATEGY
FOR POVERTY
REDUCTION**

April 2007

ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency
AfDF	African Development Fund
ANCB	National Association of Communes of Benin
APRM	African Peer Review Mechanism
ARI	Acute Respiratory Infections
AU	African Union
BCEAO	Central Bank of West African States
BenInfo	Beninese socioeconomic database
BGE	General Government budget
BOA	Bank of Africa
BOT	Built, Operate and Transfer
BRVM	Regional Securities Exchange
BTP	Construction and Public Works
CAA	Autonomous Amortization Fund
CCIB	Chamber of Commerce and Industry of Benin
CCS	Municipal Monitoring Committee
CDS	Departmental Monitoring Committees
CEB	Beninese Electricity Community
CEBENOR	Benin Center for Standardization and Quality Management
CNB	National Budget Committee
CND	National Deconcentration Committee
CNE	National Debt Committee
CNDLP	National Commission for Development and Combating Poverty
CNPB	Beninese Employers Federation
CNS	National Statistics Council
CSA	Arrondissement Health Center
CSC	Municipal Health Center
CWIQ	Core Welfare Indicators Questionnaire
DANIDA	Danish International Development Agency
DAT	Land Management Delegation
DEPOLIPO	Declaration of Population Policy
DEPONAT	Declaration of National Land Management Policy
DOTS	Directly Observed Therapy Short Course
DPP	Planning and Forecasting Directorate
DPS	Strategic Planning Directorate
DSD	Social Dimension of Development
DSO	Operational Strategy Document
ECI	Investment Climate Survey
ECOWAS	Economic Community of West African States
ECVR	Survey of Living Conditions of Rural Households
EDS	Demographic and Health Survey
EFA	Education For All
ELAM	Short Household Survey
EMICoV	Integrated Modular Survey on Household Living Conditions
ENOC	Emergency Neonatal Obstetric Care

FAO	United Nations Food and Agriculture Organization
FDI	Foreign Direct Investment
FECECAM	Federation of Credit Unions and Mutual Farm Credit Organizations
FIAT	Town and Regional Planning Incentive Fund
FRIDC	ECOWAS Regional Investment and Development Fund
GDP	Gross Domestic Product
GER	Gross Enrollment Ratio
HDI	Human Development Indicator
HIPC	Heavily Indebted Poor Countries
HIPC	Heavily Indebted Poor Countries Initiative
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HPI	Human Poverty Index
ICAO	International Civil Aviation Organization
ICMR	Infant/Child Mortality Rate
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IMF	International Monetary Fund
IMR	Infant Mortality Rate
INSAE	National Institute for Statistics and Economic Analysis
IsDB	Islamic Development Bank
ITC	Information and Communications Technologies
MAEP	Ministry of Agriculture, Livestock and Fisheries
MDCTTP	Ministry Responsible for Public Works and Transport
MDEF	Ministry of Development, the Economy, and Finance
MDG	Millennium Development Goals
MEPS	Ministry of Primary and Secondary Education
MMR	Maternal Mortality Rate
MS	Ministry of Health
MSP	Ministry of Public Health
MTEF	Medium-Term Expenditure Framework
NAP	National Action Plan
NEPAD	New Partnership for Africa's Development
NGO	Nongovernmental Organization
NLTPS	National Long-Term Outlook Research
OCS	Social Change Observatory
ODA	Official Development Assistance
PAGEFCOM	Municipal Forest Management and Development Project
PAMF	Project for the Management of the Forest Massifs of Agoua de Mons Kouffè and Wari-Marò
PAP	Priority Action Plan
PBF	Forest Fire Project
PCGPN	National Parks Management and Conservation Project
PDC	Municipal Development Plan
PEV	Expanded Immunization Program
PGDRN	Program for the Sustainable Management of Natural Resources
PGFTR	Forest and Shoreline Property Management Program
PNGE	National Environmental Management Program
PNLS	National Anti-AIDS Program
SCRP	Poverty Reduction and Growth Strategy

ProCGRN	Natural Resources Management and Conservation Project
PPP	Purchasing Power Parity
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PTME	Mother-to-Child Transmission Prevention
PTR	Pupil-Teacher Ratio
RAT	Reform of Territorial Administration
RBM	Results-based management
RESEN	Report on the National Education System
RGPH	General Population and Housing Census
SDA	Strategic Development Approach
SEA	Strategic Environmental Assessment
SME	Small and Medium-Sized Enterprises
SNFAR	National Agricultural and Rural Extension Strategy
SONAPRA	National Agricultural Promotion Company
SP	Social Projection
STI	Sexually Transmitted Infections
TAP	Primary School Completion Rate
TBS	Social Scorecard
TFP	Technical and Financial Partner
UNCTAD	United Nations Conference on Trade and Development
UVS	Village Health Unit
WADB	West African Development Bank
WAEMU	West African Economic and Monetary Union
WPI	Women's Participation Indicator

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EXECUTIVE SUMMARY

Since 1999, Benin has been implementing a national poverty reduction strategy for sustainable human development. After laying out an Interim Poverty Reduction strategy (PRS, 2000), a three-year strategy (2003-2005) was defined and has subsequently been used as a strategic reference framework, for programming and budgeting of the actions of the Government and for guiding dialogue with the Technical and Financial Partners (TFPs). In this first strategy, the Government of Benin judiciously stressed the development of the social sector and improved governance in order to develop human resources and enhance the effectiveness of its actions so as to lay the foundations for sustainable human development. This “Growth Strategy for Poverty Reduction (*Stratégie de Croissance pour la Réduction de la Pauvreté-SCR*)” constitutes a second generation strategy for the three-year period 2007-2009, and is aimed at consolidating the gains of the earlier strategy while emphasizing diversification of the economy and the intensification of growth with a view to stepping up the fight against poverty and speeding Benin’s achievement of the Millennium Development Goals (MDGs).

This new Growth Strategy for Poverty Reduction for Benin is the fruit of a participatory process which, at each stage, closely involved the public administration, economic agents, and civil society. This strategy features a Priority Action Plan (PAP) covering the period 2007-2009, which is built around the strategic pillars and broken down by sector and ministry.

Participatory process

The participatory process which culminated in the preparation of the SCR had several stages, the principal ones being as follows:

- Evaluation of the PRS 2003-2005, which made it possible to draw the main lessons from implementation of PRS 1;
- The national forum on the new Poverty Reduction and Growth Strategy, which brought together all the stakeholders in the process and made it possible to define the guiding principles that steered development of the Strategy;
- Definition of the Strategic Development Orientations (SDOs) 2006-2011, to delineate the broad outlines of the Government’s medium-term development vision of which the SCR is the outgrowth;
- Establishment of ten working groups gathering all the stakeholders, which worked on the major sets of development topics with a view to identifying the major problems, evaluating the policies and programs in place, and proposing revisions for the next three years in order to increase the impact on growth for the sustainable poverty reduction in Benin;
- Organization of pillared workshops on selected topic areas, in particular gender (November 14, 2006), population (November 14, 2006), human rights (November 14 and 15, 2006); the environment (November 5-9, 2006); and HIV/AIDS (February 28-March 2, 2007);
- Conduct of an Integrated Modular Survey on Household Living Conditions (EMICoV), organized in four (4) rounds the first of which was carried out from

August 7 to November 25, 2006, and reached nearly 18,000 households spread throughout the entire national territory. This made it possible to develop the poverty profile and to learn the aspirations of the people at the grass roots level;

- The organization of consultations with various national, departmental, and local structures, which made it possible for all stake holders to assume ownership of the contents of the SCRP.

Gains from implementation of PRS 2003-2005

The implementation of PRS 2003-2005 made it possible to make notable progress not only on the institutional level, but also with the implementation of reforms and with performance in terms of sustainable development. At the institutional level, important advances were made in the generalization of the participatory approach for developing and implementing multisectoral strategies and for the monitoring and evaluation thereof. In particular, PRS 2003-2005 afforded one of the first opportunities to involve civil society and the private sector in the process of drafting a development orientations paper in Benin. This involvement developed gradually and made it possible for the various stakeholders more readily to assume ownership of the strategy. However, the evaluation of PRS 2003-2005 did find that this participation fell short of taking into account the aspirations of all social groups.

With respect to implementation of the reforms, PRS 2003-2005 constituted the primary frame of reference for structuring and coordinating the interventions of the Technical and Financial Partners (TFPs) in support of the Government's programs, channeling them more effectively toward combating poverty. More than any other strategic document, PRS 2003-2005 served as an instrument for dialogue between the Government and donors. It made it possible to develop the practice of joint missions and budgetary support, to adopt two IMF-supported economic and financial programs, and achieve eligibility for the Heavily Indebted Poor Countries (HIPC) Initiative. Finally, PRS 2003-2005 reflected the Government's resolve to develop an operational national strategy in consultation with the Technical and Financial Partners.

Overall, the evaluation of PRS 2003-2005 shows that while many reforms were undertaken, it must be observed that the results fell short of the goals laid out in terms of growth and poverty reduction. Similarly, at the current pace, achievement of the MDGs by 2015 would appear to be in jeopardy.

This relative shortfall is explained by: (i) insufficient attention devoted to the issues of diversification and growth, in particular the revitalization of the private sector and the development of sectoral and regional growth poles; (ii) underestimation of the role human capital plays in the growth and poverty reduction process; (iii) underestimation of the internal limits of the Public Administration vis-à-vis the changes implied by the principles of performance-based management and good governance; and (iv) the weakness of local government involvement in the development process.

Poverty in Benin

With a view to devising a new and effective poverty reduction strategy, the Government conducted the Integrated Modular Survey of Household Living Conditions (EMICoV). This aim of this survey is to assess the scope of poverty, and to identify its characteristics and

determinants, in order to refine poverty reduction policies in Benin. This quantitative survey was supplemented by a qualitative evaluation of poverty and its determinants based on people's perceptions, on the basis of a series of participatory consultations with households carried out throughout the national territory.

The partial and provisional findings of EMICoV revealed in particular that: (i) the incidence of income poverty¹ in Benin is still high in 2006, and even seems to have increased from the 2002 level (as shown by the CWIQ survey); (ii) poverty in Benin varies considerably by area of residence, with an incidence of 27 percent on average in urban areas as against 40.6 percent in rural areas. However, the analyses would show that nonmonetary poverty² (i.e. nonmonetary material living conditions of the population) appears to have declined slightly in Benin (from 43 percent to 41 percent), in contrast with income poverty, while for their part, Beninese households feel that living is becoming more and more difficult, as shown by the survey results on subjective poverty.³

Main strategic pillars of the SCRP

Analysis of the determinants and evolution of poverty had clearly shown that economic growth is the key factor in poverty reduction. Between 2002 and 2006, economic stagnation appears to have been the main cause behind the deterioration in the incidence of income poverty in Benin. Moreover, national consultation efforts have clearly shown that corruption is a factor that is harmful factor to the business climate, and hence an impediment to investment and diversification, and consequently to growth and poverty reduction.

This explains why, for this new edition of the strategy, the Beninese authorities intend to stress diversification policies in order to accelerate economic growth, promote good governance, and strengthen the social sector in support of poverty reduction efforts and sustainable human development.

Based on the Strategic Development Orientations aimed at making Benin an emerging economy, the SCRP is intended to serve as the framework for the operationalization of the Government's aspirations. It is thus both a "federative" framework aimed at harmoniously bringing together sectoral policies, and an "integrative" framework aimed at enhancing their cohesiveness and complementarity in order to accelerate growth and meet the expectations of the public. Thanks to a detailed PAP that is fully consistent with sectoral program budgets thanks to a strengthened Medium-Term Expenditure Framework (MTEF), the SCRP thus constitutes the programming, budgeting/financing, and monitoring framework for the Government's sectoral programs.

It has been built around five strategic pillars devoted to priority areas of intervention and setting forth the actions and measures to be implemented during the 2007-2009 period.

¹ The rate of income poverty is the proportion of the population living below the income poverty line.

² Nonmonetary poverty is the level of poverty defined on the basis of the material living conditions of the population.

³ Subjective poverty measures the people's perception of their own living conditions.

Pillar 1: Acceleration of growth

The growth rate in recent years has fallen short of the PRS 2003-2005 objectives and is clearly insufficient to give Benin the self-generated resources it needs to support the fight against poverty and achieve the MDGs. These performance shortfalls result mainly from the limited diversification and lack of competitiveness of the economy. This is why the Government is determined to speed up the reforms to diversify the economy and increase the growth rate to 6.5-7 percent by 2009. In addition to the areas with weaknesses that affect growth (governance, social development, infrastructure, etc.), the Government has identified four priority areas for direct intervention to intensify growth, namely: (i) stabilization of the macroeconomic framework; (ii) revitalization of the private sector; (iii) promotion of new branches of activity that show promise in terms of exports; and (iv) promotion of regional integration.

Pillar 2: Development of infrastructure

Economic infrastructures play a strategic role in the development process. They contribute to linking economic agents to markets, reducing factor costs, and improving the competitiveness of the economy, and also offer essential services to the public (access to roads, water, etc.) which determine the quality of life. Infrastructure thus contributes at one and the same time to growth and to improving the living conditions of the people. This is why the Government has made it a key strategic pillar of the SCRP which will be reflected in the implementation of major works programmed in the PAP. The Government has identified three priority areas in the infrastructure sector, namely: (i) transport infrastructure; (ii) energy; and (iii) water supply and sanitation.

Pillar 3: Human capital building

Strengthening and making the most of human resources constitutes another pillar of the strategy. This pillar strengthens the social sphere, but also human capital, and thus the foundations of medium- and long-term economic growth. The SCRP programs for developing and enhancing the value of human capital are gathered in four (4) priority areas of intervention, namely: (i) the promotion of a development-oriented education system; (ii) strengthened professional training adapted to the needs of the labor market; (iii) improved accessibility quality of health and nutrition services; and (iv) strengthened social solidarity and protection.

Pillar 4: Promotion of good governance

Improved governance, including the fight against corruption, constitutes a crucial factor for the success of strategies to promote the private sector and improve the effectiveness of government actions and expenditure, and hence the success of the SCRP. During the participatory consultations, the people quite correctly cited corruption and, more generally, the lack of sound management of public affairs as important determinants of poverty in Benin. This is why, over the next three years, the Government will work to strengthen good governance so as to increase effectiveness and efficiency in the management of public affairs. The priority programs in these areas concern: (i) speeding up administrative reforms; and (ii) strengthening the rule of law and individual freedoms.

Pillar 5: Balanced and sustainable development of the national space

Faster growth and poverty reduction imply, on the one hand, devoting increased attention to regional disparities and targeted actions aimed at promoting greater territorial equity in the distribution of social and economic investments, and, on the other hand, a sustained effort to protect the environment and manage natural resources in a sustainable manner. Indeed, each component of the national territory must, in keeping with its potential, take an active role in while reaping the benefits of national economic growth. On the strength of this knowledge, the Government has identified the balanced and sustainable development of the national space as a strategic pillar of the SCRCP.

To correct disparities, the Government wants to base all development efforts on a balanced and sustainable spatial distribution of activities and infrastructures. Town and country planning, environmental protection, and decentralization are the principal tools the Government intends to associate with the implementation of sectoral policies and lead Benin toward the emerging country group. The priority programs of this pillar are grouped in three components, namely: (i) sustainable development of regions and localities; (ii) the emergence of development and growth poles; and (iii) the environment, natural resource management, and living standards.

Macroeconomic and budgetary framework

The macroeconomic and financial framework was developed by taking account of the strategic orientations as well as the macroeconomic and sectoral policies described above. The macroeconomic framing was followed by developing a budgetary framework for the medium term (MTEF) which distributes resources among budget allowances for the various sectors in keeping with the priority sectors of the SCRCP. In addition, as part of assessing the costs of the strategy for achieving the MDGs, certain sectors (education, health, infrastructure, water and energy, agriculture, environment, and gender) prepared programs and estimated their cost. These programs were revised in order to bring their costs within the respective sectoral allowances and ensure consistency between the overall macroeconomic framework and the sectoral medium-term expenditure frameworks (MTEFs).

Effective implementation of the SCRCP would make it possible to increase the average rate of economic growth from the 3.5 percent recorded for the 2004-2006 period to 6.5 percent for the 2007-2009 period, with population growth projected at 2.9 percent over the period. This would boost the growth of per capita GDP to 2.5 percent on average over the 2007-2009 period. The faster growth stems primarily from the anticipated dynamism of trade and transport activities, as well as from diversification and a greater contribution from export-oriented primary sector production (agriculture for export). Growth is also induced by an increase of approximately 3 points in the investment ratio, rising from 22 percent of GDP in 2006 to 25 percent in 2009, thanks to a significant increase in public investment and to the anticipated effects of an improved business climate on savings and private investment.

Thanks to the implementation of measures to intensify resource mobilization, in particular broadening of the tax base and improved yields from the financial authorities, the ratio of tax receipts to GDP will progress favorably, increasing from 15.1 percent of GDP in 2006 to the Community goal of 17 percent by 2009. During the program period, these resources will be devoted to current expenditure, representing on average 15 percent of GDP, and capital

expenditure, representing on average 9 percent of GDP. The volume of expenditure as a proportion of GDP would stabilize at around 24 percent between 2007 and 2009, as compared with 21 percent over the three years of PRS 2003-2005, owing to the additional spending required to implement the priority programs of the strategy. As a consequence of the improvement in revenue and the prudent growth of expenditure, the budget deficit will continue to be contained, rising from 5 percent of GDP in 2006 to approximately 7 percent of GDP between 2007 and 2009.

The Medium-Term Expenditure Framework (MTEF)

The MTEF provides an indication of the projected allocation of resources resulting from the macroeconomic framework, based on SCRP priorities and the financing requirements of the priority programs. Accordingly, the resources allocated to the priority sectors remain in line with the objectives of the strategy; the expenditures allocated to the social sectors (education, health, other social sectors), the manufacturing and trade sectors, and infrastructure respectively account on average for 31 percent, 11 percent, and 19 percent of total expenditure over the 2007-2009 period, as compared to 28 percent, 8 percent, and 12 percent over the period of PRS 2003-2005.

Cost of the strategy and financing

The SCRP is an integrated strategy in that the strategic pillars, priority programs, and projects touch upon all sectors. These priority programs consume a sizable share of the sectoral ministries' resources. Estimates indicate that the total cost of the strategy will rise from CFAF 631.5 billion in 2007 to CFAF 776.5 billion in 2009, that is, an annual growth rate of about 11 percent. The Government is determined to continue its efforts to mobilize the domestic and external resources needed to finance the SCRP. In practice, the Government intends to continue the ongoing reforms to rehabilitate public finances and improve the tax situation (broadening the tax base, modernization of the tax and customs administrations, and strengthening auditing).

Moreover, the Government intends to mobilize resources on the national and subregional financial markets. Finally, the Government will work with the development partners to mobilize external resources and improve the coordination of the various kinds of support in light of the priorities of the strategy. This partnership will continue within the framework of the consultative process established for preparing the SCRP, and in connection with implementation of the Paris Declaration on Aid Effectiveness.

Furthermore, the Government will endeavor to meet all the requirements for promoting private sector participation in financing the strategy. This will entail promoting foreign direct investment (FDI), introducing new financing instruments, bolstering the presence of banking throughout of the country, mobilizing national savings, and promoting microfinance.

Implementation and monitoring of the strategy

The new implementation and monitoring mechanism described in paper is based on an approach that emphasizes the accountability of the structures directly tasked with implementing the various projects and programs included in the Priority Action Plan (PAP) of the SCRP. For monitoring, a minimum list of PRSP and MDG monitoring indicators has

been drafted; these monitoring indicators will be updated by the findings of the EMICoV survey and the EDS (Demographic and Health Survey).

INTRODUCTION

1. The Government aspires to transform Benin into an emerging country by 2011. This ambition is reflected in the desire to create the conditions necessary for accelerated economic growth and a noteworthy reduction in poverty in the country.
2. This Growth Strategy for Poverty Reduction (*Stratégie de Croissance pour la Réduction de la Pauvreté-SCRP*), which covers the period 2007-2009, is the outgrowth of a participatory strategic planning exercise involving the participation of all the components of Beninese society. The strategic pillars and priority areas of intervention identified are in keeping with the vision of “Benin 2025: Alafia [peace and happiness],” the Millennium Development Goals (MDGs), and the Strategic Development Orientations (SDOs).
3. Throughout its preparation, the SCRP benefited from sustained participation by civil society, the private sector, and the Technical and Financial Partners (TFPs). It serves as the frame of reference for the socioeconomic development of Benin for the 2007-2009 period and the reference document for dialogue between the Government and the TFPs. SCR implementation will require support from the international community in order to consolidate the gains made in the development process in recent years and ensure the economic take-off sought by all in Benin.
4. The document consists of ten (10) chapters grouped in three (3) parts. Part I addresses the context and preparation process of the SCR (Chapter 1), summarizes the gains made under the first Poverty Reduction Strategy (PRS 2003-2005) (Chapter 2), and describes the living conditions and poverty on the basis of the initial provisional and partial findings of the Integrated Modular Survey of Household Living Conditions (EMICoV) currently being conducted (Chapter 3). Part II describes the five (5) strategic pillars and priority areas of intervention that will guide the Government’s actions during the 2007-2009 period (Chapters 4-8). Finally, Part III of the paper discusses macroeconomic and budgetary framework (Chapter 9) and the implementation and monitoring mechanisms of the strategy (Chapter 10).
5. The sectoral strategies and policies growing out of the SCR will be refined and/or readjusted in order more clearly to delineate the actions planned and thereby facilitate their implementation.

PART I: CURRENT STATUS

CHAPTER 1: SCRP CONTEXT AND PREPARATION PROCESS

1.1 Context

6. In Benin, the first Poverty Reduction Strategy (PRS) covering the 2003-2005 period was adopted in September 2002. It was the first genuine intersectoral and participatory planning exercise in Benin and was used as the sole framework for dialogue between the Government and all the Technical and Financial Partners (TFPs). During PRS1 implementation, the Government prepared annual reports taking stock of the progress of the priority programs and projects adopted under the PRS and the results achieved. Preparation of these annual reports enabled the Government to conduct annual program reviews with the TFPs.

7. PRS 2003-2005 had placed special emphasis on the social sectors. Cognizant of the fact that faster growth is a necessary condition for poverty reduction; the Government has adopted an ambitious and dynamic development vision embodied in SCRP 2007-2009. The aim of the SCRP is to accelerate economic growth in order sustainably to reduce poverty. SCRP 2007-2009 constitutes the Government's reference framework for dialogue with the TFPs and seeks to be a framework for the operationalization of the Strategic Development Orientations 2006-2011. The SCRP will also contribute to achievement of the Millennium Development Goals (MDGs) and will be a mechanism for resource mobilization and coordination in keeping with the Paris Declaration (see Box 1).

Box 1: Summary of the Paris Declaration

The Paris Declaration was signed in March 2005 by the Technical and Financial Partners (TFPs) and partner countries including Benin. It is based on a principle of mutual commitment to improving aid effectiveness, and includes a practical and concrete framework aimed at improving the quality of aid and its impact on development. The commitments revolve around five (5) major principles.

Ownership: Partner countries exercise effective leadership over their development policies and strategies, and coordinate development actions.

Framework: Donors base their overall support on partner countries' national development strategies, institutions, and procedures.

Harmonization: Donors' actions are more harmonized, transparent, and collectively effective.

Managing for results: Managing resources and improving decision-making for results.

Mutual accountability: Donors and partners are accountable for development results.

Source: OECD, Paris Declaration

1.2 Participatory process for SCRP preparation

8. Using as a basis the shortcomings of the participatory process noted in the evaluation of PRS 2003-2005 and taking into account the principles of concerted governance, the preparation of SCRP 2007-2009 involved all stakeholders in development. The preparation process involved the following steps: (i) official launch of the process; (ii) evaluation of PRS 2003-2005; (iii) the establishment of theme-based working groups; (iv) the national forum on the new SCRP; (v) preparation of the Strategic Development Orientations 2006-

2011; (vi) theme-based workshops; (vii) conduct of the Integrated Modular Survey of Household Living Conditions (EMICoV); (viii) organization of consultations with national, departmental, and local structures; (ix) definition of the strategic pillars of SCRP 2007-2009; (x) establishment of a SCRP drafting committee; and (xi) SCRP validation and adoption efforts.

9. The official launching for SCRP preparation work took place on February 3, 2006. It made it possible to demonstrate the Government's resolve to continue its commitment to combating poverty through accelerated economic growth. All components of Beninese society took part in this ceremony, thus evidencing their commitment to the participatory process.

10. Evaluation of PRS 2003-2005 led to broad consultations which made it possible to gather the assessments of the public administration, local governments, and civil society, including the trade unions, the private sector, and the TFPs. The evaluation report underwent national validation by representatives of all the groups involved in the process of policy and program development and implementation, thereby allowing stakeholders to assume ownership of the lessons from the implementation of PRS 2003-2005.

11. The national forum on SCRP preparation brought together more than a hundred participants representing the ministerial departments and their main technical units, civil society in its broadest sense, the private sector, and the majority of TFPs. The aim of this forum was to identify the various stakeholders in the process and to define guiding principles for the preparation of SCRP 2007-2009. The forum ultimately produced a roadmap.

12. Ten (10) Theme-based Groups were then established on the following topics: (i) social sectors, infrastructure, and baseline equipment; (ii) environment and living conditions; (iii) macroeconomics and sectors with growth potential; (iv) private sector and employment; (v) good governance, decentralization, and capacity building; (vi) agriculture, natural resources, and land tenure issues; (vii) security and peace; (viii) information and communication technologies; (ix) poverty and targeting; and (x) monitoring and evaluation. Each theme-based group was made up of representatives of the administration, civil society, and the private sector. Within the theme-based groups, working subgroups were established to assess the needs for achieving the MDGs. The work of theme-based groups made it possible to perform a strategic diagnosis of the area in question, estimate the cost requirements of achieving the MDGs, and analyze the constraints on development in the sector. It was thus possible to identify the strategic priorities likely to accelerate the growth and reduce poverty sustainably over the next three years.

13. Following the March 2006 presidential elections, the new Government drew up the document setting forth the Strategic Development Orientations (SDOs) of Benin 2006-2011. This medium-term paper reflects the Government's socioeconomic development orientations and takes account of the grassroots population's aspirations and needs. It also follows the logic of the MDGs and the long-term vision set forth in "Benin 2025: Alafia." It includes six (6) strategic orientations supported by cross-cutting measures relating to the

conditions for implementing these orientations. The SCRP is the paper for operationalizing the SDOs over the 2007-2009 period.

14. In order to take the cross-cutting issues of the SCRP into account, studies on cross-cutting topics and training workshops were organized for all stakeholders concerned with such issues. These include in particular: (i) the ten-year outlook for development; (ii) gender; (iii) the environment; (iv) human rights; and (v) HIV/AIDS. The relationships between the thematic groups and the SCRP were the subject of conformity evaluations to ensure that these cross-cutting issues would be taken into account.

15. The Integrated Modular Survey of Household Living Conditions (EMICoV) was launched in August 2006, and covers a sample of almost 18,000 households throughout the entire national territory (see Box 2). The originality of this survey lies in its representativity at the commune level and the coupling of the first round with the Demographic and Health Survey (EDS). Its originality also stems from the inclusion of two modules on “Governance” and “The Perception of Poverty” in the questionnaire. This approach will make it possible not only to gather quantitative information, but also to learn the aspirations of all social groups and update the poverty profile.

16. To ensure ownership of the process and impart a greater understanding of what is at stake in SCRP 2007-2009, consultations were organized at all levels. This approach made it bring together the civil society stakeholders in each locality to learn their aspirations. This information was compiled as proposals from civil society. Similarly, the National Association of Communes of Benin (ANCB) and the trade union association each made proposals relating to SCRP 2007-2009 in their respective areas of concern. The concerns and aspirations thus gathered were conveyed to the theme-based groups responsible for synthesizing all the information available.

17. At the national and departmental level, the consultations involved providing the draft SCRP paper to the people to garner their support on the pillars, the priority intervention areas, and the corresponding actions. These consultation sessions provided the people with an opportunity to assume ownership of the contents of the SCRP and to take the concerns expressed by certain vulnerable groups into account. In addition, the National Assembly and the Economic and Social Council were consulted to learn their views on the SCRP priorities as regards combating poverty over the next three years.

18. A working group made up of officials from the public administration and resource persons met to finalize the selection of the strategic pillars of SCRP 2007-09 on the basis of reports from the theme-based groups and the Strategic Development Orientations 2006-2011. In addition, a group responsible for drafting the SCRP was set up. It was made up of senior officials from the administration, university professors, and national experts. Coordination was provided by the Permanent Secretariat of the CNDLP.⁴ The work of this

⁴ The Permanent Secretariat of the National Commission for Development and Combating Poverty (CNDLP) became the Economic and Structural Reform Program Monitoring Unit pursuant to Decree No. 2006-616 of November 23, 2006 on the Powers, Organization, and Operation of the Ministry of Development, Economy, and Finance.

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group was buttressed by the Government's strategic orientation papers, the reports of the theme-based working groups, the sectoral strategies, recommendations from the workshops, and consultations running up the final draft of SCRP 2007-2009.

19. The preliminary draft final SCRP paper was forwarded to the Technical and Financial Partners (TFPs) for assessment. The final SCRP paper was adopted by the Council of Ministers at its meeting of Monday, February 26, 2007.

CHAPTER 2: GAINS UNDER PRS 2003-2005

20. The implementation of PRS 2003-2005 made it possible to make noteworthy progress with use of the participatory approach, with ownership of the mechanisms for devising and implementing multisectoral strategies, and in the area of monitoring and evaluation. PRS 2003-2005 was one of the rare occasions on which civil society and the private sector were associated with the process of preparing an orientation paper on development in Benin. This involvement gradually increased and enabled the various stakeholders to assume ownership of the strategy. However, the PRS evaluation emphasized that this participation was not yet sufficient for taking account of the aspirations of all social groups.

21. Moreover, PRS 2003-2005 also constituted the first reference framework to coordinate and channel the interventions of the Technical and Financial Partners (TFPs) in support of combating poverty. This being so, it served as an instrument of dialogue between the Government and donors. It made it possible to develop the practice of joint missions and budgetary support, to adopt two economic and financial programs supported by the IMF, and to reach the eligibility point for the Heavily Indebted Poor Countries (HIPC) Initiative. Lastly, PRS 2003-05 reflected the Government's resolve to develop an operational national strategy in consultation with the TFPs.

22. The implementation of PRS 2003-2005 made it possible to achieve concrete results as regards improving the living conditions of the people. Evaluation of the strategy also made it possible draw lessons which inspired the preparation of SCRP 2007-2009. The gains and the lessons learned are presented in the sections which follow, in accordance with its four strategic pillars.

2.1 Strengthening the macroeconomic framework

23. Overall, macroeconomic stability was maintained during the 2003-2005 period. Inflation was contained within the limit envisaged by the WAEMU convergence pact (less than 3 percent) and the current balance of payments improved during the 2004-2005 period because of the positive shift in the services and incomes areas. The Government also began to introduce an Industrial Free Zone to promote investment, the concentration of enterprises, and job creation. This said, however, the growth target set by the Government could not be met, owing in particular to external shocks that dampened economic activity. The average annual real economic growth rate was of 3.3 percent over the 2003-2005 period, as compared to an average annual target of 7 percent projected for the period.

Table 1: Macroeconomic Indicators (percent of GDP unless otherwise indicated)

	Period before PRS1			PRS1 period			
	1990-94	1995-99	2000-02	2003	2004	2005	Avg. 2003-2005
Population (in millions)	4.9	5.8	6.6	7.0	7.2	7.4	7.2
Population growth rate (in %)	3.3	3.3	3.3	3.0	3.0	3.0	3.0
GDP (in CFAF billions)	644	1319	1823	2067	2140	2299	2169
Per capita GDP (in CFAF thousands)	131	228	277	296	298	310	302
Real GDP growth rate (in %)	3.7	5.1	5.2	3.9	3.1	2.9	3.3
Per capita growth rate (in %)	0.4	1.8	1.9	0.8	0.2	-0.1	0.3
Gross investment	14.4	18.2	18.9	20.3	20.7	17.0	19.3
Gross public investment	4.9	6.1	5.8	6.6	5.4	5.3	5.8

Gross private investment	9.5	12.1	13.2	13.7	15.3	11.6	13.5
Gross domestic saving	10.1	9.6	10.0	10.2	12.2	8.8	10.4
Total revenue	11.2	14.3	15.8	16.6	16.4	16.7	16.6
Tax receipts	9.2	12.2	14.0	14.9	14.6	14.5	14.7
Total expenditure	17.7	17.7	18.6	22.0	19.8	19.8	20.6
Wage bill	6.2	4.7	4.4	5.1	5.8	5.7	5.5
Baseline primary balance	0.9	3.5	1.6	-1.4	-0.3	0.1	-0.5
Exports	16.3	17.6	15.8	15.2	14.0	13.0	14.1
Imports	24.7	24.2	22.7	23.0	20.8	19.9	21.2
Overall balance	6.9	-0.1	2.8	-1.2	-2.9	2.1	-0.7
Net foreign assets (in months of imports)	4	7	12	11	7	10	9
Outstanding debt	52.8	59.4	51.8	40.3	40.3	40.3	40.3
Debt service	1.8	2.0	1.3	0.8	0.7	0.6	0.7
Debt service (in % of exports)	11.9	8.6	5.9	3.8	3.6	3.1	3.5

Source: MDEF.

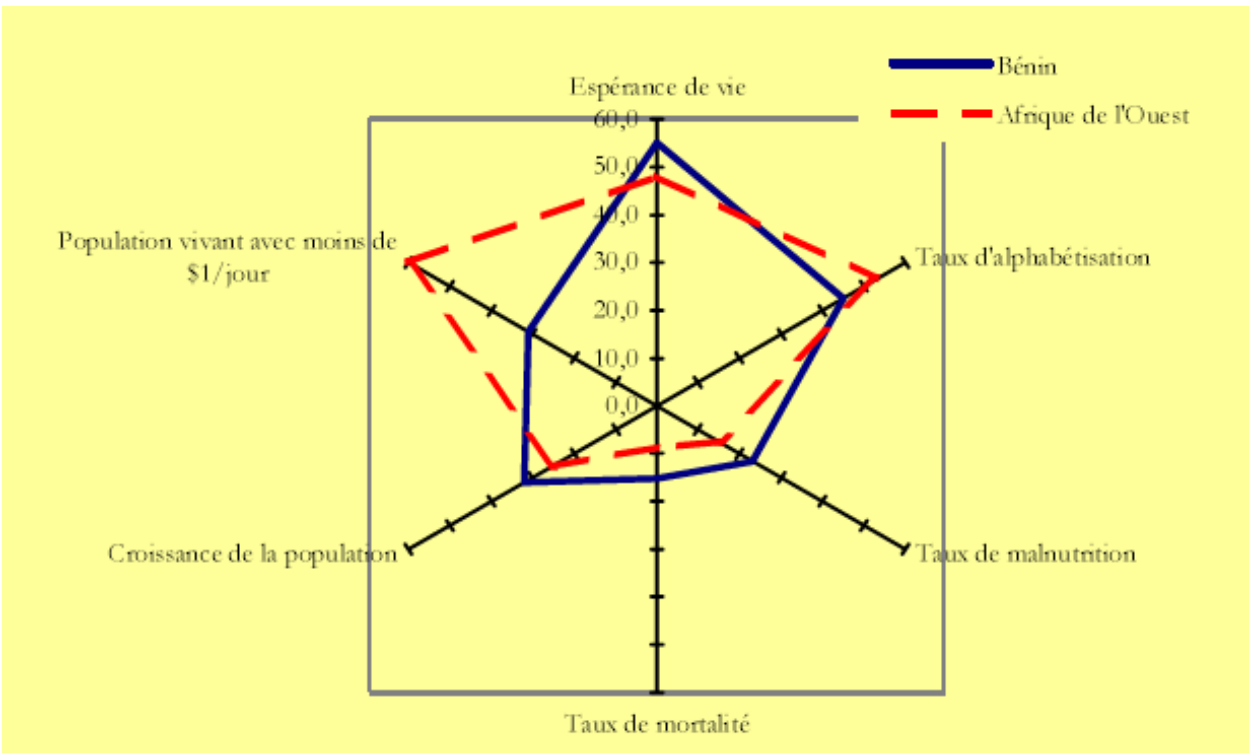
2.2 Human capital building

24. Overall, the human development indicators of Benin improved significantly. By comparison with other countries of West Africa, Benin's indicators are better. For example, life expectancy is 55 years as compared to 48 in West Africa on average, and the proportion of the population living on less than a dollar a day is 31 percent as compared to 60 percent in West Africa. On the other hand, the natural rate of increase in the population (2.89 percent) is one of highest in West Africa and requires actions of adequacy with the economic growth.

Box 2: Selected human development indicators for Benin

	Benin	West Africa
Life expectancy at birth (years)	55	48
Literacy rate (% of young people ages 15-24)	45	53
Malnutrition rate, weight (% of children under 5)	23	15
Mortality rate, under age 5 (per 1,000)	152	87
Population growth (%)	3.2	2.5
Population living on less than \$1/day (%)	31	60

Source: World Bank (WDI 2006)



Key:

	Benin
Life expectancy	West Africa
Population living on less than \$1/day	Literacy rate
Population growth	Malnutrition rate
Mortality rate	

25. Progress was made in the area of education through improvement in the people's access to education, in particular baseline education. The gross enrollment ratio (GER) was estimated at 94 percent in 2005, with a boy/girl parity index of 80 percent. The Pupil-Teacher Ratio (PTR) was 50 compared to a target of 51.4. In addition, noteworthy improvements were recorded as regards the schooling of girls and addressing gender issues. However, improving the quality of education and reducing disparities of any kind remain important challenges to face.

Table 2: Key indicators of education

INDICATORS	2003	2004	2005	PRS1 target value
Gross enrollment ratio, primary level	94	96	94	94
Gross enrollment ratio of girls, primary level	81	84	83	Nd
Girl/boy parity Index in % (*)		75	80	Nd
Gross admission rate, primary level	104	106	99	Nd
Primary cycle completion rate	49	50	54	Nd
Pupil-teacher ratio	55.7	53.2	50	51.4

Source: PRSP progress report 2005.

Note: (*) gross enrollment ratio of girls as against that of boys.

26. In the area of health, statistics from the National Health Management Information System (NHMIS) indicate a marked improvement in the quality of care during the 2003-2005 period. In particular, efforts were made to reduce infant mortality and maternal mortality and to fight the major endemic diseases, namely malaria, tuberculosis, and HIV/AIDS. The infant mortality rate was 66.8 per mil as compared to an objective of 65 per mil. The incidence of assisted childbirth and the rate of healthcare services access are 75 percent and 37 percent in 2005, respectively, in keeping with the objectives set. The prenatal consultation rate reached 90 percent in 2005 as against the target of 84 percent. In contrast, the continuing high maternal and neonatal mortality rates and death rates from malaria are major concerns given Benin's ambition to achieve the MDGs.

Table 3: Key health indicators

INDICATORS	2003	2004	2005	PRS1 target
Infant mortality rate (IMR)	68	66	66.8	65
Infant/child mortality rate (ICMR)	107	105	105	117
Maternal mortality rate (per 100,000 births)	474			
Health service access rate	38	39	37	37
Health service access rate by children ages 0 to 5	78	86	76.2	Nd
Rate of medically/paramedically assisted childbirth	76	76	75	75
Prenatal consultation rate	76	76	90	84
HIV/AIDS prevalence among expectant mothers during prenatal visits to health centers	2.2	2	2.1	Less than 6%
Death rate from malaria per 10,000 inhabitants	Nd	135	140	62.5

Source: PRSP progress report 2005.

27. The actions taken under PRS 2003-2005 made it possible to improve access to safe drinking water. The access rate in rural areas increased from 35 percent in 2002 to 41 percent in 2005, a six percentage point rise. The sector doubled its capacity to create water supply points. For the first time, in term of creation of water supply points, the performances of 2004 exceeded the threshold of the

1200 points equivalents of water. Improved planning and budget execution in the sector, coupled with the commitment of several donors, contributed significantly to this good performance.

2.3 Promotion of good governance and institutional capacity building

28. In the context of promoting good governance and strengthening the rule of law, in 2005 the Government adopted a strategic plan for combating corruption, with the five following priority pillars: (i) revitalization of the oversight system through the passage of an anti-corruption law; (ii) the promotion of administrative and institutional reforms; (iii) strengthening the capacity for action of civil society and the private sector; (iv) creation of an environment hostile to corruption; and (v) strengthening of reporting requirements and the obligation to combat impunity. Moreover, to build on the gains made in this area, the Government established an Anti-Corruption Observatory (OLC).

29. In addition, the first survey on governance and corruption is in progress and should make it possible to establish a reference base for tracking progress with implementation of the Anti-Corruption Strategic Plan (PSAC) and the introduction of the public information mechanism.

30. In the legal sector, the plan for operationalizing the integrated program to strengthen the legal and judiciary systems has been adopted and is currently being implemented. To strengthen the justice sector, the Government is recruiting 40 judges and 30 court clerks a year. To improve the performance of the justice sector, the Government has also engaged in capacity building for the stakeholders in the sector through training and improved compensation of judges.

31. With a view to increasing the efficiency of expenditure in a context of transparent management, the Government undertook a reform of the budgetary system aimed at: (i) generalizing the use of performance-based budgeting in all ministries, using program budgets; (ii) transferring some public expenditure management responsibilities from the Ministry of Finance to the sectoral ministries and decentralized administrative structures; and (iii) streamlining and automating the expenditure circuit.

32. Similarly, the Government introduced various reforms with respect to procurement. These reforms made it possible to introduce a new institutional framework for: (i) increasing transparency and efficiency in government procurement; (ii) modernizing procurement procedures; and (iii) establishing an independent oversight system in order to combat corruption in government procurement.

33. In the area of civil service reform, the Government introduced a Single Reference File that can be used to determine the precise number of paid civil servants, improve the State's personnel management, and curtail the introduction into the system of fraudulent appointment or promotion advices. Moreover, it delegated by decree, to the ministries responsible for education, the management of administrative acts pertaining to their personnel, and set up a technical framework for the integration and coordination of administrative reforms, made up of the Secretaries-General of the ministries.

34. Regarding decentralization and deconcentration, legal provisions on the budgetary and accounting framework for local governments have been adopted. To ensure that the transfer of appropriation management of the ownerships does not jeopardize the quality of public expenditure,

the Government initiated a program to build local government capacities as regards fiscal management. It created an integrated organizational framework carrying out the reform in respect of deconcentration and established a mechanism for collaboration between the Prefects or the Mayors, as appropriate, and the decentralized agencies.

35. In addition, implementation of PRS 2003-2005 made it possible gradually to introduce a monitoring arrangement. Monitoring and evaluation indicators were defined and used in the preparation of progress reports. The Government recognizes, however, that some of the structures envisaged in the arrangement, such as the Departmental Monitoring Committees, have not functioned the way they should.

2.4 Promoting jobs and capacity building for the poor

36. The Government established the National Employment Agency (ANPE) and strengthened employment promotion structures. Significant advances were made in the microfinance area, in particular through capacity building for the stakeholders of the institutions concerned, support for the creation of the Regional Solidarity Bank (BRS) and its local Beninese branch, establishment of the microfinance support fund, and improvement of the legal and regulatory framework for microfinance institutions.

37. With respect to promoting community development, the Government carried out the local master plans for establishing a number of pilot villages in order to make the National Community Development Plan operational. Actions were also taken in connection with the social protection and promotion of women, in particular the exemption from primary school tuition payment for girls, the promotion of access by girls to merit-based academic scholarships, the adoption and implementation of the laws and regulations on the protection of children, and especially of girls, in the schools and apprenticeship centers.

38. Lastly, as regards security in at-risk areas, projects and programs were implemented to: (i) modernize agriculture and to improve the population's access to essential social services; (ii) improve access to development zones by rural access roads; (iii) prevent and resolve the problems associated with transhumance; and (iv) ensure that urbanization and town management are controlled.

2.5 Status of MDGs in Benin

39. In deciding to work toward achieving the Millennium Development Goals (MDGs), the Government of Benin renewed its commitment to implementing the public policies needed to combat poverty and hunger, HIV/AIDS, the other diseases, illiteracy, environmental pollution, discrimination against women. This commitment is all the more necessary in that the progress made to date will probably not make it possible to achieve the MDG targets set for 2015, as indicated in Table 4. The paragraphs which follow take stock of the progress made toward achieving the major MDG indicators and briefly describe the challenges to be met in order to achieve the goals established. These goals are addressed in detail in the chapters devoted to the strategic pillars of the SCRP.

Eliminate extreme poverty and hunger

40. **Status quo:** In Benin, poverty persists. Income poverty remains high, and declined only slightly in recent years. From 29.6 percent in 2000, the income poverty indicator dropped to 28.5

percent in 2002. Poverty is more pronounced in rural areas than urban ones. Malnutrition among children under age 5 is on the decline. Less than a fourth of children under age 5 are undernourished. Indeed, the proportion of children under age 5 suffering from malnutrition has evolved erratically since 1996 before stabilizing at 30 percent between 2003 and 2005.

41. **Major challenges:** The persistence of poverty calls for effective actions. Accordingly, the following challenges must be met: (i) improved credit access by households in the rural world; (ii) diversification of agricultural production; (iii) development of the baseline commune-level infrastructures (roads, water, electricity, telephone); (iv) capacity building in management and the absorption of public resources; (v) effective implementation of the national policy on promoting women; (vi) accelerated growth and improved redistribution; and (viii) accelerated land tenure reform. Moreover, the baseline principles such as the promotion of good governance, social dialogue, and the effective implementation decentralization are likely to play a decisive role in the poverty reduction strategy.

Ensure a primary education for all

42. **Status quo:** In the education area, the overall indicators on primary education show a trend which, if maintained, may lead to achieving this goal. There are nevertheless significant disparities between regions and by gender. Moreover, the rate at which children are retained in the system has scarcely improved over the period.

43. Remarkable efforts have been made gradually to move toward achieving the objective of primary education for all. The Gross Enrollment Ratio (GRE) in primary education, which registered 82.8 percent in 2000, is estimated at 94 percent in 2005. Over the same period, the gross enrollment ratios of girls and boys increased, respectively from 67.9 percent to 83 percent and from 97.2 percent to 104 percent. The gap between girls and boys has declined considerably: the number of girl pupils per 100 boy pupils improved markedly, rising from 67 in 2000 to 80 in 2005. If this trend continues, the target (1:1) could be met by 2015. In contrast, the pupil-teacher ratio has deteriorated considerably, from 39.9 in 1992 to 55.8 in 2000 and then improving to 50 in 2005.

Major challenges: The major challenges to achieving universal access to primary education by 2015 are: (i) enhancing the value of the teaching function; (ii) improving access to schooling on the part of girls and keeping children in the school system; (iii) increasing the number of teachers; (iv) improving the institutional framework; (v) supporting the communes with socio-community infrastructure; (viii) constructing and maintaining training schools; (ix) outfitting the schools and school canteens and facilitating transport; and (x) effectively making primary education free of charge.

Table 4: MDGs, current situation, and path ahead for Benin

Objectives	Targets	Indicators for Benin	2004 current value of indicator	MDG target value for 2015
1. Eliminate extreme poverty and hunger	1. 50% reduction of proportion of Beninese living below poverty line, with poverty index improving to 15% by 2015	1. Income poverty index	36.3%	15%
		2. Human poverty index	48.9%	16%
	2. By 2015, reduce by 50% the number of persons suffering from malnutrition	3. Proportion of underweight children	30%	14.6%
2. Primary education for all	3. By 2015, provide primary education	4. Gross enrollment ratio in	80.7%	100%

	to all children of school age	primary school		
		5. Primary completion rate	54%	100%
		6. Literacy rate	62%	100%
3. Promote gender equality and the autonomy of women	4. Eliminate gender disparities in primary and secondary education by 2005 and at all education levels by 2015 at the latest	7. Girl-boy ratio in primary and secondary	0.75	1
		8. Percentage of elected officials by gender (% women)	3.2%	30%
		9. Female participation indicator	0.356	1
4. Reduce infant mortality	5. Reduce infant/child mortality rate from 166.5 per mil in 1996 to 65 per mil by 2015	10. Death rate of children under 5	146.4 per mil	65 per mil
		11. Infant mortality rate	65.6 per mil	39 per mil
		12. Proportion 1-year-olds vaccinated against measles	99%	100%
5. Improve maternal health	6. Reduce maternal death rate from 498 per 100,000 live births in 1996 to 390 by 2015	13. Maternal mortality rate	474.4/100,000	390/100,000
		14. Proportion of assisted childbirths	75%	100%
		15. Prenatal care coverage rate	90%	100%
6. Fight HIV/AIDS, malaria, and other diseases	7. Reduce the prevalence of STIs and HIV/AIDS	16. Prevalence of HIV/AIDS among expectant mothers ages 15 to 24	2%	1.9%
		17. Contraception usage rate	10.1%	40.9%
		18. Number of children orphaned by AIDS	32,810	Stabilized
	8. By 2015, bring malaria and other major diseases under control and begin to reverse the current trend	19. Malaria incidence rate	116 per mil	ND
		20. Death rate from malaria	140 per mil	ND
		21. Prevalence of tuberculosis	4.5%	Stabilized
	22. Rate of use of health services of health (curative care)	37%	100%	
7. Ensure a sustainable environment	9. Incorporate the principles of sustainable development into national policies and reverse the current trend of dwindling environmental resources	23. Area of protected spaces (in %)	0.18%	1%
		24. Household waste removal method (waste collection percentage)	10.1%	34%
		24. GDP per energy unit consumed (energy yield)	3.2%	ND
		25. Carbon dioxide emissions (per capita)	300	ND
	10. By 2015, reduce by half the share of the population without sustainable access of way to a source of safe drinking water	26. Proportion of population with access to a source of safe drinking water	76%	100%
	11. By 2015,, appreciably improve living conditions of at least 2/3 of Beninese slum dwellers	27. Proportion of households with no latrine or toilet	67.3%	42%
		29. Proportion of substandard housing units	ND	ND

Source: Excerpt from the departmental Report on the MDGs in Benin, MDG-PRSP and OCS/MDEF.

Promote gender equity and the autonomy of women

44. **Status quo:** The literacy rate of females age 15 and above improved by more than 5.9 percentage points from 1992 (16 percent) to 2002 (21.9 percent). In 2002, the literacy rate of women ages 15-24 is estimated at 31.4 percent as compared to 56.2 percent for men.

45. As regards the participation of women in the development process, the composite “Women’s Participation Indicator” (WPI) registered an increase of 13 percent from 2001 (0.315) to 2004 (0.356). Notwithstanding this change, women still hold only 7.2 percent of the seats in Parliament, reflecting the weak degree of participation by Beninese woman in the political and decision-making processes.

46. **Major challenges:** The challenges facing Benin in respect of achieving this objective are: (i) attenuating the effect of socioeconomic and cultural obstacles; (ii) ensuring that the localities have adequate school infrastructures; and (iii) effective implementation of the Individual and Family Code.

Improve primary health care

47. **Status quo:** With regard to maternal and child health, appreciable efforts have been made in respect of prenatal care, but the extent to which childbirth is medically assisted is still low. Stabilization and reversal of the AIDS pandemic continues to pose problems. The frequency of visits to health services (for curative care) is improving, but the access rate remains low, at 35 percent in 2002, 38 percent in 2003, and 37 percent in 2005.

48. **Major challenges:** One of the major constraints to achieving the goals relating to primary health care continues to be the shortfall in the financial resources required for investment in baseline infrastructure, so as to ensure the coverage of primary health care costs and make such care available to the people. So long as households continue to bear over half⁵ of health care costs, it will be difficult to achieve the objectives relating to the frequency of access to health services and bringing the major diseases under control.

49. The challenges that will have to be met in order to achieve the MDGs by 2015 are: (i) information, education, and communications in support of behavioral changes; (ii) combating cultural practices that are harmful to health; (iii) strengthening the efforts to combat unhealthy behaviors; (iv) facilitating access to essential social services (education, health, safe drinking water, sanitation, and other baseline infrastructure), especially in rural areas; and (v) educating the public about the causes of infant/child mortality and about the public's access to relevant kinds of care.

Protecting the environment and mobilizing resources for sustainable development

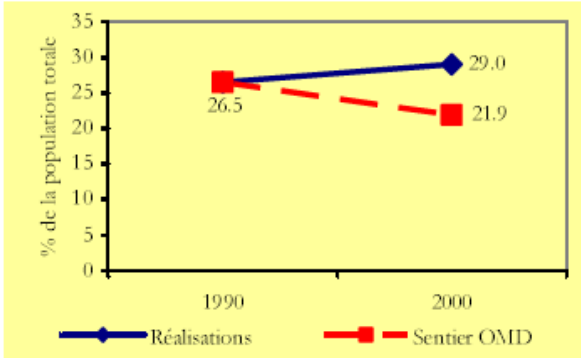
50. The major challenges ahead continue to be the constraints on mobilizing the resources needed to modify behaviors that are inconsistent with safeguarding the environment on the one hand, and, on the other, meeting the commitments between the international community and the Beninese State to ensure that all partners contribute to reaching the MDGs, namely: (i) the consistent easing in the conditionality associated with grants and lines of credit; (ii) good governance and the optimal absorption of the funds mobilized; and (iii) framework of the interventions of development partners in the various priority sectors and departments.

51. On the whole, it appears that the progress recorded is such that, at the current pace, it will not be possible to achieve the major Millennium Development Goals. There are many reasons for this, mostly relating to the ineffectiveness of public expenditure, insufficient access to developed country markets, and a number of structural problems such as (i) poor governance and corruption; (ii) low productivity, the lack of competitiveness, and the vulnerability of the Beninese economy; and (iii) poverty.

⁵ According to the economic accounts for public health published in 2006, households contribute as much as 52.3 percent of health care financing in Benin.

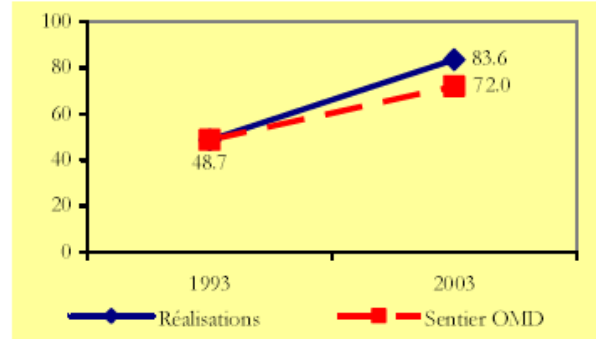
Figure 1: Evolution of the principal indicators of MDGs

Change in the overall incidence of poverty from 1996 to 2000 as compared to the MDG path



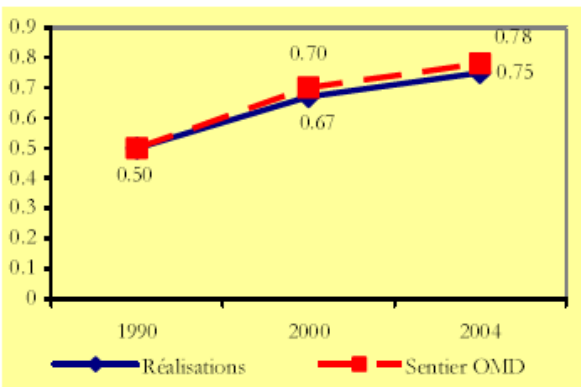
% of total population
Actuals MGD path

Change in net primary school enrollment from 1993 to 2003 as compared to the MDG path



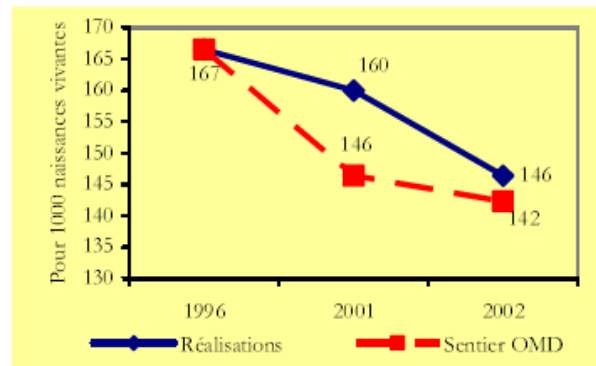
Actuals MGD path

Change in the girl/boy ratio in primary school from 1990 to 2004 as compared to the MDG path



Actuals MGD path

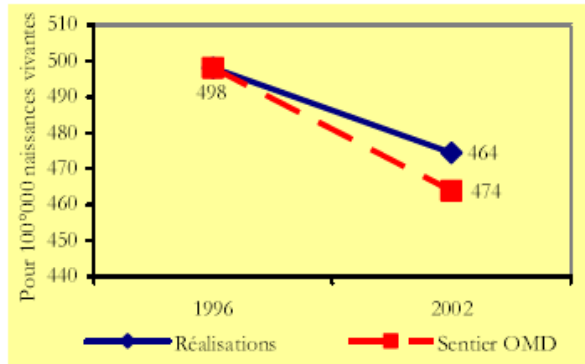
Change in the infant/child mortality rate from 1996 to 2002 as compared to the MDG path



Per 1,000 live births
Actuals MGD path

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Change in maternal mortality rate from 1996 to 2002
As compared to the MDG path

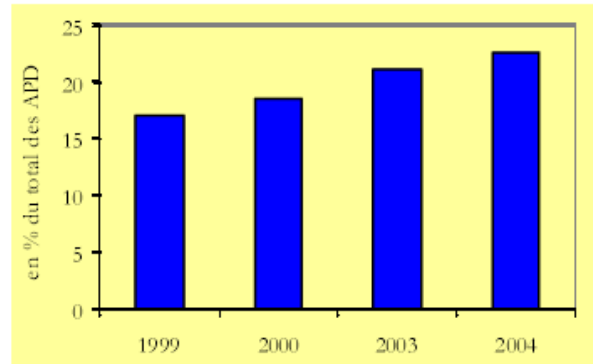


Per 100,000 live births

Actuals

MDG path

Change in proportion of official assistance devoted to
social sectors from 1999 to 2004



In percent of total ODA

Source: Excerpted from the Departmental report on the MDGs in Benin, MDGs-PRSP and OCS/MDEF.

52. All in all, the evaluation of PRS 2003-2005 showed that while many reforms were initiated, it must be acknowledged that the results fell short of the objectives set. Moreover, progression toward the MDGs could also be jeopardized. This poorer than expected performance is explained by: (i) insufficient attention being devoted to growth issues, in particular the revitalization of the private sector and the development of sectoral and regional growth poles; (ii) underestimation of the role played by human capital in the growth and poverty reduction process; (iii) underestimation of the internal resistance within the public administration to the changes implied by the principles of performance-based management and good governance; and (iv) the limited involvement of local communities in the development process.

CHAPTER 3: CHARACTERISTICS AND DYNAMICS OF POVERTY

53. Poverty is multidimensional. It can be analyzed using a monetary approach, treating per capita income or expenditure as a standard-of-living indicator, or using a nonmonetary approach, based on a composite standard-of-living index based on household living conditions and property.

54. The data published here are drawn from the provisional and partial results of the EMICoV survey of 2006 and the CWIQ survey of 2002 for the evaluation of income poverty, and the Demographic and Health Survey (EDS) of 2006 for nonmonetary poverty. The initial comparative analyses of income poverty between 2002 and 2006 would appear to indicate a significant increase in poverty in Benin. However, this finding merits explanation (see Box 3)/

Box 3: The EMICoV survey and the scope of the data used for poverty analysis

The Integrated Modular Survey of Household Living Conditions (EMICoV) 2006 is one of the regular survey instruments in Benin. It combines baseline surveys spread over time and light surveys incorporated on a more regular basis, which allows SCRP monitoring and evaluation over time. Operationally, the EMICoV is carried out in four 3-month rounds a one-month break between rounds.

The survey covers a sample of 18,000 households distributed throughout the 77 communes. The sample includes 7,440 urban households and 10,560 rural households.

In practice, the survey began in August 2006. The poverty diagnosis presented in this paper is therefore based on the data from the first round (August-November 2006), which do, however, include retrospective information covering the preceding twelve months. In addition, the analyses carried out covered a sample of 5,231 households that are representative only as regards the area of residence (urban and rural).

These constraints are likely to have an impact on the effective comparability of the data and the robustness of the assessment of the way poverty and inequalities evolved between 2002 and 2006. The results must thus be interpreted with caution pending the full completion of the EMICoV survey and the processing thereof, so as to ensure a rigorous diagnosis of Beninese poverty over time and space, in particular at the commune level.

3.1 Changes in poverty over the 2002-2006 period

55. **Income poverty: a significant increase.** Income poverty analyzed in accordance with the customary indicators of incidence (P0), depth (P1) and severity (P2) was evaluated with reference to annual poverty thresholds⁶ established respectively at CFAF 74,886 per capita in 2002 and CFAF 82,224 CFAF in 2006. The initial provisional and partial results of the EMICoV survey show an increase in poverty since 2002. The incidence of poverty increased from the 2002 level, rising from 28.5 percent to 36.8 percent. Similarly, the depth of poverty (P1) increased appreciably during the period, from 11 percent in 2002 to nearly 14 percent in 2006, with a more pronounced change in rural areas.

⁶ The measurement of income poverty was carried out using a standard-of-living indicator, namely total household expenditure per capita, including the value of self-consumption. The overall poverty line is that of 2002, updated by using the GDP deflator.

Table 5: Changes in poverty indicators from 2002 to 2006

Area of residence	2002			2006		
	P0	P1	P2	P0	P1	P2
Urban	23.6	0.107	0.069	27.2	0.110	0.060
Rural	31.6	0.110	0.058	40.6	0.149	0.075
Together	28.5	0.109	0.062	36.8	0.138	0.071

Sources: CWIQ 2002 and provisional and partial results from the first round of EMICoV 2006.

56. **Nonmonetary poverty:⁷ a decline contrasting with income poverty.** When nonmonetary poverty is examined by means of a composite standard-of-living indicator, the data from the third general population and housing census (RGPH3) show that the phenomenon affected nearly 43 percent of the population in 2002, at a rate three times higher for individuals in rural areas than in urban areas (59.1 percent as compared to 17.7 percent).

57. In 2006, nonmonetary poverty declined overall: 41.1 percent of the population are poor as compared to 43 percent in 2002. However, the phenomenon appears to have worsened in urban areas. The number of urban poor increased by a factor of 1.2: the incidence of urban poverty increased from 17.7 percent in 2002 to 22.1 percent in 2006. In rural areas, the incidence of poverty fell by 12.9 percent, dropping from 59.1 percent in 2002 to 50.8 percent in 2006 (see Annex 28).

58. The correlation between the per capita expenditure and the composite is not very high (0.58), but is significant. Furthermore, this correlation is even lower for rural households, for which the coefficient of correlation is 0.29 as compared to 0.63 in urban areas. This indicates that the multidimensional analysis based on the composite index fails to yield a classification of households identical to that from the income poverty approach. However, both indicators show the extent of poverty to Benin.

59. **Subjective poverty: households state that living is becoming more and more difficult.** Basing analysis on the people's perceptions of poverty makes it possible to escape the "normative" nature of defining the concept of poverty. The imposition of a single style of living is thus avoided. The determination of needs and of the reference poverty threshold is left up to the assessment of those surveyed.

60. The overall assessment by households of their own well-being is rather negative. In 2006, those deeming their lives to be difficult are estimated at 38.7 percent in 2006 as compared to 37.2 percent in 2001. Even if the analysis is limited to Cotonou, for which reference values (from the 1-2-3 household survey conducted in 2001) are available, there is a worsening perception of poverty in 2006. Those quite happy with their situation increased from 3.1 percent of the population in 2001 to 4.3 percent in 2006. On the whole, slightly over a third of the

⁷ The "living conditions" approach consists in defining the level of poverty on the basis of material housing conditions. The subjective poverty approach, in turn, is pillared on indicators based on the perceptions of the population. This makes it possible to gather individuals' assessments of their own living conditions.

Beninese feel them more or less satisfied in terms of well-being. One can add to this group the 22 percent of households expressing relative satisfaction while emphasizing that their households are not altogether free of problems. Overall, nearly two households out of five which state that their lives are difficult, and thus should be classified in the poor category. The incidence of subjective poverty is thus relatively high (38.7 percent).

Table 6: Assessment of the subjective well-being of households

Percentage of households stating that:	2001	2006
Things are going well	3.1	4.3
Things are pretty much okay	33.3	35.0
We have to be careful	26.4	22.0
Living is difficult	37.2	38.7
	100	100

Sources: 1-2-3 Survey, Multiple Dimensions of Poverty module, INSAE, 2001; partial and preliminary results from the first round of the EMICoV survey, 2006.

61. The primary needs deemed to be essential by Beninese households broadly parallel those usually identified in studies on the perceptions of poor population groups. They relate in particular to food, healthcare, education, access to baseline services, and housing.

Box 4: Vital needs according to households

<p>The needs deemed vital by over three-fourths of the population are:</p> <ul style="list-style-type: none"> - The ability to care for oneself when ill - Access to housing (as renter or owner) - The ability to send one's children to school - Stable and sustainable employment - Access to water - Access to electricity <p>Other needs are added if items for which over 65 percent of any income quartile deem essential are also included:</p> <ul style="list-style-type: none"> - The ability to care for oneself when ill - - Access to housing (as renter or owner) - The ability to send one's children to school - Stable and sustainable employment - Access to water - Access to electricity - Ownership of a radio - The ability to attend to personal care (soaps, barbers, etc.) - A personal means of transport - Three meals a day, every day - Capacity to purchase a television set

Source: 1-2-3 Survey 2005, EMICoV 2006

3.2 Inequalities in Benin

62. Analysis of changes in the incidence of poverty does not, in and of itself, make it possible properly to assess the poverty situation. Such analysis must be supplemented by analysis of changes in inequalities in income distribution or expenditures in order to have a full sense of the dynamics of income poverty.

63. Analysis of household consumption expenditures on the basis of the preliminary and partial results of the EMICoV 2006 survey indicates that inequalities were reduced between 2002 and 2006. Indeed, nationwide, the Gini index declined from 0.430 in 2002 to 0.398 in 2006, a drop of 7.4 percent. The same trend may also be observed for urban households, but with a much more pronounced drop on the order of 21.3 percent. In contrast, for rural households, inequalities rose by 6.4 percent. This said, the urban areas, despite the drop noted, are those with the greatest inequalities.

Table 7: Inequality in Benin between 2002 and 2006

	2002	2006
Urban areas	0.478	0.395
Rural areas	0.361	0.384
Together	0.437	0.398

Sources: CWIQ 2002 and provisional and partial results from the first round of EMICoV 2006.

3.3 Sociodemographic characteristics of poverty

64. **Poverty and household size: a positive correlation.** In 2002, household poverty increased proportionally with size. Households of more than six people had an incidence of poverty twice that of households of fewer than three, both in rural areas and urban areas. The effect household size on poverty incidence does, however, appear to be more perceptible in urban areas, where the incidence of poverty of households of six people or more is four times higher than that of households of less than three.

65. In 2006, this relationship between the standard of living and the household size of is confirmed both from the standpoint of income poverty and from that of nonmonetary poverty. Indeed, the incidence of nonmonetary poverty is 1.25 times greater in households of more than six people than in those of less than three. This ratio, which was 2 in 2002, is less pronounced in the case of nonmonetary poverty in 2006, but for income poverty increased from 2 in 2002 to 3 in 2006.

66. **Poverty and education level: a strong negative correlation.** Generally, poverty decreases as the education level increases. Having a sizable stock of human capital enables an individual to seize more economic opportunities and thereby improve his or her standard of living. Households headed by someone with no education are 2.5 times more likely to suffer from nonmonetary poverty than those headed by a person with primary education. This ratio is 10.8 when households are headed by someone with secondary education and 29.2 for higher education. These wide gaps are explained by the fact that the level of instruction is positively correlated with the standard of living. The ratio ranges from 1.1 to 5.5 for income poverty.

67. According to a World Bank study⁸ (2003) based on data from the CWIQ 2002 in Benin, beyond the first three years of elementary school, which have little impact on the level of the consumption expenditure, each additional year study by the head of household makes

⁸ Report on poverty in Benin.

substantially improves the household consumption level. For two households of the same size and in the same location, the one headed by a person who has completed the four years of the primary cycle will, on average, have a level of consumption that is 14 percent higher than the one in which the head of household received no education.

68. In 2006, the relationship between poverty and education level continued. Households headed by an individual with no formal education have twice the number of poor as those headed by an individual with primary education, and seven times more in the case of secondary education. These results show that the returns on investment in education are perceptible beyond four years of primary study and even greater beyond primary education. The data considerably reinforce the importance of formal education as a means of combating poverty.

69. **Poverty and gender: a pronounced shift in favor of women.** The effect on poverty of the gender of the head of household is pronounced. In 2002, the nonmonetary poverty index of households headed by men was 45 percent, as compared to 33 percent for households headed by women. The difference between these two rates is statistically significant at the 5 percent level. In 2006, there were fewer poor in households headed by women than in those headed by men. The incidence of nonmonetary poverty is 42.3 percent for men as compared to 34.6 percent for women. There are thus 1.33 times poorer in male-headed households than in female-headed households. A substantial proportion of poor female heads of household are widowed, divorced, or separated (approximately 45 percent). As regards income poverty, there are 1.09 times poorer in households headed by men.

70. **Migration and poverty: a negative correlation.** Migratory movements have significant economic, sociocultural, and demographic impacts on the departure area, host area, and households. According to the 2006 World Economic Outlook, migration can improve well-being and reduce poverty. Indeed, remittances from workers abroad, in particular, are an important means of escaping extreme poverty for many individuals.⁹

71. In 2006, non migrants are, overall, poorer than migrants. The incidence of poverty for these households is estimated at 41.95 percent, as compared to 21.7 percent for migrants. This confirms the trend observed in 2002, when there were 2.5 times poorer among non migrants than among migrants.

3.4 Determinants of the various forms of poverty

72. The factors behind poverty in Benin are fundamentally the socioeconomic characteristics of households and access to social services. In both urban and rural areas, the determinants that are seen over and over again are household size, the age of the head of household, his or her level of education, his or her gender, migratory status, access to economic infrastructures (housing, health, water and electricity, telecommunications), and access to production factors.

73. Overall, the education level of the head of household has a positive influence on the household's standard of living. Heads of household with no education are less likely to

⁹ Bourguillon, 2006.

experience an improvement in living standards than are those completing primary, secondary, or higher education. Migratory status also has a positive influence on household living standards. This corroborates the fact that migration can improve well-being and reduce poverty.

3.5 Contribution of growth and inequality: a weak growth effect

74. The increase in poverty between 2002 and 2006 could stem from low growth in average expenditure (“growth effect”) or from deterioration in inequalities (“distribution effect”).

75. Point-by-point analysis of evolution of poverty shows that the decline is attributable primarily to slow economic growth, attenuated, however, by the significant decrease in inequalities, in particular in urban areas. Rural areas showed the greatest increase in the incidence of poverty. There, it increased by 9 percentage points as against 3.6 in urban areas. This deterioration observed in rural areas is attributable to the unfavorable impact of the low growth in average rural household consumption and to the increased disparities in the distribution of such spending.

Table 8: Changes in poverty incidence between 2002 and 2006 (in percent)

	Total change	Growth effect	Redistribution effect
Urban	3.6	8.8	-5.2
Rural	9.0	4.9	4.1
Total	8.3	9.7	-1.4

Sources: CWIQ 2002 and provisional and partial results from first round of EMICoV 2006

76. Overall, the breakdown of changes in poverty incidence between 2002 and 2006 illustrates the highly unfavorable effect of the low growth in household consumption expenditure. These results, even partial as they are, should lead to an emphasis on pro-poor growth.

Box 5: Growth Incidence Curve (GIC)

This approach considers the cumulative distribution function $F_t(y)$ of expenditure on consumption, yielding the proportion of households having resources of less than y at time t , so that the inverse $F_t^{-1}(p)$ in the p^{th} quintile shows the expenditure of that quintile:

$$y_t(p) = F_t^{-1}(p) = L_t'(p)\mu_t \quad [y_t(p) > 0] \quad (1)$$

where $L_t'(p)$ designates the derivative of the Lorenz curve and μ_t the average consumption expenditure at date t .

If we take account of the two periods of investigation (1,2), the growth rate of expenditure in the p^{th} quintile is given by:

$$g(p) = [(y_2(p)/y_1(p)) - 1]. \quad (2)$$

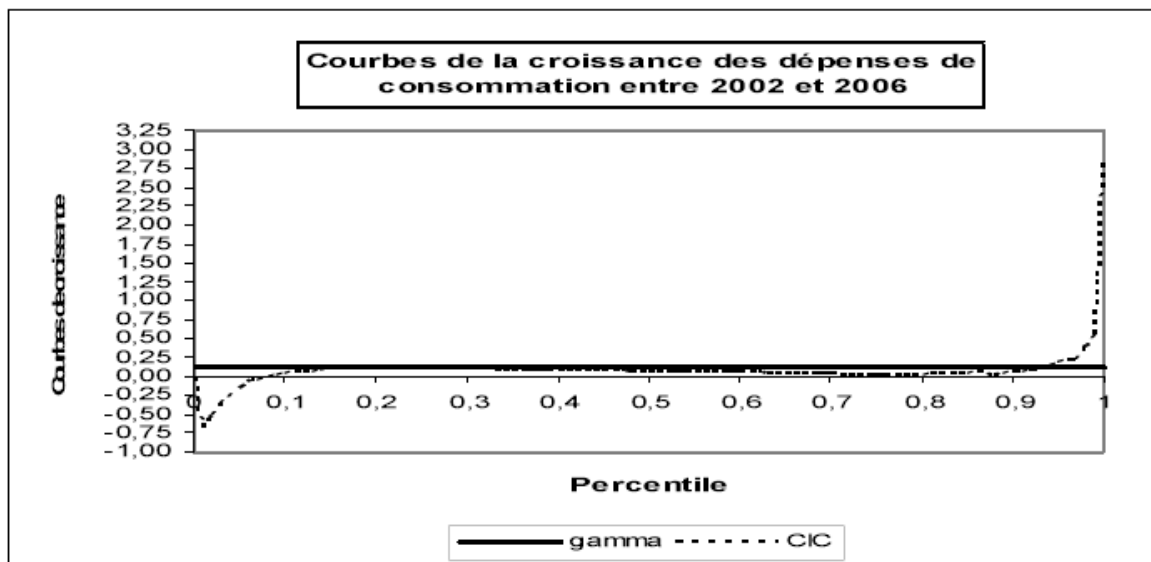
By stipulating that p ranges for 0 to 1, $g(p)$ shows what is known as the Growth Incidence Curve (GIC), or:

$$g(p) = \{[L_2'(p)/L_1'(p)](\gamma + 1)\} - 1. \quad (3)$$

where $\gamma = [(\mu_2/\mu_1) - 1]$ expresses the growth rate of μ between the two periods. When $g(p) > \gamma$ for any p covering the poor, it may be concluded that economic growth is unambiguously “pro-poor” or, in other words, that the benefits derived by the poor from said economic growth are proportionally greater than those accruing to the wealthy.

77. The growth incidence curve falls below the right axis (Figure 2) representing the growth rate of average expenditure between 2002 and 2006 for the poorest. This confirms that economic growth in Benin would not have been beneficial to the poor.

Figure 2: Growth curve of consumption expenditure between 2002 and 2006



Growth curves

Percentile

Gamma

GIC

78. Analysis of the determinants and evolution of poverty clearly shows that economic growth is the essential factor in poverty reduction. Moreover, national consultations have shown that corruption is harmful to the business-enabling environment. For these reasons, the strategic approach is aimed at accelerating economic growth, promoting good governance, and ensuring equitable social development in a poverty reduction context.

79. The ultimate objective of the Beninese authorities targeted by this strategy is sustainable and effective improvement in the living conditions of the people through attacking the root causes of poverty. For it to succeed, the Government intends to implement a policy of accelerated economic growth and poverty reduction compatible with the Millennium Development Goals (MDGs) which it supports. The Government is aware of the fact that economic growth is a necessary but not sufficient condition for poverty reduction. Indeed, the poor lack services, resources, and prospects as much as they lack money. Accordingly, in addition to economic growth, the Actions of the Government will place priority on building human capital, emphasizing developing the capacities of individuals who have been excluded. In this context, actions will particularly stress health, education, adult literacy, relations between the sexes, and the degree of social inclusion, all of which are factors that promote or reduce the well-being of each and every individual and help determine the prevalence of poverty. In the short term, educational and health-related policies, especially reproductive health and the major epidemics, while contributing to the training and development of human capital, will have a direct impact on growth. In the long term, social investments will help achieve the objective of slowing population growth. To enhance the effectiveness of this strategy, the Government will use grassroots development and decentralization in order to create wealth and jobs through regional economic and agricultural poles.

PART TWO: STRATEGIC PILLARS OF THE SCRP STRATEGY

80. The population of Benin is growing at an annual rate of 3.25 percent. The structural characteristics of this population, which is growing that fast essentially due to a still high birth rate and a declining – but still high – mortality rate, pose numerous challenges for Beninese society, especially satisfaction of ever greater needs for human capital development (nutrition, education, health), employment, housing, urban management, and so on. The total number of inhabitants increased from 6.77 million in 2002 to 7.6 million in 2006. By 2009, the total population is projected to reach 8.3 million, with 43 percent living in urban areas, up from 41 percent in 2006. In 2009, the school-age population (6-11 years) will account for 18.8 percent of the total population, while children under 5 years of age will account for 16.5 percent. These segments of the population will exert considerable social demand in terms of nutrition, health, and schooling needs. Satisfying that demand will help improve the well-being of the population and require actions in both the economic and social sectors in 2007-2009. The core challenge is to match demographic growth with economic growth and implementation of appropriate income distribution, social solidarity, and environmental policies.

81. Despite the Government's and Technical and Financial Partners' efforts during implementation of the PRS in 2003-2005, monetary poverty persists due to the subdued rate of growth of the economy, which appears, moreover, to have mostly benefited the better-off socioeconomic strata. On the other hand, certain social indicators have evidently improved and contributed to a marked improvement in the standard of living of the population. These developments have led the Government to pursue an accelerated growth policy geared to generating sufficient wealth to improve the living conditions of the population and reduce poverty. This policy is described in the paper entitled "Strategic Development Guidelines (SDG) of Benin, 2006-2011," which are designed to underscore the following two challenges: (i) enhancement of the overall and sectoral competitiveness of the economy; and (ii) eradication of poverty and improvement of the population's standard of living.

82. The Government's goal, as set forth in the SDG, is to turn Benin into "a country that attracts investments, expedites economic growth, and equitably distributes the outcomes, a country that achieves successful integration in the global economy thanks to its export capacities." This aspiration can only materialize if the economy undergoes a far-reaching structural transformation triggering new, sectorally diversified, growth poles with project clusters maximizing demonstration effects, and if good governance is reinforced in the public sector.

83. The Government intends to achieve its goal by implementing a Growth Strategy for Poverty Reduction in 2007-2009. This framework, with built-in sectoral strategies, comprises responses to the concerns and needs of the different segments of the population. Overall, it aims to generate the conditions for accelerated growth as a mechanism for reducing poverty.

84. Five (5) strategic axes have been singled out as priority intervention areas, in which actions and measures will need to be adopted in 2007-2009. They are:

- Axis 1: Acceleration of growth;
- Axis 2: Development of infrastructure;
- Axis 3: Human capital building;
- Axis 4: Promotion of good governance; and
- Axis 5: Balanced and sustainable regional development.

Box 6: Conceptual Framework of the SCRP [See original French for diagram]

[Vertical:] **GROWTH STRATEGY FOR POVERTY REDUCTION**

Acceleration of growth

1. Stabilization of the macroeconomic framework
2. Revitalization of the private sector
3. Diversification of the economy
4. Promotion of regional integration

Development of infrastructure

1. Transportation infrastructure
2. Energy infrastructure
3. Hydraulic and sewer system infrastructure

Human capital building

1. Promotion of development education
2. Strengthening of professional training
3. Improvement of access to, and quality of, health and nutrition services

Promotion of good governance

1. Expediting of administrative reforms
2. Strengthening of the rule of law and individual liberties

Balanced and sustainable regional development

1. Sustainable regional and community development
2. Emergence of development and growth poles
3. Environment, natural resource management, and living environment

[Right column: Accelerated Growth Strategy

Poverty Reduction Strategy

CHAPTER 4: ACCELERATION OF GROWTH

85. Despite the Government's efforts implementation of the 2003-2005 PRS led to weaker than anticipated rates of economic growth that approximated the rate of growth of the population. That meant that there was almost no per capita growth of gross domestic product in that period and, instead, a marked increase in monetary poverty. In order to reverse that trend, the Government aims, on the one hand, to increase investment in economic infrastructure and, on the other, to promote industrial diversification and integration.

86. To achieve that objective, under an "Emergent Benin Scenario," the Government has set itself four specific targets that will allow it to achieve average annual economic growth of 7 percent in 2007-2009.

87. Those targets entail priority interventions in the following four areas: (i) stabilization of the macroeconomic framework; (ii) revitalization of the private sector; (iii) diversification of the economy; and (iv) promotion of regional integration.

4.1 Stabilization of the macroeconomic framework

88. Over the past few years, Benin has observed most of the macroeconomic framework stabilization objectives adopted as European Union – West African Economic and Monetary Union (WAEMU) convergence criteria. In spite of those efforts, the measures put in place to consolidate the macroeconomic framework have proved incapable of withstanding the pressures exerted by the international and regional environment, which altered the assumptions on which projections had been based. To address these problems, the Government intends to: (i) strengthen the macroeconomic framework; (ii) monitor the macroeconomic environment; and (iii) improve the fiscal framework.

89. **Strengthening of the Macroeconomic framework:** With the support of Technical and Financial Partners, Benin has made a major effort to conceive and implement reforms aimed at strengthening the macroeconomic framework. Over the next three years, the Government intends to build on the progress made with those reforms. To that end, it will pursue fiscal consolidation policies and seek to curb inflation. The Government has opted for policies that, combined, will have a positive impact on competitiveness and economic growth.

90. Under the 2007-2009 SCRP, fiscal consolidation policies will continue. They will aim to: (i) raise Government revenue, mainly by broadening the tax base¹⁰ and making collection agencies more efficient; and (ii) make public expenditure more effective by introducing performance-oriented public administration. In addition, the Government will make sure that increased budgetary resources are allocated to the priority social sectors, at least in proportion to increases in the overall budget, despite the investments it plans to embark on through large economic infrastructure works. By so doing, by combining resource allocations and targeted transfers, the Government will ensure greater equity in the distribution of the fruits of growth. Particular attention will be paid to improving expenditure quality and control.

¹⁰ Without, however, overtaxing energy, because that could lead to high demand for firewood and, consequently, to deforestation and degradation of their biodiversity.

91. The Government will be rigorous in its implementation of fiscal policy. It will strengthen sectoral program-budgets to reflect the Priority Actions Program (PAP) derived from the SCRП strategy. The sustainability of fiscal policy will be assured by observing WAEMU convergence criteria. To that end, the Government will ensure that the level of indebtedness is viable and that financing shortfalls are covered by debt relief and bilateral and multilateral assistance, as well as by bond issues.

92. To improve the purchasing power of the population, the Government commits to guaranteeing price stability by: (i) reducing factor costs by expediting structural reforms; and (ii) eliminating overcharging by enforcing market mechanisms.

93. **Monitoring the macroeconomic environment:** In 2003-2005, Benin endured external shocks (closing of the Nigerian border for transit trade, plummeting cotton prices, higher oil prices) that had a major impact on economic growth. To anticipate, and possibly implement measures to mitigate, the effects of such external shocks on the economy, the Government has decided to establish a mechanism for monitoring factors in the domestic and external environments whose fluctuations affect the business cycle. To that end, the Government has decided to (i) promote the mechanism for economic and financial monitoring of the environment for the major economic sectors; and (ii) to coordinate that monitoring process at the national level.

94. **Improving the tax framework:** The SCRП accords high priority to promoting the private sector and large economic infrastructure projects. To finance these investment programs and the development of the private sector, considerable internal and external resources have to be mobilized. The Government intends to place particular emphasis on domestic taxation. Thus, it will (i) expand the tax base; (ii) embark on a restructuring and modernization of tax and customs administration by reorganizing departments, computerizing procedures, and stronger and equitable human resource capacity building; and (iii) strengthening tax audits with a view to eradicating tax fraud.

4.2 Revitalization of the private sector

95. The SCRП emphasizes promotion of the private sector as the engine of wealth and employment. To maintain that dynamism, the Government intends to: (i) embark on structural reforms; (ii) improve the business climate; and (iii) facilitate financial intermediation for this sector.

96. **Structural reforms:** As part of its efforts to improve the business climate, the Government has adopted a number of structural measures aimed at expediting the State's withdrawal from the productive sector and encouraging the development of private enterprise. There are still obstacles to the unfettered development of the private sector, especially with respect to the restructuring of key sectors and the introduction of regulatory systems.

97. In this context, the idea is to continue and to expedite the privatizations that are currently under way, taking care, in particular, to: (i) improve the legal and institutional framework for privatizations; (ii) enact the electricity sector policy; (iii) adopt the regulatory framework and establish the regulatory authority for the water and electricity sectors; (iv) complete privatization of the Post and Telecommunications Office and establish the regulatory authority for

telecommunications; and (v) expedite the implementation of measures to enhance Cotonou port competitiveness.

98. The Government hopes to complete privatization of the industrial plant of the National Agricultural Promotion Company (SONAPRA) as soon as possible. To do so, it envisages setting up a private-law company, most of whose shareholders would be private individuals, to take over the gin mills. Moreover, to sustain growth and development of the private sector, the Government will expedite the structural reforms needed to attract foreign direct investment (FDI)

99. **Improvement of the business climate:** Accelerated and sustainable economic growth will require private sector development. That must translate into increased private investment and private sector competitiveness. In 2007-2009, the Government intends to implement its enhanced private sector development strategy, with particular emphasis on key actions in the areas of land ownership, taxation, the industrial free trade zone, and new agricultural activities. In this context, the Government will honor its commitment to businessmen to carry out the actions described in the enhanced private sector development strategy letter. In addition, the Government will ensure that the investments are accompanied by environmental and social risk management safeguards.

100. **Financial intermediation in support of the private sector:** In Benin, the difficulty of accessing financial capital is still a major constraint on private sector development, especially for small and medium-sized enterprises (SME) and farmers. In recent years, the development of microfinance has, to a modest extent, eased this constraint. Its contribution to SME and farmer financing could be much more significant with increased professionalism and Government support in the form of a Microfinance Support Fund to serve the least privileged strata, with particular attention to women. As for commercial bank loans, the Government is committed to promoting term deposits, so as to free up financial capital for investment.

101. Private sector promotion and project clusters maximizing demonstration effects will require considerable volumes of finance. The Government will create incentives for the formal financial sector to support private investment in lead sectors. It will also use the “BOT” (Build, Operate, Transfer) mechanism for the investments planned in its large-scale works program.

Box 7: Private sector development policy

The private sector development policy letter sets out the reform program that the Government of Benin intends to implement, in order to reinforce the existing private sector revitalization strategy and support implementation of the 2007-2009 poverty reduction strategy. It describes the principal obstacles to development of the private sector, the main components of its plan to strengthen the private sector development strategy, and the specific reforms and actions to be undertaken.

Principal obstacles to private sector development. The main obstacles identified are: (i) land ownership hurdles; (ii) shortcomings of the judicial system and failure to honor contractual obligations; (iii) tax system deficiencies; (v) [Tr. sic] hindrances to domestic and foreign trade; (vi) high factor costs; (vii) lack of technical support to enterprises; (viii) dependence of the economy on cotton and the re-export trade; (ix) the limited range of export products; (x) corruption; (xi) weak public sector-private sector dialogue; and (xii) difficulty for enterprises of meeting quality requirements and standards.

Main lines of the private sector development strategy. The Government regards revitalization of the private sector as an opportunity to expedite growth and poverty reduction. That is why it proposes to boost the private sector development strategy by undertaking to rationalize the business environment, bring about a more diversified economy, and improve facilities for trade. The private sector revitalization strategy is geared, in particular, to:

- Improving the legal, juridical, and regulatory framework;
- Enhancing factor markets efficiency;
- Improving facilities for trade;
- Developing incipient productive activities and tourism;
- Developing infrastructure services; and
- Strengthening private sector support mechanisms.

Principal reforms and actions to be undertaken. Essentially, the reforms to be carried out are: (i) judicial reform, streamlining of the regulatory framework, enhancing the competitiveness of local enterprises and rationalizing protection mechanisms, tax reform, and stepping up the fight against corruption; (ii) land/real estate market reform, increasing the efficiency of the labor market and enhancing the quality of labor, improving access to bank financing and microfinance; (iii) raising the quality of port and transit services, rationalization of customs administration; (iv) strengthening research, support for private sector associations, and intensifying public-private partnership, and so on.

4.3 Diversification of the economy

102. The Beninese economy is essentially based on cotton. Between the early 1980s and the early 2000s, Benin's share of world cotton exports increased substantially: from 0.06 percent to 2.3 percent. Cotton currently accounts for approximately 40 percent of export (including re-export) revenue. However, in recent years, Benin's that share has declined due to the fall in cotton prices on the world market and lower output.

The fact that export revenue relies so heavily on a single product renders the economy vulnerable to external shocks. Moreover, the data indicate that, of the countries in the WAEMU, Benin's export performance is one of the weakest (Table 9).

103. Indeed, in 1998-2004, Benin's export ratio (exports as a percentage of the value of nominal GDP) averaged 15.3 percent, compared with 30.8 percent for WAEMU as a whole. Furthermore, that rate was under half that of the other countries, with the exception of Burkina Faso and Niger, both of which are landlocked.

Table 9: Average annual export ratio (1998-2004)

Years	1998	2002	2004	Average
Benin	17.1	14.3	15.1	15.3
Burkina Faso	12.9	8.5	8.6	9.6
Côte d'Ivoire	39.4	49.6	48.1	43.6
Guinea-Bissau	14.4	29.9	34.9	28.1
Mali	24.8	31.9	28.0	28.3
Niger	17.8	15.2	15.9	16.5
Senegal	30.3	30.6	27.8	29.8
Togo	29.7	33.8	33.5	31.7
WAEMU	30.0	33.3	31.3	30.8
Source: WDI 2006				

104. Concern to increase exports and gradually reduce vulnerability to external shocks has led the Government to opt for diversification of the economy. This diversification will be undertaken in two directions: (i) the diversification of agriculture; and (ii) the development of project clusters with demonstration effects. Having learnt from the disappointing performance of the cotton sector in recent years, the Government intends to embark on a transition to an economy less dependent on a single product, above all by pursuing a policy of diversification of agriculture. Thus, in collaboration with the private sector, the Government is embarking on a program to support the development of new farm products and crops, namely: palm oil, cashew nuts, rice, market garden produce, pineapple, shea, cassava, and fisheries products (shrimp). To that end, the Government will step up agricultural research so as to support this diversification.

105. Because of the relative decline of primary sector products in world trade, Benin also intends to diversify its economy by developing products with high value-added, so as to take advantage of the opportunities afforded by the growth of world trade in processed products. Consequently, the Government will pillar on the processing of agricultural produce, targeting market niches for which Benin enjoys comparative advantages. Such niches might, for instance, be the clothing industry for textile cotton, the cosmetic industry for shea and palm oil, confectionery for fresh pineapple, and other food-processing or pharmaceutical industries for cashew, and so on. Moreover, this approach, targeting above all markets in the region, would appear to be more promising than the commodity markets served by countries like China and Brazil, which produce on a huge scale and at lower cost. Energy and telecommunications are vital for socio-economic development, as several studies have demonstrated,¹¹ and they are key factors for enhancing the productivity of enterprises in Benin

¹¹ See, for instance: Étude Diagnostique d'Intégration Commerciale (2005), Étude sur le climat des investissements (2005), Étude de la compétitivité des filières exportatrices (2005), and Études sur les sources de la croissance (2005).

Box 8: Strategy for boosting the agricultural sector

In Benin, poverty is predominantly rural, given that the economy is mainly characterized by the preponderance of the agricultural sector. The sector consists largely of small farms: over 550,000 of them, according to the census (DPP, MAEP 2002). It remains essentially subject to the whims of the weather. Farm income and productivity are low and the work force is largely unskilled, which means that farm output is barely competitive. Bereft of financial resources during the sowing season, most farmers are forced by the absence of an effective agricultural loan system to make do with very few inputs. Mining company practices in farming and agro-pastoral areas, fishing grounds, and in forests designated as conservation areas exacerbate natural resource degradation.

Five core objectives have been assigned to the agricultural sector with a view to changing this state of affairs:

1. Increase the availability of food products to both the rural and urban population, ensuring that they are of high quality and affordable for all.
2. Increase the income of those working in this sector.
3. Increase the sector's resources or lower its foreign exchange expenditure.
4. Maintain or increase employment in the sector.
5. Guarantee sustainable management of land, livestock farming areas, and fishing grounds.

To achieve these overall objectives of the agricultural sector, the guidelines and strategies listed below will be developed over the next three years.

To lay the foundations for sustainable agricultural development, it will be necessary to pursue the following strategies:

- Complete the rural land ownership reform, formulate a rural land ownership policy, provide villages with rural land development plans, strengthen the rural land management capabilities of stakeholders, improve women's access to land; and update village soil fitness maps.
- Provide the agricultural sector with a National Agricultural and Rural Extension Strategy (SNFAR).
- Establish a decentralized mechanism for collecting and processing reliable agricultural statistics.
- Provide the sector with sustainable financing arrangements, taking special care to adopt measures aimed at improving the terms on which loans are granted and repaid, paying particular attention to developers of agricultural enterprises.
- Develop human capital in order to strengthen the capacity of institutions and professional organizations in the agricultural sector to develop and disseminate technological innovations, and to analyze farms and produce with a view to achieving optimal distribution of value-added.
- Conduct studies of the potential for hydro-agriculture (small scale irrigation).
- In the water management context, use modified irrigation models and develop baseline infrastructure.
- Opt for farm mechanization adapted to local conditions. The aim is to enable farmers and food processors, individually or in organized groups, to have access to farm mechanization facilities tailored to the ecological and social environment and to their economic and financial situation.

As regards the second guideline concerning the creation of wealth by means of a sound choice of crops and their promotion, the following strategies will be pursued:

- Diversification and expansion of agricultural output, with the following expected outcomes:
 - (a) A 30 percent increase in agricultural output within three years;
 - (b) A 25 percent improvement in yields;
 - (c) Five new product-lines (crops) developed.
- Improvement of market quality and access.

The goal is to develop produce that meets safety and quality standards.

106. The development of project clusters maximizing demonstration effects is warranted by the dearth of industrial processing. In Benin, it is generally limited to the first stage of processing of raw materials, with little value added. That being so, the Government has set about identifying potential mainstays of the Beninese economy. A survey of the principal branches of the economy

of Benin indicates that no cluster exists: all sectors are at the “incipient cluster” stage. Six of the “incipient clusters” identified are: (i) textile cotton; (ii) food processing, trade, and international trade; (iii) buildings and civil engineering works (BTP) and construction materials; (iv) tourism, crafts, and culture; (v) transportation, logistics, and international trade; (vi) telecommunications and information and communications technologies (ICTs). The Government plans to base its accelerated growth policy on tightly-woven development of these incipient clusters, turning them into veritable mainstays of the Beninese economy. This intensification of project cluster development is to be accompanied by specific anti-HIV/AIDS campaigns aimed at preserving the population and ensuring that these projects have a greater impact.

107. **Textile cotton:** The Beninese economy depends heavily on cotton output and today cotton-growing remains the country’s chief export-oriented activity. Over 95 percent of the fiber cotton produced in Benin is sold on the international market. Today, it accounts for almost 40 percent of export revenue and 90 percent of revenue from agriculture. It provides a monetary income for more than 120,000 farmers and is the product that most contributes to exports. Unfortunately, the activity has been hard hit in recent years by unfavorable developments in international trade, disruptions caused by an unevenly managed liberalization of the sector, and under-utilization of gin mill production capacity because of low levels of grain cotton output. To revive the textile cotton industry, the Government intends not just to boost cotton production but also to create the conditions required for Benin to process a large part of the grain cotton produced. The Government will take the necessary steps to guarantee quality control of the chemical inputs and proper use of them, in order to protect the health of the population and ecosystems. In looking for highly promising market niches, emphasis will be placed on subcontracting to clothing industry companies abroad, following the example of countries like Tunisia and Mauritius which, although they do not produce grain cotton, have still managed to develop a competitive processing sector.

Table 10: Structure of exports, Benin (CFAF billions)

	Period prior to PRSP I		PRSP I period	
	2000-2002	Share (%)	2003-2005	Share (%)
Cotton fiber	92.5	32.1	103.8	34.1
Cottonseed	4.2	1.5	0.8	0.3
Cottonseed meals	2.5	0.9	2.9	1.0
Palm oil	0.0	0.0	0.9	0.3
Palm-kernel meals	0.0	0.0	0.3	0.1
Cashew nuts	10.8	3.8	9.2	3.0
Tobacco and cigarettes	2.1	0.7	8.8	2.9
Wood and woodwork	3.1	1.1	2.3	0.8
Miscellaneous products	10.3	3.6	17.1	5.6
Re-exporting	134.9	46.8	132.1	43.4
Unregistered trade	28.0	9.7	26.4	8.7
Total exports	288.4	100.0	304.7	100.0

Source: BCEAO

108. **Food processing, trade and international trade:** The food processing industry in Benin is still incipient. With a view to promoting the processing of agricultural produce (cashew nuts, pineapple, palm seeds, cassava) for which Benin enjoys comparative advantages, the Government intends: (i) to boost palm oil cultivation, tailored to local ecological conditions, and to encourage investors to install modern processing plants; (ii) support the efforts under way to improve the percentage of cashew nut output processed locally and to initiate talks with private enterprises developing exports of this product; (iii) see to the proper working of the traceability

system put in place by the Benin Center for Standardization and Quality Management (CEBENOR); (iv) strengthen the technical capacity of existing processing units; and (v) establish conditions conducive to the installation of new processing units and support producer initiatives with respect to both processing and preservation. The Government will continue its support for the groups of farmers producing the aforementioned products so as to enable them to improve the quality of their products for export. The processing of shea nuts and some subsistence crops are activities predominantly performed by women and will be strongly supported by the Government.

109. Finally, the Government is counting on implementing the proposed consolidation of foreign trade support structures by establishing the Exports and Investments Promotion Agency (APEI), as indicated in the workshop to approve the trade integration diagnostic assessment.

110. **Buildings and civil engineering works (BTP) and local construction materials:** BTP have played a very important part in the resumption and consolidation of growth in Benin in recent years. Local BTP companies appear to be low on financial resources and physical fixed assets, but they also seem weak in terms of organizational and managerial capacity. To address that, the Government plans to carry out major works that could attract multinational BTP enterprises and lead to subcontracting to domestic companies and a skills transfer process.

111. **Tourism, crafts, and culture:** Despite the country's considerable natural, historical, and cultural heritage, tourism in Benin is still incipient. Mindful that it is the second largest source of foreign exchange, after cotton, the Government has set about developing a national policy to develop the tourist industry, aimed at: (i) significantly improving the hotel and tourism services provided for businessmen and businesswomen; (ii) laying the foundations for the development of international tourism; (iii) promoting tourism related to conferences and meetings; and (iv) promoting Benin's tourism potential in international travel markets. The low qualifications and lack of professionalism in the enterprises operating in this sector have hampered the implementation of these measures. For that reason, the Government is committed to raising the capacities of these commercial players over the next three years and to rehabilitating and developing tourist sites. The idea is to carry out major infrastructure projects for this purpose, especially the "fishing route project."

112. Unlike the countries of South, East, and North Africa, West African countries have not yet developed their tourism potential. Benin, however, has a hugely diversified and rich ancestral cultural tradition as a result of the diversity of its population groups and habitats and its position at the crossroads of great historical currents and migratory movements, which the Government intends to exploit in its efforts to promote tourism and crafts.

113. Here, too, it is important to ensure high quality in the provision of such services as electricity, telephony, transportation, and logistics. For instance, the investment climate study showed that brownouts caused turnover losses of approximately 13.4 percent. More than 59 percent of enterprises have to go to the extra expense of purchasing electricity generators. In the tourist sector, 67 percent of firms regard electricity supply deficiencies as a major problem.

114. The Beninese crafts sector preserves, develops, and processes local resources and, as such, constitutes a veritable reservoir of jobs. Indeed, in employment generation terms, it is the third most important sector, after agriculture and commerce. It comprises approximately 210 trades, among them several activities that generate monetary income for the population. Today, it

accounts for approximately 12 percent of Gross Domestic Product. Being aware of the importance of crafts for poverty reduction, the Government will strive to make it an engine of economic development. It will therefore attempt to bring about the proper conditions for implementing the National Crafts Development Policy (PNDA) by, above all: (i) strengthening and expanding the foundations for a crafts industry; (ii) strengthening the managerial capacities of the decentralized financing institutions, by training their staff and tracking and monitoring their activities; (iii) tailoring the financing system to the needs of the crafts industry; (iv) enhancing the quality of crafts products in order to both increase domestic sales and improve positioning in regional and international markets; and (v) ensuring promotion of women's craft activities (basket weaving, weaving, pottery...).

115. **Transportation, logistics, and international trade:** A well-maintained infrastructure network and efficient and competitive transportation services allow companies to reduce their production costs, keep markets well supplied, and facilitate the development of economic activities. In Benin, it will be a question of developing baseline transportation infrastructure and continuing implementation of the reforms currently being carried out in the sector to encourage private investment.

116. **Information and Communications Technologies (ICTs):** As pointed out earlier, telecommunications are core aspects of business and growth. In terms of telecom infrastructure, Benin has markedly increased its number of fixed and mobile telephone lines, service providers, and Internet users. However, the high cost of accessing these services and poor quality customer service are two problems that need to be overcome in this key sector for boosting investment.

117. Quite apart from the run-down state of the equipment used by "Bénin Télécom S.A." and network malfunctions, Benin telecom fees are higher than those in most countries in the subregion. The same is true of the cost of installing a company telephone line: US\$280 in Benin, US\$81 in Mali, US\$32 in Senegal, US\$50 in Ghana, US\$78 in Thailand, and US\$ in Malaysia.

118. The most striking comparison is with Senegal, where liberalization of the sector has been a success and where rates are among the most competitive in Africa, thanks to a strategy of broad, low-cost access to ADSL [splitter less asymmetric digital subscriber lines]. That has enabled Senegal to develop e-commerce, as in the processing of newspapers published in France. Moreover, by opting for a broad subscriber base, the telecom company has achieved excellent financial earnings.

119. To improve services to the general public, the Government has begun reforming the post office and telecommunications sector by introducing private players as a way to increase the supply of infrastructure and telecommunication and postal services. The strategy has resulted in a marked reduction of costs and has encouraged the development of information and communication technologies. This reform needs to be supported by enhancing the following: (i) liberalization of the telecommunications and post office sector by establishing a new legal and regulatory framework; (ii) privatization of the state telecom enterprise; and (iii) the development of services exploiting the availability of submarine cable and an educated population.

Table 11: Average cost of a three-minute dial-up call to the USA in US\$

	Benin	Ghana	Senegal	Mali	Togo	Bangladesh	Thailand	Malaysia
1998	7.16	NA	4.48	NA	11.44	6.00	6.98	3.82
1999	6.86	2.92	3.19	14.62	7.80	4.40	2.54	2.76
2000	5.93	1.65	2.23	12.64	7.90	4.14	2.19	2.37
2001	5.76	1.26	1.81	12.28	7.67	2.47	1.49	2.37
Source: International Communications Union (2004), cited in the Diagnostic Trade Integration Study [DTIS] (2005)								

4.4 Promotion of regional integration

120. **Promotion of regional integration to enhance competitiveness:** Given the need to involve Benin in a dynamic process of accelerated and sustainable economic growth, a change of approach is required in order to make the most of membership of regional groupings (WAEMU, ECOWAS, and the African Union) and of insertion in the global economy... This integration will be based on regional exchange complementarities among Benin and neighboring countries. The Government plans to take greater advantage of its strategic position as a link between Nigeria and WAEMU, on the one hand, and, on the other, of openness toward the countries in the hinterland. To do so, the Government has decided to: (i) develop its transit services potential and make the country a platform for trade; (ii) develop channels for the exchange of subsistence crops, for which there is strong demand in the region (above all in Nigeria and Niger), with a view to increasing output of those crops; and (iii) strive to establish joint ventures capable of ensuring complementarity of production factors and thereby boost Benin's industrial potential. These options will be accompanied by programs to strengthen efforts to combat HIV/AIDS along borders.

121. Within regional organizations, the Government is committed to ongoing support for efforts to modernize ECOWAS bodies, and, especially, to strengthen its bilateral cooperation with Nigeria. That might help reduce the volume of illicit trade with that country. To that end, the Government will continue talks on the lifting of non-tariff barriers adopted by Nigeria pursuant to the Badagry memorandum. Thus, Benin's unstructured trade may become more diversified and better organized as Nigeria liberalizes its economy, just as Hong Kong adapted to the opening up of China in 1978. In WAEMU, these developments will translate into a stronger regional market in government securities and private bond issues.

CHAPTER 5: DEVELOPMENT OF INFRASTRUCTURE

122. Economic infrastructure plays a key part in the development process. Because of its cross-cutting impacts, it contributes to the development of all sectors and directly affects all strata of the population. Since it is so important for growth, the Government has made it a core component of the PRSP, in the form of huge works to be inaugurated by the Head of State. In addition, bearing in mind that the development of infrastructure requires the mobilization of human resources, who will be exposed to the risk of contracting HIV/AIDS, the Government will make sure that infrastructure development programs are accompanied by specific programs to prevent and combat the spread of the disease.

123. A network of properly maintained infrastructure and efficient and competitive transportation services will enable enterprises to lower their production costs, help ensure that markets are well supplied, and develop economic activities.

124. The energy sector is vital for economic development and an important factor for improving the well-being of the population. Electricity, in particular, is of prime importance in the productive sector; for service industries, such as tourism; and for improving household living standards. The same is true of oil and gas, which are needed for the circulation of both goods and persons, and play a key role in both industrial and domestic output. Conscious of the sector's major contribution to growth and improvement of the population's standard of living, the Government attaches considerable importance to the energy sector in the PRSP.

125. Sanitation and water management are essential for a population's well-being, because they improve both health and the environment. Access to safe water is a baseline need for every human being and therefore figures prominently in both the PRSP and the MDG. Harnessing water for productive purposes is key to reducing the vulnerability of rural households to the vagaries of the weather and to raising agricultural productivity.

126. Economic infrastructure is thus an effective lever for furthering development and economic growth. Moreover, development of this sector will enable Benin to make the most of its geographical position. Indeed, it could really act as a transit corridor to Nigeria and the WAEMU countries. The PRSP highlights the following Government priorities: (i) transportation infrastructure; (ii) energy; and (iii) water management and sanitation.

5.1 Transportation infrastructure

127. Transportation infrastructure refers to development and maintenance of the road network, including rural roads, the railways, the development of maritime and river-based transportation, and port and airport facilities.

128. Benin lacks proper transportation infrastructure, despite the fact that it is essential for trade to develop. A comparison of Benin with certain West African countries reveals huge discrepancies. Benin has the least developed rail and road network, the least road traffic density ratio, and the fewest up-to-standard airports.

Table 12: Comparison of transportation infrastructure in a number of countries

	Benin	Togo	Nigeria	Burkina Faso	Côte d'Ivoire
Length of railroad network	578	525	3557	622	660
Railways (km ²)	0.005km	0.009km	0.004km	0.002km	0.002km
Length of road network	6,076	7,520	194,394	12,506	50,400
Roads in (km ²)	0.05km	0.13km	0.21km	0.05km	0.16km
Tarmac roads	30%	32%	31%	16%	10%
Airports with tarmac runways	1	2	36	2	7
Sources: CIA (2004) cited by UNCTAD (2004), Investment Policy Review of Benin, and documents of the MDCTT/PR.					

Road network

129. As for the road network, investments since 1970 have achieved a fully asphalted transit infrastructure network. The two North-South corridors, between Cotonou and Niger, on the one hand, and between Cotonou and Burkina Faso, in the direction of Mali, on the other, play an important part in regional integration. The coastal Togo-Benin-Nigeria road is also asphalted. The two highways crossing the Centre and North of Togo-Benin-Nigeria also perform a useful function and the current transport sector strategy envisages completion of tarmac surfaces for these roads, as well. However, heavy use of these corridors by overloaded trucks is causing degradation and could render them less competitive unless urgent steps are taken, especially freight and axle load controls. Throughout the road network, in terms of frequency and effectiveness, the controls leave much to be desired.

130. The network of urban and interurban road connections needs to be improved in light of decentralization and urbanization. The weakest aspect of the road network, however, is lack of maintenance. Even today, the resources raised by the Road Fund only cover 60.79 percent of the road network's current maintenance requirement, which totaled CFAF 28,427 million in 2007. A budget allocation provides for periodic maintenance of part of the network. As Road Fund resources dwindle, some thought must be given to a financing mechanism. The Government therefore will continue setting up highway toll booths, while identifying new sources of road maintenance funding.

131. Rural roads are vital for collecting and distributing agricultural products. Overcoming the isolation of rural areas is thus an important ingredient of economic, social, and political development. The rural road network is, however, still insufficient. Of the 25,575 km of registered roads, so far only 7,827 km have been developed and only 1,075km are properly maintained. In the search for funds to cover the maintenance of already rehabilitated roads, certain local authorities – now responsible for road maintenance and management under the decentralization plan – have begun setting up toll booths on existing roads, as a way of covering part of maintenance costs. These practices will not be sustainable on an erratic basis. Toward the end of the 1990s, the Beninese authorities had developed and begun implementing a national rural roads planning and financing strategy, which the Government now intends to update, with a view to finding a sustainable solution to this problem within the framework of the SCRP.

Box 9: National Rural Roads Strategy and Implementation of Pilot Projects

A national rural roads planning and financing strategy was developed and put into effect as of the end of the 1990s. Its overall objective is to ensure the sustainability of infrastructure as a contribution to poverty reduction in rural areas.

The specific goals of the strategy are: (i) effective “ownership” of rural road network management by its beneficiaries; (ii) rational development of the rural road network and tailoring it to better serve the need to open up remote rural areas and satisfy its transportation requirements; and (iii) identification and determination of an appropriate mechanism for sustaining long-term financing for the existing road network.

This strategy was tested in three (3) pilot projects financed, respectively, by the World Bank (IDA), the Danish International Development Agency (DANIDA), and the French Development Agency (AFD) and the European Union.

These experiments proved useful for both the beneficiaries and the authorities.

For the beneficiaries, they entailed, broadly speaking, real involvement of the communities in the process of identifying and carrying out construction works or road rehabilitation.

For the central authorities, those pilot projects gave them an opportunity to share their new vision of planning and maintenance with grass-roots communities, which benefited from the awareness-raising activities and manual maintenance training sessions.

Overall, the synergy created in this way resulted in: (i) a considerable stretch of roads selected and maintained by their beneficiaries; (ii) heightened awareness of the population of its rural road management responsibilities; (iii) the development of local skills for the upkeep of rural roads, using the labor-intensive methodology (SMEs, think tanks, and labor); and (iv) the generation of alternative gap-bridging jobs.

Source: Ministry of Transport

132. Certain deficiencies still exist in the departments responsible for the subsector, especially at the decentralized level. Reforms are needed in order to reshape the tasks of the regional departments and to make more efficient use of human and financial resources.

133. In the road network sector, the Government has set several priorities regarding the expansion and maintenance of the network, as well as road safety. The priority areas are:

134. **Improving mobility for people and goods.** To accomplish this, the Government intends to: (i) ensure correct maintenance of the existing road network, taking decentralization into account; (ii) develop road infrastructure in order to consolidate relations among regions in the interior; (iii) enhance management of mobility, safety, and protection against environmental disruptions (noise, air pollution) caused by traffic (vehicles, bicycles, pedestrians) in large towns; (iv) strengthen environmental managements and environmental protection measures in the road subsector; and (iv) strengthen road safety.

135. **Supporting the productive sector to contribute to economic growth.** In the SCRP framework, the Government wishes to undertake large works, encourage the arrival of civil engineering multinationals, and, through subcontracting arrangements, develop private sector (SME) capacity for road works.

136. **Contributing to poverty reduction by developing rural roads.** The Government wants to turn rural roads into a real instrument of development. For that, the actions required are: (i) national coordination capacity-building; (ii) improvement of rural access road network

management; (iii) devolution of responsibility to local governments; and (iv) implementation of the financing system modified so as to support and subsequently maintain rehabilitated roads.

137. **Increasing the international competitiveness of the Beninese transport system.** To make the transport sector competitive, the Government plans to: (i) strengthen road infrastructure with a view to consolidating subregional integration; and (ii) improve conditions and facilitate transportation on international routes.

138. **Recovering infrastructure usage costs from users.** This will require consolidating the road maintenance financing mechanism (the Road Fund), above all by strengthening highway toll systems, and so on....

139. **Finally, enhancing the sector's planning and management capacity.** Here, over the next few years, the Government plans to consolidate planning and programming mechanisms for development of the roads sector.

River and sea transportation network

140. River and lake transportation systems have not really been developed in Benin, even though they could potentially help open up remote areas, boost tourism, and even create a public transportation system for the population living near to Cotonou.

141. The port of Cotonou is capable of handling (loading or unloading) approximately 2.3 million metric tons of freight per year. According to previous calculations, that capacity was supposed to suffice until 1998, and, possibly, 2001, given some improvement in productivity. However, the volume of traffic rose faster than forecasted, to reach 3 million tons by 2000, 4.3 million tons by 2003, and 5.3 million tons in 2006. Thus, demand now exceeds the port's capacity. Moreover, at low tide, the water in the port is only 10 meters deep, when nowadays container-carrying ships need 12 to 14 meters. As a result, such ships sometimes have to be diverted to other ports, such as Abidjan. The port platform is tiny, which makes port operations difficult. The port of Cotonou's transaction costs are noticeably higher than those of other ports in the subregion.

142. Given the importance of the shipping sector, especially the key part that the Port of Cotonou plays in the Beninese economy, the Government is keen to preserve it and to make it more competitive. To that end, it will embark on institutional reforms aimed at: (i) enhancing the performance and quality of service provided to users of the Port of Cotonou; (ii) revamping the port's installations, expanding the port, and issuing a new Maritime Code; (iii) tightening port platform security and improving the quality and promptness of the services provided; (iv) strengthening environmental management and environmental protection measures in the maritime and port subsector; (v) hooking up all services to the port management software and expanding computerization of port operations with a view to expediting them and reducing discharge costs; (vi) involving the private sector in port and shipping activities; (vii) tailoring maritime policy to community needs; (viii) enhancing the institutional capacity and professional qualifications of the Merchant Navy Directorate; and (ix) constructing a dry dock at Parakou. Furthermore, the Government intends to facilitate the development of a transportation system that takes advantage of the country's numerous waterways and man-made lakes.

Air transportation

143. Benin has just one international airport, at Cotonou. Its runway is 2.4km long, which in the future might not be long enough to accommodate jumbo aircraft. However, it cannot, physically, be extended. There are seven smaller airfields in the interior, but there are very few inland domestic flights.

144. Under the 2007-2009 SCRIP arrangement, an effort will be made to: (i) upgrade, expand, and strengthen security at Cotonou's international airport; (ii) strengthening environmental management and environmental protection measures in the aviation subsector; (iii) privatize Cotonou airport management; (iv) have a second airport built by the private sector, under a Build, Operate, and Transfer (BOT) arrangement; and (iv) gradually turn the secondary Parakou and Natitingou airfields into airports meeting International Civil Aviation Organization (ICAO) standards.

Railroad network

145. The railroad network consists of a single meter-gauge track between Cotonou and Parakou (438km). However, both the track and the rolling stock are in very poor shape, so that parts of the route are currently not used. Since the highway was asphalted, the railroad has to compete with it on this stretch. The Cotonou – Pobé and Cotonou – Sègboroué railway lines are currently not in use, but are supposed to form part of the ECOWAS international connection system.

146. To promote railroad sector development, the Government intends to: (i) formulate and implement a rail transportation policy; (ii) strengthen environmental management and environmental protection measures in the railroad subsector; (iii) continue rehabilitating the railroad in the Lama area; (iv) establish the conditions for fair competition between North-South rail and road transport options; (v) privatize the running of the Benin-Niger Railway (OCBN); and (vi) rebuild the coastal road with a connection to Nigeria.

5.2 Energy infrastructure

147. As regards electricity, the investment climate study conducted in 2004-2005 showed that it takes 104 days for a manufacturing enterprise in Benin to be hooked up to the electricity grid, compared to 12 days in Senegal, 32 days in Mali, and 18 days in China. Moreover, brownouts cause output losses in the order of 7.4 percent in Benin, compared to 2.6 percent in Mali, and 1.8 percent in China. As for the duration of such brownouts, in days per year, the figure for Benin in 2003/2004 was 44 compared to 14 days in Mali.

Table 13: Bottlenecks caused by electricity supply problems: an international comparison

Problem	Benin	Mali	Senegal	China
% loss of output	7.4	2.6	5.1	1.8
Number of brownouts	43.9	14.5	31.5	n.a.
% of firms that have their own generator	26.9	45.3	61.6	17.0
Time it takes to hook up to the grid	104.4	31.7	12.4	18.2
Source: ECI Benin (2005)				

148. Benin is a net importer of electricity from Côte d'Ivoire and Ghana, while, on average, WAEMU and African countries are net exporters of it. To address this capacity issue, it is important for Benin to acquire a degree of autonomy and reduce its dependence on energy imports. To that end, the Government plans to build a power station.

Table 14: Electric energy capacity, Benin (millions of Kw)

	1980-1985	1986-1990	1991-1995	1996-2000	2001-2002
WAEMU	1.54	1.66	1.72	1.86	1.77
Nigeria	2.86	4.57	5.91	5.89	5.89
Benin	0.02	0.02	0.03	0.11	0.12

Source: U.S. Department of Energy, November 2004 (quoted in DTIS 2005)

149. To address the challenges it faces in the energy sector, under the SCRIP strategy, the Government will adopt ambitious measures and programs to satisfy current and potential demand for energy. It will do so by: (i) establishing an appropriate institutional, legal, and regulatory framework; (ii) consolidating implementation of an energy information system to provide tools for energy policy decision-making; (iii) promoting rational use of energy in all branches of the economy; (iv) diversification of domestic sources of energy; (v) taking advantage of national, economically viable, energy resources; (vi) improving the pricing (rates) system for energy use; and (vii) shortening the time it takes to hook up to the grid. Implementation of these measures in line with those designed to boost the private sector should attract DFI and encourage local investment as well.

150. With respect to electrification in rural areas, energy sector activities have to do with the consumption of biomass energy (firewood), oil and gas, and electricity. Total end-consumption of energy over the past five years has averaged approximately 1,584 kilo tons of oil equivalent (ktoe), which constitutes a relatively low level of per capita consumption of 0.252 toe per annum. Not much progress has taken place in Benin with respect to the consumption of electricity. In households and in services it increased from 154,849 MWh in 1996 to 392, 558 MWh in 2002, an increase of 15.6 percent [Tr. sic]. This translates into: (i) a low percentage of households with electricity (approximately 22 percent nationwide in 2003 and less than 5 percent in rural areas; (ii) still incipient development of the industrial sector, comprising only a limited number of industries (food processing, textile cotton ginning, pharmaceutical companies, and cement factories) accounting for only 2.1 percent of the total demand for electricity in 2002.

151. The Government's rural electrification goal is to establish the conditions needed to bring electricity to 150 rural localities each year (an average of 10 per rural electrification concession) and, at the same time, to ensure that, by 2009, the average electrification rate for all those rural localities is at least 20 percent. The achievement of that goal, which would also ease the pressure on forest resources, must depend on: (i) the electrification options chosen; (ii) the way in which electrification of rural areas is organized; (iii) rural electrification priorities; (iv) the pricing of electricity in rural areas; (v) the use of renewable and local sources of energy; (vi) support for local rural electrification initiatives; (vii) financial assistance for the installation of household electric appliances and hook-ups; and (viii) synergy with other sectoral programs.

5.3 Waterworks and sanitation

152. This priority area involves the following sectors: safe water in rural and urban areas; water management works for productive purposes, and sanitation infrastructure.

Safe water supplies

153. Recent statistics show that approximately two-thirds of the rural population in Benin lack access to safe water. Apart from that supply shortage, there is also no proper legislative and regulatory framework for integrated management of water resources. These shortcomings stem from: (i) failure to meet the goal of constructing, on average, 1,350 watering places a year, needed to meet Millennium Development Goals (MDG); (ii) delays in organizing the financial participation of local communities; (iii) red tape in procurement procedures; and (iv) the large number of bodies involved in water resource management decisions.

154. In rural areas, as of December 31, 2005, 12,089 watering places had been constructed in Benin, covering 41 percent of the country's rural population. By 2015, if today's distribution of the population and safe water supply coverage remain unchanged, the number of people living in rural areas without access to safe water will have risen to 8 million. Without underestimating the efforts to be undertaken by then, these figures show that, despite them, much remains to be done to ensure that the population has access to safe water. Thus, to address this challenge and strive for attainment of the MDGs, the Government plans to: (i) expedite the expansion of access to safe water for approximately 4 million people; (ii) ensure that investments are sustainable; and (iii) enhance the impact of investments in the sector.

155. In urban areas, SONEB is currently supplying 69 urban districts. Eighty percent of the demand for water is concentrated in Cotonou, Porto Novo, Parakou, and Abomey/Bohicon. The rest comes from smaller towns and small urban localities. It was estimated that in 2005 approximately half the population had access to safe water, based on the figure of 120,328 customers and an average of 12 people supplied by each connections. By that count, approximately half the urban population still lacks access to safe water. Most of these people live on the outskirts of urban areas. Between 1991 and 2004, the sale of water, in cubic meter terms, grew by approximately 12 percent a year, compared to 5 percent a year between 2000 and 2004.

156. To address the challenge regarding access to safe water in urban areas, the Government proposes to: (i) rehabilitate and expand the water processing plants in Védoko and Godomey; (ii) hook-up two wells in the new drilling field; (iii) rehabilitate the six (6) old wells and hook up 20 new ones; (iv) rehabilitate the water towers; (v) install water pipes; (vi) systematize measures to protect against water pollution; (vii) prepare and propose regulations and standards to govern water resource catchment and management, on the one hand, and rational use of it, on the other; (viii) ensure proper management of water resources in the public domain, such as wetlands, rivers, lakes, lagoons, springs, and artesian wells, etc; (ix) guide and coordinate actions by the Government and external partners in the water sector; (x) coordinate actions relating to different uses of water and encourage Integrated Water Resource Management (GIRE); (xi) provide advice and support to villages and other stakeholders in the water sector through briefings, training, and technical assistance; and (xii) see to it that safe water supply policy is implemented.

Works to harness water supplies

157. Surface water accounts for approximately 3.8 percent of the known, potentially available supply for irrigation. Beninese agriculture therefore essentially uses rain water, with all the attendant uncertainty regarding output, low productivity, precarious food security, and so on. Today, fewer than 3,000 hectares of land are properly irrigated and farmed. They are mainly old,

rehabilitated rice fields, micro-irrigation schemes constructed since 1984, and a few private farms.

158. The Government's determination to turn agriculture into an engine of growth, and hence more productive and competitive, will therefore require considerable investment in irrigation and other water management works.

159. The Government's priorities in this sector in 2007-2009 are to: (i) perfect the tools for rational water use and ground water resource management; (ii) create an environment conducive to – and with incentives for – the development of water management infrastructure; (iii) promote private irrigation in order to ensure rapid economic growth, strengthen the financial capacity of local governments, and grant certain segments of the population greater autonomy; (iv) increase the area of land under irrigation by using reliable water management systems; (v) construct and restore watering places for pastoral uses; and (vi) develop fish farming facilities.

Sanitation works

160. Sector studies on sanitation point to a number of problems that have arisen in recent years, particularly as a result of rapid urbanization. Urbanization is particularly disorganized on land that has not been divided into plots and is not connected to mains services. This lack of urban management is the result of the dearth of both community management capacity and the financial resources to respond adequately to the growing demand for services, as well as the anarchical occupation of plots in areas unfit for habitation. Finally, there is a shortage of sanitation infrastructure to channel rain and waste water and to handle solid waste.

161. The Government's urban management program envisages: (i) producing urban planning documents, such as master plans for town planning and urban development; (ii) installing drains in the streets of Benin's principal urban centers and secondary towns; (iii) proceeding to make landed and residential property more secure (titling); (iv) identifying low-cost and welfare housing areas and fitting them out with mains services; (v) promoting real estate operations in order to increase the supply of decent housing; and, finally, (vi) investing in sanitation infrastructure in both towns and rural areas.

CHAPTER 6: HUMAN RESOURCE DEVELOPMENT

162. In an awareness of the urgency of the population issue, Benin approved a Declaration of Population Policy (*Déclaration de politique de population*, DEPOLIPO) in 1996, and revised it in 2006, in an effort to address the problem. The purpose of the Declaration is to improve the standard of living and quality of life of the population and, over the long term, to arrive at an appropriate match between economic growth and population growth. The Declaration covers a twenty-year period (1996- 2016) and comprises 16 global objectives (Box 9). These objectives require substantial social investment over time, as well as an increase in both the quantity and quality of jobs. The challenge consists of boosting competitiveness through a combination of physical investment programs and human resource development. Prevention and treatment of HIV/AIDS are also a Government priority.

Box 10: Main Objectives of the DEPOLIPO

1. Provide high-quality education to all citizens of Benin.
2. Find in-depth and lasting solutions to the problems of vocational training and employment.
3. Increase life expectancy at birth from 54 years in 1992 to 65 years by the year 2016.
4. Promote responsible childbearing.
5. Achieve better spatial distribution of the population.
6. Take international migration into account as a factor in the development process.
7. Ensure that the entire population has available, at all times and in all locations, adequate, wholesome food that ensures nutritional well-being.
8. Promote safe housing, as well as protection of, and respect for, the environment.
9. Create conditions conducive to full participation by women in the development process and to their enjoyment of the resulting benefits.
10. Create conditions conducive to optimal fulfillment of the potential of young people.
11. Ensure sure that the elderly receive a comfortable social security allocation.
12. Integrate handicapped persons into the development process.
13. Adjust the implementation of population policy to regional specificities.
14. Integrate elements of said policy into development plans and programs.
15. Mobilize the people of Benin to address the country's socio-economic and demographic problems.
16. Improve the state of socio-economic and demographic knowledge of the country.

Source: DEPOLIPO, 1996

163. The development of human capital – i.e., strategic theme 3 – constitutes a response to this challenge and is a prerequisite for improvement of personal income and economic growth, especially in the new globalized environment in which knowledge, know-how and interpersonal skills play a central role in boosting productivity and reducing poverty. It is now generally acknowledged that poverty is not exclusively attributable to low incomes, but that it also results from lack of access to the various forms of capital. Indeed, non-monetary poverty, which is an aspect of human poverty, is defined as an array of things that an individual does not have: e.g., it is the inability to live long and in a good state of health, to obtain education, to enjoy decent living conditions, and to participate in community life. The SCRP, by promoting education and improved health care, identifies the development of human capital as a pillar of growth and poverty reduction.

164. The education sector plays a strategic role because it is the primary mechanism through which social values are transmitted, and skills developed, that enable individuals to find the means and motivation to build a country that offers a good life. With this in mind, the Government feels that baseline education is a priority sector and has decreed that schooling shall

be cost-free and expenses covered, as from the 2006-2007 academic year, for children enrolled in public schools, and that private educational establishments shall also receive a government subsidy to defray their costs. However, the Government has not lost sight of the fact that the secondary and tertiary levels are of strategic importance in ensuring strong growth. It therefore plans to continue its support for secondary and higher education in order to train competent and competitive managers who can help spur the modernization of the economy. Given the threat posed by the HIV/AIDS pandemic, the Government intends to promote behavioral change by introducing, among other things, prevention programs into training curricula.

165. In addition to interventions directly geared to the formal educational sector, the SCRP places particular emphasis on vocational training. To this end, the Government intends to allocate resources to vocational training and to functional literacy of young people and adults in order to encourage their integration into the labor market. These are effective ways to foster insertion into professional life, particularly in the growth sectors on which the government intends to pillar its efforts over the next few years. There will therefore be a need for innovation and for short-term training options to train the specialized and skilled labor that will be crucial to the development of clusters of projects with multiplier effects.

166. Health is also an essential dimension of the population's well-being, as well as a key factor in its productivity. Poverty manifests itself throughout the health sector in: (i) a low level of access to health services and high quality care; (ii) a lack of healthcare, hygiene and sanitation infrastructures; and (iii) a resurgence of malnutrition and poor diet. Beyond these issues, the HIV/AIDS pandemic, the emergence of new endemic diseases, and the mutation of known endemic diseases (e.g., malaria) also pose major challenges for the healthcare system.

167. Finally, if poverty is to be reduced, the needs of vulnerable groups must be addressed through a system of social protections. Vulnerable groups include women, children, the handicapped, and the elderly. To attain its objectives of accelerated growth and poverty reduction, the Government will emphasize social protections, promotion of the family unit, and gender equity.

168. The Government has thus identified four objectives that are reflected in the following four (4) priority areas of intervention: (i) promotion of development-oriented education; (ii) strengthening of vocational training in keeping with the requirements of the labor market; (iii) improved accessibility and higher quality of health and nutrition services; and (iv) strengthening of social protections.

6.1 Promotion of development-oriented education

169. Since education is a condition for economic takeoff, ambitious educational policies are called for. Despite its important role in accelerating of economic growth and poverty reduction, the educational sector is plagued by numerous problems, including in particular: (i) the scarcity of pre-school facilities; (ii) a primary education system characterized by low retention rates and poor performance, especially for girls; (iii) the limited scope of higher education; and (iv) the threat posed by the HIV/AIDS pandemic.

170. Access to high quality baseline education is an important factor in poverty reduction. The Government has therefore made primary education one of its main priorities. The main goal is to

ensure primary education for all by the year 2015, in accordance with the MDGs. The importance of baseline education for development should be reflected, not only in the sequencing of activities, but also in budgetary allocations. In order to achieve this, the following strategic interventions, broken down by educational level, are envisaged.

171. **Pre-school level.** The goal here will be, among other things: (i) to improve access to pre-school through the promotion of community-level facilities, raising the awareness of communities and local elected officials of issues related to early childhood stimulation, in order to obtain their support for the creation of pre-schools by communities. The Government will ensure equitable coverage of rural and urban areas through: (i) a communication plan, encouragement for relevant educational initiatives by Non-Governmental Organizations (NGOs), the private sector, and communities for very young children, and by raising popular awareness of the importance of schooling for girls; and (ii) efforts to ensure the quality of services for very young children through the enhancement of outreach programs dispensed in intake facilities.

172. **Primary and secondary levels.** The government has decided to: (i) boost the elementary school completion rate to 100 percent by the year 2015; (ii) substantially improve retention of pupils during the cycle, a *sine qua non* condition of achieving a universal completion rate, particularly by ensuring educational continuity over the six years of instruction; (iii) reduce grade repetition; (iv) support private education through subsidies from 2007 onward; (v) improve the quality of teaching; (vi) improve the retention rate for girls in the school system; (vii) generalize the system of financial aid sponsorship for the schooling of girls; (viii) promote residential homes and high schools for girls and orphans; (ix) substantially improve teachers' working conditions; (x) adapt the school map to regional requirements; (xi) develop environmental education programs; (xii) provide incentives to promote the training of girls in educational tracks in which they are underrepresented; and (xiii) improve the system for the gathering and processing of educational statistics.

173. **Higher education.** The Government will continue to support this level of education to train high-level managers capable of driving the development process. This Government support will be reflected in: (i) improved management and policy guidance in higher education; (ii) improved quality and greater gender equity; (iii) promotion of scientific and technical research geared to sustainable development; (iv) repillaring of higher education on the country's development needs with regard to regional integration and globalization, using an approach linking the university to the milieu it serves; and (v) stipends for girls and facilitation of girls' access to on-campus housing.

174. **Literacy.** The Government will emphasize: (i) equitable access to literacy programs; (ii) promotion of women's literacy; and (iii) improvement of the quality of human resources, programs and curricula, and enhancement of the system of subsectoral monitoring/evaluation, policy guidance and management, with a view to making literacy an instrument of social change. In addition, the Government will endeavor, in implementing these activities, to integrate environmental concerns into training curricula.

175. In addition, and in order to best exploit the opportunities associated with the country's geographic location vis-à-vis Nigeria, the Government will develop and progressively implement a strategy aimed at imparting mastery of spoken and written English by as many people as possible.

Box 11: Ten-year plan for educational development in Benin

The results of the past ten years, as indicated by various studies (e.g., the Benin National Action Plan for implementation of the Educational for All program, the Report on the National Educational System (RESEN), the Orientation Law on the Beninese Educational System, documents emerging from the Education Sector Roundtable, etc.) make it possible to identify the strengths and weakness of Benin's educational system. These studies show where there has been progress, point out areas characterized by dysfunction and inadequacy, and suggest prospects for improvement. Despite the considerable quantitative and qualitative efforts put forth, the system's overall performance has been far from satisfactory.

Having taken note of these results, and taking into account its international commitments, and particularly those emerging from the Millennium Summit 2000 and the Dakar Forum in 2000 concerning the preparation of a National Action Plan for Education for All (NAP/EFA), the Beninese Government approved a Letter of Educational Policy on February 23, 2005. It defines and clarifies the broad options for expanding education in Benin, following the development and validation of the NAP/EFA. The preparation of a Ten-Year Plan for the 2006-2015 period is a logical follow-up to this series of initiatives on behalf of Benin's educational system.

The ten-year development policy for education is based on the following themes: (i) improved policy guidance based on capacity building in the areas of planning, management, ongoing system evaluation, and recruitment planning; (ii) enhancement of the quality of teaching, which will depend to a great extent on the revamping of pedagogical programs and tools, the professionalization and structuring of initial and in-service training, improvements in administrative and educational outreach/support [to teachers], and reduced class size; (iii) broadening of the array of educational options offered, which will entail, apart from a great increase in the number of teachers at all levels, the development of an educational map and the reorganization of technical, vocational and university training programs; (iv) improved human resource management through the establishment of a career monitoring and advancement mechanism linked to performance assessment and rational job assignments, as well as the improvement of mechanisms for the assignment of expenditures; (v) diminishment of gender and regional disparities, underpinned by a policy of affirmative action for girls and for disadvantaged groups and regions; (vi) an expanded role for the private sector and for local communities in terms of educational offerings, which will be pursued through the formulation of an appropriate promotional policy.

During the implementation of the ten-year program, measures will be taken at all instructional levels to respond to specific issues.

Promotion of girls' schooling. The Government will develop special measures to encourage the enrollment of girls and to keep them in the system. These measures include an intensification of grassroots interventions involving teachers, local elected officials, women's groups and NGOs, supported by the establishment of an effective system for monitoring the interventions identified. This incentive policy will help remove the handicaps facing girls in their schooling, help them pass exams, and at the same time increase their representation in educational establishments and ensure their safety in those establishments.

School health and environment. Partnerships with the health and environmental sectors will be strengthened in order to make students at all instructional levels aware of the broad issues related to their civic and social integration and the protection of their health. HIV/AIDS outreach and awareness efforts are a major theme of this policy, which will pillar on the following areas:

- Adaptation and strengthening of programs aimed at improving school health and environmental protection;
- Adaptation of teacher and pupil training modules on school health and environmental protection;
- Establishment of a health, hygiene, and nutrition policy in educational establishments

Source: Ten-Year Plan 2006-2015, October 2006, MEPS.

6.2 Strengthening of vocational training

176. The people of Benin have expressed their desire for high-quality and useful education. They want schools and apprenticeship programs that are relevant and that take local concerns about sustainable development into consideration. This approach is seen by the population as a possible solution to the unemployment problem, since it encourages a match between training and labor market requirements.

177. **Vocational training.** To enhance the credentials of apprentices and skilled artisans, the Government approved a National Policy of In-Service Vocational Training (1998), which was implemented through the Development Fund for In-Service Training and Apprenticeship (2001). As part of this same effort, the Government opted in 2001 to reform technical and vocational training according to four themes, namely: professionalization of initial training through a revision of programs according to the skill-set approach; introduction of a dual apprenticeship

system; expansion of in-service vocational training offerings and development of in-service vocational training options for vulnerable and disadvantaged groups. Emphasis will be on the development and diversification of educational options. The Government has thus decided to implement the following actions over the 2007-2009 period: (i) develop and diversify educational offerings; (ii) improve quality and enhance gender equity; (iii) improve management and policy guidance; (iv) distribute and re-pillar vocational schools as a function of the comparative advantages of regions; (v) re-orient the training offered at vocational schools to take into account the employment opportunities at the *département* level; (vi) introduce a training plan that meets the needs of business owners and of the Chamber of Commerce and Industry of Benin (CCIB); (vii) offer incentives to encourage vocational training for girls; and (viii) develop specific HIV/AIDS prevention programs for those enrolled in training.

178. **Employment.** The educational policy assigns priority to technical and vocational training to fill the jobs that will be created by the development of clusters of structuring projects with multiplier effects. The SCRP also emphasizes: (i) the development of income-generating activities; (ii) the integration of young people into economic activity; (iii) promotion of the social economy (including the assignment of a monetary value to domestic labor); and (vi) the generalization of social security registration and efforts to combat child labor.

179. The Government has chosen to pillar, through its efforts to enhance human capital, on the issue of attitudes, with a view to encouraging the emergence of a new type of Beninese citizen no longer held back by behaviors inimical to development (e.g., inertia, a wait-and-see attitude, laziness), fostering the creation of a citizenry that is skilled, honest, and endowed with business sense and a spirit of initiative. The educational system will also endeavor to: (i) promote a sense of personal autonomy and responsibility and a sense of moral integrity; (iii) promote the entrepreneurial mindset in national and local development programs and activities; (iii) increase the number of people familiar with new information and communications technologies; and (iv) develop, with the technical and financial partners, scholarships and internship programs to train high-level managers and technicians in the design and management of development, and for private enterprise.

6.3 Greater accessibility and quality of health and nutrition services

180. Improvement of the health of the population is both an economic and social development objective. Good health helps to improve the quality and efficiency of human capital. Thus, the Government's vision with regard to public health incorporates three (3) of the Millennium Development Goals (MDGs), namely: (i) to reduce mortality among children aged 5 and under; (ii) to improve maternal health; and (iii) to combat HIV/AIDS, malaria and tuberculosis. In addition, the Government has opted to: (i) develop and equip healthcare infrastructures; (ii) ensure a stable supply of pharmaceutical products and medical consumables; (iii) develop a base-level health care package at the regional level; (iv) improve diet and nutrition; and (iv) promote athletic and recreational activities.

181. **Promotion of maternal health and reduction of infant mortality.** Maternal and infant health indicators have stabilized over the past few years to around 473 maternal deaths for 100,000 live births and 38 newborn deaths for 1,000 live births. Although obstetrical complications are factors imperiling the lives of women, one of the main causes of maternal and neonatal death in Benin appears to be the dysfunctionality of the healthcare system. Thus, among the actions planned to enable Benin to achieve the MDGs, the Government has chosen to:

improve the functioning of the system; increase access to reproductive health services through family planning; and promote responsible parenthood, prenatal care, medical care for obstetrical emergencies, coverage of STIs, and continuous availability of the optimal package of obstetrical and pediatric interventions (for diarrhea, ARIs, fever, malnutrition, vaccinations, anemia); and ensure adequate supply and availability of reproductive healthcare services for adolescents and young people.

182. **Reliable supply of pharmaceuticals and medical consumables.** This consists of ensuring constant availability of the high-quality pharmaceutical products and medical consumables needed to improve the health status of the population, particularly through: (i) comprehensive and reliable funding leading to financial autonomy; (ii) harmonization of financing mechanisms between partners and strengthening of cost recovery mechanisms; (iii) reliable and affordable supply of high-quality drugs and products; (iv) ongoing availability of a comprehensive array of services and products in order to meet increased demand; and (v) efforts to combat the informal market in pharmaceutical products.

183. **HIV/AIDS prevention.** Although HIV/AIDS is not the main cause of hospitalization and death, it is by far the most formidable malady in terms of its social impact on those infected, their offspring, and a country's future. HIV/AIDS prevalence rose from 0.3 percent in 1990 to 3.2 percent in 1996, and was 4.1 percent in 2001 and nearly 2 percent in 2004. The inadequacy [of the prevention effort] is apparent since, according to national statistics, one person is infected every 28 minutes, for a rate of 52 people per day, whereas four years earlier the number of infections per day stood at only 35 (PNLS, 2003). To address this pandemic, the Government will emphasize: (i) primary prevention (especially among young people), treatment and care (particularly in connection with mother-to-child transmission and the management of pediatric cases, as well as support to AIDS orphans; and (ii) management of tuberculosis cases in accordance with the DOTS (Directly Observe Therapy Short-Course) strategy.¹³

¹³ The incidence of tuberculosis has been rising since the emergence of HIV/AIDS, since it is an opportunistic infection.

Box 12: Trend in HIV/AIDS prevalence

Biosurveillance of HIV infection has pillared on several population sub-groups: of these, pregnant women are the easiest to reach and yield the most data on sexual transmission and mother-to-child transmission. Other sub-groups are: those seeking medical attention for STIs, female sex workers, HIV-infected tuberculosis sufferers, blood donors, truck drivers, adolescents and young people, and uniformed personnel. Since 2005, Benin has integrated into its surveillance those who undergo voluntary screening and pregnant women being monitored in connection with the program to prevent mother-to-child transmission (PTME).

From 1990 to 2001, sentinel serosurveillance of pregnant women was conducted each year in seven (7) exclusively urban sites. Estimated prevalence during this period went from 0.3 percent in 1990 to 4.1 percent in 2001. In an effort to improve the representativeness of sentinel sites, a nationwide survey of this same target population (i.e., pregnant women) was conducted in 2002 in 242 urban and rural sites. These sites are public or private maternity clinics. National prevalence is estimated at 1.9 percent, with regional variations, and ranges from 0.8 percent to 3 percent depending on the *département*, and from 1 percent to 6.4 percent depending on the municipality (*commune*).

In 2003, based on observations emerging from the national survey and from the assessment of the epidemiological surveillance system, Benin embarked upon a process of expanding sentinel sites in both rural and urban milieus, in order to achieve greater nationwide representativeness. Thus, from the seven sentinel sites used over the 1990 -2001 period, the system expanded from 2003 to 2005 to encompass 39.5 urban sites and 50 rural sites. Estimated prevalence over those three years hovers around 2 percent, independent of the number of sites being studied and without any statistically significant variation: 2 percent in 2002, 2003 and 2004, and 2.1 percent in 2005.

Regarding HIV prevalence according to milieu, it is noted that the prevalence rate was stable between 2002 and 2005 in urban areas, whereas in rural areas it rose from 1.5 percent to 1.9 percent. This deterioration of the situation in rural areas calls for an intensification of interventions.

Source: UNDP, MS, Strategies for Achieving the MDGs, August 2006

184. **Prevention of malaria and other endemic diseases.** Despite the Government's efforts, malaria has been neither eradicated nor controlled, and as of 2004 was still one of the main reasons for seeking medical attention. The Government plans to continue its prevention activities through its national anti-malaria program and to enhance access to curative care, particularly in rural areas.

Box 13: Malaria prevalence in Benin

Malaria is the primary disease afflicting the people of Benin. Indeed, it accounts for over one-third of visits to healthcare facilities, and for 40 percent of such visits for children under the age of 5. The average rate of prevalence of simple malaria is 116.0 per thousand. This rate is significantly higher among children under the age of 5: 478.0 per thousand for infants under the age of one (1) year, compared to 214.0 for those aged one year to 4 years. Overall lethality was 13 percent in 2005.

From the epidemiological standpoint, Benin is in a zone of stable transmission, with cases thus occurring throughout the year with a surge during the rainy season. Malaria causes much loss of human life. It is a cause of stillbirths, and has a great impact on the infant mortality rate. It also causes absenteeism and results in enormous economic losses for families and individuals, as well as for the nation.

Source: UNDP, MS, Strategies for Achieving the MDGs, August 2006

185. **Implementation of the policy on safe blood transfusions.** In order to support other disease-prevention programs and provide effective healthcare, Benin must establish a program to ensure the safety of blood transfusions. This entails policy-making as well as infrastructures and facilities to increase the capacity of the blood bank and ensure product quality. To this end, the Government has decided to implement the following: (i) construction and equipment of a

national blood storage center; (iii) capacity-building for staff; and (iv) implementation of policies for rapid and equitable distribution of blood.

186. Development of baseline set of healthcare services at the regional level. Visits to healthcare facilities are an indispensable prerequisite of improved healthcare. Admittedly, however, access to healthcare services is still difficult for most citizens. Only 66 percent of all households have a healthcare facility available nearby, while primary healthcare facilities serve only 50 percent of the population. Faced with this situation, the Government has decided to: (i) put in place an appropriate legislative and regulatory framework; (ii) assign a special budgetary allocation to the sector; and (iii) strengthen the capacities and skills of those involved in the sector.

187. Development and equipment of healthcare infrastructures. Despite efforts made in this area, there are too few infrastructures and facilities. This situation essentially affects zone hospitals, municipal health centers, *arrondissement*-level health centers, and village health units. There is currently very little investment in these units, although they are an effective means of promoting grassroots health initiatives. Zone hospitals or health centers are sometimes inaccessible due to the remoteness of villages. The development of healthcare infrastructures must be accompanied by an ambitious program to either facilitate access to such infrastructures or provide access. Actions to be carried out are the following: (i) an increase in the number of infrastructures, and the equipping of such structures; and (ii) promotion of a detailed human resource development plan based on an inventory of skill deficits by type of personnel and by locality. This plan includes the cost of training new employees and takes into account the norms and standards required in the area of healthcare service coverage.

Box 14: Brief overview of the healthcare situation and of the healthcare sector

The mandate of the Ministry of Health has evolved to embrace poverty reduction, thereby becoming a mandate to: “Improve the social and health conditions of families on the basis of a system integrating poor and/or indigent populations.” The Health Sector Policy Paper sets forth five strategic themes, namely: (i) reorganization of the base of the healthcare pyramid and strengthening of healthcare service coverage; (ii) financing and improvement of the management of the sector’s resources; (iii) prevention and treatment of the main diseases and improvement of the quality of care; (iv) prevention and treatment of endemic diseases (AIDS, malaria and tuberculosis); and (v) promotion of family health.

In accordance with conclusions emerging from the Health Sector Roundtable held on January 12-13, 1995 in Cotonou, the Ministry of Health recently repillared its health policy by adjusting it to fit the decentralization process in which the country is now engaged. A decision was thus made to reorganize the base of the healthcare pyramid in 34 health zones, and at the same time to build and equip 34 Zone Hospitals that serve as hubs for the Municipal Health Centers (*Centres de santé de commune*, CSC) and Arrondissement Health Centers (*Centre de santé d’arrondissement*, CSA).

The health situation is also characterized by periodic outbreaks of meningitis, cholera and yellow fever, which are quickly brought under control thanks to the combined efforts of all participants in the health sector. Bucco-dental problems, blindness, lymphatic filariasis, sickle cell anemia, sleeping sickness and other common ailments have been addressed by specific programs combining preventive and curative measures. Grassroots hygiene and sanitation interventions, which prevent most infectious and parasitic infections, occur upstream of all these activities.

Source: Strategic Plan for the Health Sector

188. Improved nutrition. In Benin, daily energy consumption scarcely exceeds 1,300 kilocalories instead of the minimum of 2,400 kc required by an average 65-kg adult with a

normal activity level. Under nutrition and the resulting malnutrition, as well as their attendant chronic or disabling diseases, the inability to tolerate physical exertion, and high levels of maternal and infant/child mortality, are indicative of the structural food and nutritional insecurity that has prevailed over the past several years. Thirty-three (33) of the county's 77 municipalities are in a state of chronic food and nutritional insecurity due to the precariousness of household supplies of high quality foodstuffs, large post-harvest losses, ineffective food storage/preservation systems, rudimental processing technologies with low yield and variable quality, inadequate policies and weak synergy between sectoral policies and programs, and the lack of pillar on nutrition (and particularly on community nutrition) in poverty reduction policies and programs.

189. Recognizing that the visible progress on the nutritional front would boost the productivity of human capital in the agricultural sector, and indeed in all economic sectors, the Government intends, over the next three years: (i) to develop a food and nutrition policy for Benin; (ii) to strengthen the mechanism for the prevention and management of food crises by adapting it to the decentralized environment; (iii) to conduct a prospective study, within the context of intermunicipal development, on ways to establish buffer stocks of foodstuffs for the benefit of municipalities; (iv) to promote income-generating activities, family gardens, urban horticulture, small-scale home-based livestock raising (whether traditional or not) and non-traditional foods (e.g., mushrooms, spirulina, apiary products, etc.); (v) develop and implement a communication plan on proper food processing and preservation techniques; (vi) re-energize the national committee on food and nutrition and its regional branches; (vii) step up monitoring of the population's dietary and nutritional status; and (viii) enhance the technical and material capacities of communities to assume responsibility for the care of malnourished children.

190. **Development of athletic activities.** The Government recognizes the value of mass-participation sports in the process of enhancing human capital, because of their impact on the population's well-being. The Government will install local athletic infrastructures in municipalities and will ensure that women's access to athletic pursuits is encouraged. Regarding soccer in particular, the Government will develop, along with countries with which it is on friendly terms, programs to train young Beninese nationals in the schools and training centers of those countries.

6.4 Strengthening of the social safety net

191. The family unit is the ideal environment for learning about life in society. It is a universe organized into a system that teaches an individual the baseline rules for achieving social equilibrium and personal fulfillment. The family circle is the starting point for the individual's social training, since it lays the groundwork for the individual's acquisition of knowledge, know-how and social/life skills. The family is therefore the point of departure for educating the human capital needed for growth and poverty reduction. For the 2007-2009 period, the Government has decided to address issues concerning the family unit, women, gender inequality, the autonomy of women, the protection and development of children, social welfare protections, and mutual health insurance schemes.

192. **Promotion of the family unit.** Studies have shown that, in general, children reared in a stable and harmonious home tend to have less difficulty obtaining a good education, and to enjoy good health. The Government has therefore decided to attach particular importance to the family and to gender issues. Promotion of the family requires: (i) improving the living conditions of

families; (ii) protection and preservation of the family; (iii) promotion of peace and social stability; (iv) strengthening of the capacities of family-promoting institutions and of foster homes that accommodate orphans and vulnerable children.

193. **Promotion of the status of women.** Experience has demonstrated the strong influence of African women in family stability, children's education, economic growth, and in development in general. An educated woman take better care of her family and encourages her children, and especially her daughters, to attend school. However, women occupy a disadvantaged position in Benin. To address this problem, the Government has decided "to improve the social, decision-making and economic status of women by promoting awareness of gender issues." The following actions will be required: (i) promotion of the education and training of girls and women; (ii) promotion of women's economic autonomy; (iii) promotion of women's health; (iv) improvement of, and respect for, the legal status of women; (v) valorization and recognition of women's labor; (vi) valuing of cultures and traditions that allow women to realize their potential; and (vii) continued efforts to combat relationship violence.

194. **Promotion of gender equality and women's autonomy.** As of the Third General Population and Housing Census (RGPH3) of 2002, women represented 51.4 percent of Benin's population and 58.3 percent of them are in rural areas where they perform agricultural labor for the most part. Women's demographic weight, their role in household stability, and their contributions to the sector producing goods and services mean that their status must be upgraded significantly and that all segments of the population must have equal opportunity for educational access through the elimination of all behaviors and practices detrimental to women. To this end, the Government will emphasize the following actions: (i) improvement of the land tenure code so as to grant women access to land; (ii) facilitation of access to micro-financing for women, and particularly poor women; (iii) functional French literacy; and (iv) management training as an accompaniment to micro-credit.

195. **Child protection and development.** The duty of parents, the community as a whole, the country, and its partners is to create for children an institutional, regulatory, educational, healthcare, and nutritional environment that can ensure the development of their full potential and enable them to become a high-quality human asset capable of contributing to economic and social development. Thus, the Government has set itself the goal, for the 2007-2009 period, of ensuring that the rights of children and adolescents are respected and that they have equal access to essential social services by: (i) protecting children and adolescents against mistreatment and child trafficking; (ii) promoting access for boys and girls to essential social services; (iii) improving the dietary and nutritional status of children; (iv) strengthening the capacities of agencies working on behalf of children; and (v) encouraging the familial and social reinsertion of orphans and vulnerable children.

196. **Strengthening of social welfare protections.** The Social Protection (SP) program is based on risk management. It restores labor policies, social insurance, and social security nets to their rightful position within an institutional framework involving prevention, mitigation and reaction against social risk and its effects, thanks to the efforts of numerous actors (individuals, households, local municipalities, NGOs, various echelons of public administrations and international organizations.) The goal is therefore to "ensure that the needs and socio-professional integration of vulnerable persons and social groups are addressed" through (i) the socio-professional integration of handicapped persons; (ii) support to the elderly to encourage active maturity; (iii) psychosocial services to indigents and those victimized by HIV/AIDS and

other disabling diseases; (iv) support for the establishment of social protection and social security mechanisms for workers in the informal sector; (v) improved management of vulnerability to crises; (vi) strengthening of the capacities of agencies working to promote social solidarity.

197. **Promotion of mutual health insurance schemes.** Health is a critical factor in the improvement of human capital, but it is not accessible for much of the population, especially in rural areas, due to its cost. Lack of access to healthcare services increases the risk of impoverishment for vulnerable groups. To enable the population to obtain care and enhance its productive capacity, the Government pledges to: (i) promote micro-insurance; (ii) create incentives for the establishment of mutual health insurance programs; (iii) encourage the creation of community mutual health insurance schemes; and (iv) boost the population's awareness of the advantages of belonging to a healthcare mutual scheme.

CHAPTER 7: PROMOTION OF GOOD GOVERNANCE

198. Good governance is a concern reflected in Article 35 of the Constitution of December 11, 1990, which states that “citizens charged with a public function or elected to political office have the duty to discharge it with conscience, competence, probity, devotion, and loyalty, in the interest of, and with respect for, the common good.” Addressing the citizenry in general, the Constitution also emphasizes in its Article 37 that “public property is sacred and inviolable. All citizens of Benin must scrupulously respect and protect it. Any act of sabotage, vandalism, corruption, embezzlement, waste, or illicit enrichment shall be punished as provided for by law.”

199. The Government has issued strong signals in favor of good governance by signing the Government operations charter and by instituting the formal declaration of the assets of all its members. The aspirations expressed by the Beninese people during the National Long-Term Prospective Studies (Benin, Alafia 2025) affirm this need for good governance to ensure that the general interest is served. Thus, Benin is projected to be “a role model, a well-governed, united and peaceful country with a prosperous and competitive economy, enjoying an influential cultural life and social well-being.” Endorsing the same vision, the first Poverty Reduction Strategy Paper has as one of its priorities the “strengthening of good governance and institutional capacities.”

200. Along these same lines, the Government designates good governance as one of the pillars on which Benin must base its Poverty Reduction and Growth Strategy. Several mechanisms are in place to ensure a practice and culture of good governance in Benin. These include, from the central level to that of local municipalities, structures with national purview and with unlimited spheres of oversight, such as: the National Assembly, the General Government Inspectorate, the General Inspectorate of Finance, the General Inspectorate of Administrative Affairs, the Supreme Court, and the Auditor General. Sectoral entities are also involved in the chain of oversight: the General Inspectorate of the Treasury, the General Tax Inspectorate, the General Inspectorate of Civil Service and Public Employment, the General Inspectorate of Security Forces, and the General Inspectorate of the Judiciary.

201. At the regional level, and within the framework of the New Partnership for Africa’s Development (NEPAD), Benin has subscribed to the African Peer Review Mechanism (APRM). Greater participation in the activities of this mechanism will ensure further progress and improved strategies in the area of good governance.

Box 15: Various forms of governance

Good governance, viewed as the entire array of good practices in the management of public and private affairs in furtherance of the population's well-being, the viability of enterprises, and the credibility of the nation, makes the highest demands in terms of the quality of services provided to users by government administrations. Governance has several operational aspects in Benin, including:

- (i) Political governance, which concerns the facilitation of political life, transparency and the exercise of governmental power in the higher interest of the nation;
- (ii) Administrative governance, which is the implementation by the public sector of republican values through the enforcement of rules, norms and procedures set forth in prevailing texts, and through accountability in their enforcement;
- (iii) Economic governance, which is associated with conditions instituted by the central government and local governments to facilitate the creation of national and local wealth, and its equitable redistribution;
- (iv) Governance of enterprises, which is based on competitiveness, particularly in the private sector, adherence to the rules of competition, the quality of employees' working conditions, observance of international procurement standards, and the fulfillment of tax obligations in the name of national solidarity. Crosscutting aspects also include:
- (v) Local governance, which involves the implementation of grassroots development activities, and especially the commitment to an active process of decentralization and regionalization;
- (vi) Collaborative governance pillaring on the promotion of opportunities for collaboration, cooperation and dialogue between all stakeholders (public actors, political actors, non-governmental actors, and other partners); and
- (vii) Environmental governance, which requires that decision makers and all citizens recognize the need to take into account, for the benefit of current and future generations, the quality of the environment and respect for natural systems in modes of production, modes of consumption, and in systems of disposal and removal of waste from all sources.

202. The democratic process in Benin is taking shape to the extent that positive results are being obtained in terms of the separation of powers, the functioning of institutions, the organization of free and transparent elections, and respect for human rights and liberties. This political aspect of governance is regulated by a fairly elaborate legal framework comprised of several texts concerning the Charter of Political Parties, their roles as facilitators of the nation's political life, the ethical underpinnings of political activity, the status of the opposition, and elections. For about the past fifteen years, democratic life has been reflected in an alternation of political power holding that has generally gone smoothly. Thus, four (4) legislative elections (1991, 1995, 1999 and 2003), four (4) presidential elections (1991, 1996, 2001 and 2006) and one municipal election (2002) have been held. The institutional mechanism set forth in the Constitution of December 11, 1990, which grants the Beninese people collective rights, is completely in place. This mechanism consists of the Executive Branch (Government) and Legislative Branch (Parliament), which are installed through universal suffrage, the Constitutional Court, the Judicial Branch (Supreme Court, High Court of Justice), the Economic and Social Council, and the Supervisory Authority for Audiovisual Media and Communications, at the central level, and the Municipalities (*communes*) at the decentralized level.

Box 16: Legal apparatus for fostering ethics in public life

In the area of human rights and justice, the Government is eager to promote a culture that acknowledges the primacy of law, and has undertaken since 1998 some reforms that need to be pursued and enhanced. These measures involve:

- (i) Creation of the National Commission on Legislation and Codification;
- (ii) Establishment of a Special Fund for Judicial Reform in 1998 and 1999;
- (iii) Creation of the National Consultative Council on Human Rights;
- (iv) Establishment of programs to rehabilitate and revamp certain judicial structures;
- (v) Creation of the General Inspectorate of Judicial Departments;
- (vi) Promulgation of the Organic Law on the Superior Council of the Magistrature in June 1999;
- (vii) Approval of a comprehensive program to strengthen legal and judicial departments;
- (viii) Staff recruitment and training measures;
- (ix) Approval of a strategic plan to combat corruption and of the baseline legal texts of the Anti-Corruption Observatory;
- (x) Ongoing examination, by the National Assembly, of a draft law on corruption and illicit enrichment.

These actions, which are aimed at promoting good governance, have been supported by several technical and financial partners, the most prominent of which are the World Bank, the European Union, the African Development Bank, and the bilateral cooperation arrangements.

Source: UNO

203. Regarding local governance, the Government has designated decentralization and town/regional management as an instrument for accelerating grassroots development and the participation of women and men in the management of matters affecting their localities. The Government plans to: (i) make prefectures operational in all departments; (ii) prompt local prefects to coordinate regionalized departments through better synergy and execution of Government interventions; (iii) develop the capacities of regionalized departments in keeping with the demands of the Reform of Territorial Administration (RAT) and the Government's financial framework; (iv) strengthen the human resources needed by prefectures and regionalized departments for the fulfillment of their mandates; (v) boost the effectiveness of municipalities in the exercise of duties under their purview; (vi) develop the capacity of municipalities to fully play their role in promoting the local economy; and (vii) enhance the oversight exercised by the prefectures (e.g., verification of legality, advisory assistance, coordination of development activities).

204. Despite this peaceable situation of political alternation within a multiparty environment, explosive expansion of civil society organizations, and the organization of public affairs oversight, governance needs to be much better organized and needs to be reflected in the behavior of civil servants, those belonging to the political class, and the citizenry, if poverty is to be reduced. The Government is therefore trying to decentralize the public administration and address the problem of its inability to innovate. It plans to improve the business climate and wage a vigorous war on corruption.

205. Over the next three years, the Government will strengthen good governance to increase the efficacy and efficiency of public affairs management. To realize its ambitions, the Government has set itself two goals that are reflected in two priority areas of intervention: (i) acceleration of administrative reforms; and (ii) strengthening of the rule of law and of individual liberties.

7.1 Acceleration of administrative reform

206. The goal of the SCRP is to establish a creative and learning-oriented administrative culture that would optimally exploit the talents of men and women in the workplace without any type of discrimination. To that end, the Government plans to devote special attention to (i) reducing losses of public resources due to corruption and the institutional dysfunctionality of the civil service; (ii) restore Governmental authority; (iii) modernize and stabilize the civil service; (iv) accelerate territorial reform; and (v) develop mechanisms for collaborative governance.

207. **Reduction of public resource losses due to corruption and institutional dysfunctionality of the public administration.** Recognizing the negative impact of corruption and the institutional dysfunctions affecting the administration of public resources, the Government intends to carry out a three-pronged effort over the next three years to: (i) systematize the practice of results-based management (RBM); (ii) combat corruption, especially by reforming public procurement procedures; and (iii) improve economic management.

208. Based on its experience with the progressive introduction of RBM since 2000 and the generalization of the practice of program budgets in all ministries in 2005, which has improved the rate of execution of public expenditures (for operations and investment), the Government intends to systematize the practice of results-oriented management. This is in keeping with a culture of accountability, assumption of responsibility, and self-assessment, all of which are values associated with good governance.

209. Within the framework of the reform of public procurement procedures, anti-corruption efforts are aimed at reducing the average public procurement timeframe to the absolute minimum. The inordinately long period required to conduct public procurement is due to either poor understanding of procedures or to the dysfunctionality of the agencies authorized to handle them. In order to render public procurement procedures transparent and equitable, Benin has approved a new institutional framework under Law 2004-18 of August 27, 2004 modifying the Order 96-04 of January 31, 1996 setting forth the public procurement code applicable to the Republic of Benin and the four associated enforcement texts deriving from it. In addition, the goal is to (i) organize joint workshops to build procurement expertise for the benefit of the public and private sectors, local municipalities, and civil society organizations; (ii) to draw up a reference pricing scale for the purchase of goods and services by sector, along with a plan to disseminate it by all modes of communication and in every language used in Benin; (iii) to assess the efficacy and impact of Government oversight bodies as well as the behaviors modeled by Government overseers; and (iv) introduce a national ‘seal of approval’ for public administration service providers and suppliers who adhere to anti-corruption and accurate invoicing clauses, a national distinction that would entitle them to exceptional tax breaks over a given period.

Box 17: Legal and institutional framework of public procurement

1. Legal and regulatory framework

Public procurement in Benin is regulated mainly by Law 2004-18 of August 27, 2004 modifying Order 96-04 of January 31, 1996 setting forth the public procurement code applicable in the Republic of Benin, and by four enforcement texts, namely: (i) Decree 2004-562 of October 1, 2004 setting forth the mandate, composition and functions of the National Regulatory Commission for Public Procurement; (ii) Decree 2004-563 of October 1, 2004 setting forth the mandates, organization and functions of the National Directorate for Public Procurement; (iii) Decree 2004-564 of October 1, 2004 setting forth the mandate, organization and operation of the Public Procurement Units; and (iv) Decree 2004-565 of October 1, 2004 defining public procurement thresholds and the jurisdictional boundaries of the agencies responsible for public procurement.

2. Procurement operations and private sector performance

The granting and management of public contracts are entirely managed by the relevant contracting authorities (ministries or other public establishments and local municipalities). Actual execution of public contracts is conducted entirely by the private sector. This sector is organized through an independent private entity – the National Council of Business Owners of Benin – and a public entity called the Chamber of Commerce and Industry of Benin.

3. Integrity of the public procurement system

The Office of the Auditor General, an agency attached to the Supreme Court, is responsible for auditing public expenditures, and particularly public procurement. This institution should, in accordance with a WAEMU directive, be transformed into an Auditor General's Office (*Cour des Comptes*) to enhance its effectiveness and enable it to fully play the role assigned to it by law and regulation.

Source: Government of Benin

210. To improve economic management, the Government plans: (i) to continue the reform of budgets and public finance, putting particular emphasis on the quality of expenditures and endeavoring to eliminate, over time, expenditures made by means of Payment Orders and Advance Accounts; (ii) to continue and expand the Government's withdrawal from productive sectors; and (iii) to approve incentives encouraging dynamic involvement by the private sector in economic management.

211. **Strengthening of Government authority.** Firmer governmental authority is now needed to enable the Government to effectively perform its appointed tasks, which include: maintenance of the national territorial integrity, internal security, justice, and the protection of Beninese nationals throughout the world. Enhanced authority will ensure the influence and prestige of Government representatives in the exercise of their functions and the independence of the administration vis-à-vis all pressure groups. In this framework, the plan is to: (i) promote a culture that acknowledges work well done and the practice of applying sanctions, in order to encourage good practices in the management of public affairs; and (ii) institute a mandatory public service obligation geared to education in republican values, an understanding of governmental functions, the duties of civil servants, systems of prevention and avoidance of corrupt practices and embezzlement of public funds, and communication with users.

212. **Modernization and stabilization of the public administration.** Cumbersome administrative procedures are among the problems decried by users. Governmental continuity is critical for consolidating procedures, learning from past experience, and improving relations with users. Also, workers and users of public services consistently demand improved working

conditions to facilitate the performance of tasks and shorten the time required to deliver services. In addition, Benin's ambition of taking its place in the community of nations, as well as its insertion into the world market, require access to new technologies and a better system of resource management. Thus, the emphasis will be on: (i) clarification of the mandates of the Government, taking into account the actual implementation of territorial reform and the revision of organic texts; (ii) promotion of a computerized system of administrative e-mail management by intranet and internet; (iii) computerization of the system of career path management and implementation of skill-building plans for Government employees; and (v) development of systems for conducting surveys of customers' satisfaction with services rendered to users by the public administration.

213. The mobility and politicization of managers are also an obstacle to the stabilization of the public administration. Therefore, the Government intends to: (i) develop and apply job descriptions and profiles, as well as objective employee performance evaluation criteria and a consistent system of sanctions; (ii) develop and implement a dynamic system of motivation and reward of the best employees; and (iii) promote a culture of social and administrative advancement based on dignity, professional ethics, conscientious work, initiative, and merit. In addition, a particular effort will be made to appoint women, assuming equal qualifications, to high public positions.

214. **Promotion of collaborative governance and avoidance of misuse of human resources.** Recognizing the advantages of collaborative governance, the Government has undertaken to foster broad participation by the populace in production decisions, as is evidenced by gatherings of the various organizations and institutions producing traded goods and services that contribute to the creation and accumulation of the nation's wealth, organized at the behest of, and under the patronage of, the Head of State. This effort will continue over the next three years to deepen the democratic process within production systems through: (i) the institutionalization, in all public administrations, of the practice of general staff assemblies and the re-energizing of management committees; (ii) institutionalization, within each public agency, of a receiving department charged with hearing workers' and users comments and/or complaints; and (iii) strengthening of the managerial capacities of managers of public services at various decision-making levels.

215. To improve management of government personnel and avoid the squandering of human resources, the Government plans to compile a roster of civil servants in categories A and B who are without assignments for purposes of their redeployment and productive use. The Government intends to consult periodically with policy-makers, civil society and the private sector to share with them any ideas and assessments emerging from administrative reform. Finally, support will be provided to citizen watchdog organizations in order to strengthen the governance mechanism.

216. **Acceleration of territorial reform.** The main purpose of introducing territorial reform to Benin through decentralization and regionalization is to promote grassroots development and combat poverty and inequality. However, despite the legal apparatus supporting decentralization and regionalization, implementation of reforms appears to be lagging. The Government therefore intends to make the decentralization/regionalization combination a reality by (i) assessing the degree to which existing texts are being enforced; and (ii) developing modifying and supplemental texts as needed.

217. In addition, each ministry will be given a strategic regionalization plan for effective implementation of the decentralization/regionalization combination. Likewise, coordination and coherence of *département*-level action, centering on the prefect, will be strengthened through the introduction of intersectoral *département*-level programs integrating all regionalized government departments possessing a *département*-level program budget. In order to achieve this, the operation of the Departmental Administrative Conferences and the Departmental Commission for Consultation and Coordination will be improved. The Government will endeavor to develop and implement a timetable for the actual transfer to the municipalities of the prerogatives, purviews, activities and financial and material resources accruing to them according to the terms of the legislative and regulatory texts on decentralization.

218. The major strategic actions that the Government intends to implement are: (i) boosting the capacity and effectiveness of municipalities in the exercise of their purviews; (ii) enhancing the effectiveness of verification of legality and advisory assistance; (iii) improving the legal framework; (iv) developing and implementing intermunicipal cooperation for the provision of high-quality services to citizens; (v) promotion of decentralized cooperation; (vi) promotion of good local governance; (vii) support to municipalities to strengthen their human resources; (viii) developing the capacity of municipalities to fully assume their role in promoting the local economy.

219. Within this context, the Government will examine the complementarity between the FIAT and mechanisms used to transfer of resources to municipalities.

7.2 Strengthening of the rule of law and individual liberties

220. The democratic system now in place in Benin is remarkably stable. The Government is not yet totally effectual, however. Indeed, the rule of law and the guarantee of security and tranquility are not yet adequately provided to all citizens, particularly due to the weak institutional capacities of the Government and the dysfunctions of the judicial system.

221. Implementation of the SCRP will: (i) improve the image of Benin's legal system in the eyes of those pursuing redress within it; (ii) consolidate progress already made toward democracy; (iii) enhance public safety and the neutrality of the army; (iv) heighten popular awareness of civic and patriotic duties.

222. The strengthening of the rule of law also requires environmental governance and the improvement of the population's living conditions. In addition, access to information and the emergence of a national body of public opinion entails the professionalization of the media so that grassroots populations can be better informed of their rights and duties as they help construct the Beninese nation.

Strengthening of the legal and judicial system

223. Where governance is concerned, collective surveillance of the progress and difficulties peculiar to every government requires a reinforcement of the legal and judicial system. To this end, the Government deems the following measures necessary: (i) revision of the Code of Penal Procedure so as to better guarantee individual rights; (ii) modernization of the national legal

framework; (iii) strengthening of the organization and operation of courts and tribunals; (iv) outreach and training for officers of the criminal police and law enforcement personnel to ensure that arrestees are treated in accordance with human rights principles; (v) support to legal assistance organizations to enhance their institutional capacities and oversight of the quality of the services they offer to socially disadvantaged persons availing themselves of the legal system; (vi) enhancement of the capacities of people's juries in the areas of law, social mediation techniques, and conflict resolution; (vii) review of the cost of services to make judicial redress financially affordable to as many people as possible; and (viii) continued effort to provide the poor with affordable access to civil registry services .

224. The judicial system also needs to be decentralized so as to be more accessible to its users and to strengthen the democratic process and public security at the grassroots level. In this connection, the Government will emphasize: (i) creation of intake infrastructures for the newly-created Courts of Appeal; (ii) creation of mediation tribunals; and (iii) recruitment and training of skilled judicial personnel to operate these regionalized structures.

225. **Consolidation of progress in introducing democracy.** Accelerated growth and poverty reduction can occur only if political parties, civil society and the private sector adhere to the baseline concepts of separation of powers and if their mode of organization and intervention is informed by such concepts. To this end, it seems important to open a discussion on human rights, baseline liberties, and universal suffrage, including a clarification of the status of the opposition, and the accompanying measures that the Government intends to implement over the next three years.

226. **Enhancement of public security and neutrality of the army.** Political stability, security, and free circulation of property and persons constitute the basis of the rule of law. If respected, these bases enhance investor confidence and enhance the country's image and influence abroad. Thus, it is vital to invest over the next three years in: (i) reinvigoration of neighborhood- and village-level councils as well as in their affiliated young people's organizations, in order to promote active popular participation in the national public security apparatus; (ii) strengthening of the system for combating crime, felony theft, drug trafficking, and the illegal trade in valuable objects and protected animal species; (iii) efforts to combat the disorganized proliferation of highway control stops to foster free circulation of property and persons between Benin and counties in the sub-region; (iv) establishment of a special program of community facilities and security enhancement in border areas to stabilize populations and protect the environment and national resources; and (v) consolidation of resources available to the Army to enhance the efficacy of surveillance and operational defense of the national territory in collaboration with other armies of the sub-region, in the interest of the peaceful coexistence of their populations.

227. **Strengthening of environmental governance.** The Government is concerned with passing on to future generations a healthy environment and with preserving ecological diversity, which is the basis for the nation's production system. The Government therefore plans to strengthen the system for the surveillance of transactions involving products posing threats to human health and the environment. Thus, mechanisms will be put in place to operationalize the charter on environmental governance. The Government is also concerned with toughening disciplinary measures applicable to attempted corruption in the issuance of certificates of environmental conformity, particularly with regard to port and industrial activities. It will also be

necessary to strengthen the rapid intervention capacity of all policing bodies involved in environmental protection (health inspectors, environmental police, water quality inspectors, forest rangers, fire/rescue squads, highway patrols, etc.), as well as to reinforce the national mechanism for managing transborder livestock movements and strengthen of livestock entry points.

228. **Promotion of civic and patriotic education.** In order to restore a sense of the value of the State, the public interest, and national solidarity, so as to construct a unifying symbol that inspires national pride, the Government pledges to: (i) enhance the professionalism of the public and private media, particularly through support measures to benefit community radio stations, thereby ensuring ongoing civic education for the masses; (ii) strengthen the interventionary resources of human rights and consumer protection organizations; (iii) enhance training in civic affairs and human rights for public security officers; (iv) develop civic education in detention facilities; and (v) finally, set up communication aimed at behavioral change and at the community's assimilation of HIV/AIDS prevention messages. The dissemination of legislative and regulatory texts, programming and budgetary documents, and reports on the state of the Nation in each sector will strengthen and improve social and policy dialogue. These are the essential prerequisites for ensuring transparency, accountability and an engaged citizenry.

CHAPTER 8: BALANCED AND SUSTAINABLE DEVELOPMENT OF THE NATIONAL TERRITORY

229. Given the constitutional stipulation requiring the Government to ensure the harmonious development of all territorial collectivities on a basis of national solidarity, regional potential, and interregional balance, several actions have been initiated over the past few years. In 2002, Benin developed a Declaration of National Land Management Policy (*Déclaration de politique nationale d'aménagement du territoire*, DEPONAT) and in 2004 created the Land Management Delegation (*Délégation à l'aménagement du territoire*, DAT) to ensure its implementation. Despite the Government's efforts, the national territory is still characterized by substantial disparities. In terms of population, the four (4) *départements* in the south (Littoral, Ouémé, Atlantique and Mono) account for only 5 percent of the national territory but are home to over 40 percent of the country's population.

230. These spatial imbalances exacerbate the poverty of rural areas since they provoke large population movements towards the south. Periurban development poses problems in terms of infrastructure and facilities in such areas as health, education, housing, transportation, and environmental degradation. Degradation of the environment and a deteriorating quality of life seriously compromise the numerous efforts undertaken at various levels to break the cycle of poverty in which the people of Benin are caught. Therefore, the incorporation of environmental concerns into policies, programs and projects has been a constitutional requirement in Benin since 1990.

231. Accelerated growth and poverty reduction therefore involves taking regional disparities into account with a view to greater territorial equity in the distribution of social and economic investments, as well as attention to the environment to ensure the sustainability of natural resources. Indeed, each component of the national territory must, as a function of its potential, take an active part in development while at the same time enjoying the benefits of national growth. This belief underlies the Government's decision to treat the issue of balanced and sustainable development of the national territory as a strategic theme under the SCR. The effective integration of HIV/AIDS prevention measures into Municipal Development Plans (*Plans de développement communaux*, PDC) is a major concern of the Government.

232. To correct disparities, the Government wishes to base all development efforts on a balanced and sustainable spatial distribution of activities and infrastructures. Town and regional planning, environmental protection, and decentralization are the main tools that must accompany the implementation of sectoral policies that will place Benin in the category of emerging countries. Thus, under the strategic theme of "balanced and sustainable development of the national territory", the government is pursuing three (3) objectives that are in turn reflected in three (3) priority areas of intervention: (i) sustainable development of regions and localities; (ii) emergence of hubs of development and growth; and (iii) environment, natural resource management, and quality of life.

8.1 Sustainable regional and local development

233. Benin possesses an abundance of regional and local economic potentialities. The failure to exploit these to any degree, however, is still preventing the national economy from embarking on a true growth path, the effect of which would be poverty reduction and increased incomes. In

order to spur local development, Benin has undertaken a reform of territorial administration leading to the enactment of the law concerning the establishment of municipalities, which subdivides Benin into 77 municipalities, or *communes*. Benin has also developed a town and regional planning strategy that proposes the grouping of municipalities into shared development spaces capable of driving effective regional development.

234. However, much remains to be done in terms of regional and local development. Indeed, most municipalities are still fragile and need to pool their resources with those of other contiguous municipalities. The establishment of development spaces has not yet entered its active phase, although some pilot activities have been carried out. Spatial planning is in short supply and human capacity-building is needed for local development.

235. In order to address these realities, the Government has designated the promotion of sustainable regional and local development as a priority. To this end, the Government is embarking upon: (i) the promotion of structuring intermunicipal dynamics; (ii) the promotion of spatial planning; and (iii) capacity-building for the human resources involved in regional and local development.

Promotion of structuring intermunicipal dynamics

236. Benin will derive great benefit from having municipalities grouped into development territories while they at the same time maintain their autonomy. To make these intermunicipal dynamics viable, however, there will be a need for operational mechanisms through which local governments can manage regional and local development in partnership with the central Government. By spurring such intermunicipal dynamics, the Government intends to promote territorialized development and, thus, to place greater responsibility upon municipalities for the implementation of SCRP activities. The various activities required to achieve this end are: (i) the establishment of shared development spaces; (ii) the development of territorially based projects; (iii) the contractualization of territorially based projects; (iv) transfer of funds to the municipalities; and (v) establishment of intermunicipal agencies.

237. **Establishment of shared development spaces.** The Government wishes to support local governments in this process of grouping municipalities into development territories. The Government feels it necessary to support municipal councils as they create and formalize shared development spaces or development territories. Thus, on a consensual basis, several adjacent municipalities sharing the same geographic, historical, cultural and economic characteristics may join together into a development territory. The establishment of these territories will lead to the emergence of economic watersheds that create wealth and jobs, foster territorial development, and mitigate size and resource disparities between municipalities.

238. **Development of territorially-based projects.** The Government will also support municipalities joined together into development territories as they develop territorially-based projects. The territorial project is a document in which local actors will set poverty reduction and economic development goals for themselves. While it will have an intermunicipal component, a territorial project will include the Municipal Development Plans (*Plans de développement communaux*, PDC) of the various linked municipalities, along with attention to issues related to

the environment, gender equity, HIV/AIDS, and human rights. Such projects will constitute the territorial manifestation of the SCRP at the level of the development space.

239. **Contractualization of territorial projects.** To the extent that implementation of territorial projects requires government support, municipalities joined together into development territories will be obliged to subject such projects to contractual arrangements with the Government. The contract will specify the commitments of the Government and of the territory thus constituted, in terms of objectives to be reached, distribution of roles, and financial and material resources required for its implementation. Through these performance contracts, the Government intends to promote a partnership approach in its relationship with the municipalities.

240. **Creation of public establishments for intermunicipal cooperation.** These establishments, created under Law 97-029 of January 15, 1999 at the initiative of the associated municipalities and managed under their sole responsibility, may guide the implementation of territorial projects. Their introduction will respond to the issue of territorial engineering, which has thus far been a serious obstacle to the exercise of authority by the municipalities. Without supplanting the municipalities, they will constitute a skills bank available to local governments. Through their regionalized departments, the Government will develop a capacity for technical support for the benefit of intermunicipal establishments.

Box 18: Operational Strategy for Implementation of the National Policy Declaration on Town and Regional Planning (DEPONAT)

Since it wishes to promote balanced development, the Government approved the National Policy Declaration on Town and Regional Planning (DEPONAT) in November 2002. The DEPONAT has three main themes: (i) promotion of territorial planning and rational resource management; (ii) promotion of decentralization and regionalization; (iii) enhancement of facilities and equipment at the local level.

The Operational Strategy Document (DSO) designed to implement the DEPONAT sets out the principles governing the reorganization of the institutional framework as well as new instruments of territorial management. The proposed innovations can be summed up in three points: (i) partnership and consultation between the Government and municipalities; (ii) territorialization through the promotion of associations of municipalities; (iii) contractualization of the relationship between the Government and local governments.

Promotion of spatial planning

241. Despite efforts to develop schemas and master plans at various scales in order to arrive at a better spatial planning, the results have fallen short of expectations. The desire to ensure coherent and equitable distribution of the national wealth, and thereby ensure balanced development, has led the Government to revisit spatial planning.

242. The Government intends to acquire national planning instruments that, in an approach based on territorial equity and coherence, define the broad guidelines regarding the distribution of people, activities, and infrastructures throughout the national territory. The various activities to be undertaken in this connection are: (i) development of spatial planning instruments; and (ii) integration of the territorial and environmental dimension into the budgetary resource allocations.

243. **Development of spatial planning instruments.** These instruments would be of a technical, regulatory and financial nature. The technical instruments are: the Master Plan for National Town and Regional Planning, planning schemas at the infranational levels, and

collective services schemes. The collective services schemes drawn up by the relevant ministries will integrate service provision, a spatial and rational dimension of infrastructure development, and facilities. This is an approach geared to the population's needs and its access to goods and services. The Law on Town and Regional Planning and the Territorial Directives are regulatory and normative instruments still to be developed. The Town and Regional Planning Incentive Fund (*Fonds d'incitation à l'aménagement du territoire*, FIAT) instituted by decree¹⁴ is one of the financial instruments intended to support spatial planning.

244. **Integration of the territorial dimension into budgetary resource allocations.** This will entail adding to the budget allocation mechanism a process of territorial arbitration that will efficiently distribute public investment throughout the country. This measure is part of the decision taken jointly by WAEMU countries to include a contribution for structures responsible for town and regional planning when government budgets are drawn up. Thus, each sector will show, in its budget, the overall volume of investments received by each territory, as well as the volume of investment under municipal control, the execution of which is the responsibility of territorial collectivities. Along the same lines, the Government will ensure that micro-financing services cover the entire national territory to the extent possible, in order to bring these services within the reach of potential clients and to enable them to play a leveraging role in regional and local development.

Human capacity-building for regional and local development

245. To promote local development and support the establishment of development territories, human resources must be strengthened. The goal, through capacity-building measures, is to render the various actors more effective and efficient in their contributions to regional and local development. These capacity-building actions will target: (i) local elected officials; and (ii) the prefectural administration. In addition, the development of clusters of structuring projects with multiplier effects will require the development of targeted professional training programs aimed at provided the chosen sectors with skilled human capital.

246. **Enhancement of the capacities of local elected officials.** To help local governments better manage the mandates and resources transferred to them, the Government wishes to increase their ability to handle project management, project contracting functions, preparation of bidding documents, accounting, monitoring and evaluation systems, personnel management, and communications techniques.

247. **Strengthening of the capacities of the prefectural administration.** The Government feels that the role of prefects vis-à-vis local elected officials is important, especially in an environment in which the promotion of sustainable regional and local development is becoming a priority. The prefectural administration will therefore be equipped to better gauge the coherence between intermunicipal planning instruments and the national guidelines, and to verify local governments' close adherence to commitments they make in the context of their contractual arrangements with the Government concerning territorial projects.

¹⁴ Decree 2003-374 of September 18, 2003 approving the statutes of the DAT.

248. **Capacity-building for NGOs and local consulting firms.** Given the role of consulting firms and NGOs in the preparation of local planning documents and the construction of infrastructures, the Government deems the strengthening of their capacities to be an important prerequisite for ensuring that their provision of good quality services will help promote sustainable regional and local development.

8.2 Emergence of development and growth hubs

249. To ensure regional balance and stem the massive exodus of rural dwellers towards the large urban centers, the Beninese authorities wish to create several development hubs distributed throughout the national territory as a function of their comparative advantages. This development hub strategy also aims to diversify and boost production in the various regions of Benin. Thus, each development hub will eventually be a space organized around an economic engine, i.e., an important city surrounded by secondary cities and rural localities, all linked to each other by efficient transport and service networks. The main measures required for the emergence of development hubs are relevant to cities as well as to the adjacent rural localities. Such measures include: (i) the spatial distribution of project clusters; (ii) enhanced security and reliability of land tenure.

Spatial distribution of project clusters

250. The Government has identified priority pillars to put Benin on the path to becoming an emergent economy. Six embryonic project clusters have been identified. They are: (i) textile cotton; (ii) agrifood, trade and international business; (iii) construction, public works, and construction materials; (iv) tourism, handicrafts, and cultural activities; (v) transportation, logistics, and international trade; and (vi) telecommunications and information and communications technologies (ICTs). The development of each cluster will be organized spatially, by regional poles, and according to the regional emphases of the various production streams constituting the cluster.

251. The spatialization of project clusters requires an intersectoral discussion process that would clarify, for each cluster, the implications in terms of infrastructures and facilities to be built. Then, a spatial agenda would be drawn up for each cluster, or for a set of clusters, and would place the various work sites within an overall scheme providing a coherent vision, a more rational geographic positioning, and cartographic documents. By following such a procedure, the Government intends to avoid repeating past errors that have exacerbated interregional imbalances, limited the population's access to infrastructures and facilities, and provoked uncontrolled urban sprawl.

252. The Government will also take care to align project clusters with the strategy for strengthening Benin's medium-sized and secondary cities, so as to make them centers of activity with functions associated with the projects located in them. This matching is expected to create actual hubs of development and growth by strengthening urban centers in terms of their roads, tourism and leisure facilities, hotels, business centers, large national and regional schools, modern hospital centers, etc.

253. **Tourism hubs.** Benin possesses rich and varied tourism assets ranging from its natural resources to its sociocultural heritage. Sites and attractions of touristic interest in Benin include: (i) fine sandy beaches shaded by coconut palms, where fishermen weave their long nets; (ii)

mountainous areas (such as the Atacora range) with waterfalls and remarkable landscapes; (iii) the Pendjari and 'W' national parks with their game-rich hunting preserves; and (iv) cities of historic interest, such as Ouida, Abomey, and Porto-Novo. In addition, Benin has some impressive lake villages, such as Ganvié, where over 15,000 inhabitants live on the water itself in dwellings mounted on stilts. The Government has assigned priority to the enhancement of these touristic hubs through the development of clusters of tourism projects that are well thought-out and judiciously distributed throughout the national territory.

254. **Agricultural hubs.** Benin has several agroecological regions suited to the development of agricultural products such as cotton, cashew apples, oil palm, lumber, shea nut, pineapple, grains, tubers, root crops, fruits, and vegetables. The exploitation of this potential will enhance the contribution of the agricultural hubs of certain regions of the country. The Government therefore intends to promote a diversified, efficient and modern agricultural system based around valleys located along watercourses such as the Ouémé, Mono and Niger rivers, in the Lama depression, in hilly regions, cotton-producing regions, etc.

255. **Commercial hubs.** Benin has several trading centers with an influence that sometimes transcends its national borders. Indeed, the dynamism of certain cities such as Bohicon, Djougou, Glazoué, Comé, Malanville, and Asové is due to the presence of a market that extends beyond the adjacent localities. The Government will take care to consolidate the attractiveness and competitiveness of these hubs by equipping them with modern commercial infrastructures and by enhancing their accessibility from other regions in Benin, and even from other countries in the sub-region.

256. **Service hubs.** Many services seem to hold promise for the emergence of the national economy. These include, among others, financial services, services to business, telecommunications and remote function services, health services, education, etc. Development of these services will enhance the service-based mandate of such large cities as Cotonou, Porto-Novo and Parakou, and will also increase the reach of medium-sized cities (and other main departmental towns), turning them into veritable points of attraction for job seekers.

257. The spatialization of project clusters must also take sub-regional dynamics into account and aim at boosting the value of border locales. Indeed, Benin has over 2,000 km of borders that it shares with four neighbors, which means that the management of border areas is economically important. The development of project clusters and, thus, the creation of development and growth hubs, depends to a great extent on a good land tenure policy, and on the strengthening and modernization of infrastructures and facilities (e.g., transportation, energy and water, telecommunications, etc.)

Providing secure land tenure

258. With 58.5 percent of its land cultivable, Benin has ample scope for expanding its agriculture. However, problems of access to land ownership are an obstacle to strong agricultural expansion. In other production sectors, and even in housing, insecure land tenure remains an obstacle to investment. Public investment, savings, and private initiatives are on hold pending the regularization of property rights, and also because of a lack of confidence in the holders of traditional rights.

259. Faced with this situation, the Government wants to pillar on improving land tenure security through the following measures: (i) development of a national land tenure policy that encompasses both rural and urban land tenure management; (ii) completion of the law on rural land tenure and development of rural land tenure plans; (iii) development of cadastral schemes in urban centers; (iv) improvement of the cartographic and topographic skills of institutions charged with land tenure management; (v) affordable procedures for formalizing property rights; (vi) information, education, and communication targeting the population; (vii) improvement of land registry services and management of land tenure information; and (viii) re-orientation of those who trade in hazardous products into other spheres of activity.

8.3 Environment, natural resource management and quality of life

260. Benin has substantial ecological, cultural, and anthropological assets. With about 65 percent of its territory covered with shrubs and trees, the country is home to one of sub-Saharan Africa's best known parks (the Pendjari Biosphere Reserve), which has an abundance of flora and fauna species. At the national level, however, the sector is essentially characterized by an ongoing deterioration of forest resources and fauna. Efforts to exploit these ecosystems cannot stop their degradation, which is the result of complex factors, the most important of which is human activity (i.e., strong population pressure led to overuse of forestry and fisheries resources, ill-adapted extensive production systems, brush fires, cross-border transhumance, poaching, etc.) Indeed, the economic profile of Benin depends on its natural resources and is exhibiting a trend toward accelerated degradation of environmental quality in both rural and urban areas. This situation affects the sustainability of ecosystems, and especially the equilibrium of the biosphere.

261. In order to avoid the harm that would be caused by such a loss of ecological diversity and environmental quality, Benin has therefore signed several international conventions and agreements, and has endorsed, with its partners, the logic of ecosystem preservation through its 1994 Declaration of Forestry Policy and its implementation of important programs and projects such as the PGFTR, the PAMF, the PBF I and II, the ProCGRN, the PGDRN, the PCGPN and the PAGEFCOM. The Government intends to continue these interventions by improving the legal framework permitting sustainable natural resource management. It plans to approve the law on land tenure, the law on wildlife, the current update of tax regulations, and to improve institutional collaboration between public services and users.

262. The Government will also undertake to develop and implement a national reforestation program that accommodates the specificities of the various categories of forests and agro-ecological zones and that is aimed at: (i) broadening the supply of fuelwood, industrial roundwood, and timber; (ii) combating desertification and soil degradation; (iii) improving biodiversity; and (iv) improving carbon sequestration capacity. With regard to fauna, new community-level biological preserves will be created, especially in humid zones. In order to ensure the populations' support of this program, the participatory approach tested in the various programs underway will be expanded to the national scale, and income generated by the exploitation of forest resources will be equitably distributed among the various actors. Privatization of the commercial lumber affiliate '*Industrie du bois du Benin*' (IBB S.A.) of the National Lumber Bureau (*Office national du bois*), and the resulting elimination of the monopoly on teakwood purchases, will be crucial factors in the promotion of private plantations, the resurgence of industrial activity, and the creation of new jobs.

263. Apart from this natural resource sector, significant environmental problems are affecting the quality of life and health. These problems include: (i) the proliferation of shantytowns in the main cities, and particularly in Cotonou; (ii) the growing number of uncontrolled garbage dumps and the practice of open-air defecation; (iii) the growing scarcity and pollution of surface water supplies; (iv) air pollution in urban areas and the increasing importation of used vehicles withdrawn from circulation in Europe; (v) trafficking in hazardous substances (gasoline, drugs, agricultural and veterinary inputs); (vi) the scarcity of advisory support and education about the environment; and (vii) the lack of tools available to professional associations and grassroots contact persons for facilitating outreach on environment protection issues.

264. The Government is concerned by the scope of these problems, which aggravate environmental degradation and have negative impacts on the well-being of the population and on sustainable development. The National Environmental Management Program (*Programme national de gestion de l'environnement*, PNGE), begun in 2002 for a period of six (6) years, was presented as an array of coherent activities aimed at optimizing the links between the environment and poverty reduction, thus reflecting the themes of the Rio Summit on Sustainable Development. The overall objective of the PNGE, as formulated, is to “contribute to the sustainable economic and social development of the people of Benin through poverty reduction, promotion of internalized participatory planning, and local governance”.

265. The Government plans to continue the efforts now underway. This commitment will be supported and maintained over the next three (3) years through (i) the strengthening of grassroots environmental management capacities; (ii) strengthening of the system through which environmental issues are incorporated into sectoral policies and the tax system; (iii) promotion of integrated natural resource management, and particularly of hydraulic and forestry resources; and (iv) promotion of local sanitation services. All of these measures are justified by the fact that the Government has chosen to incorporate environmental concerns into the SCRP.

Box 19: The ‘greening’ of the SCRP

What does ‘greening’ mean?

The term refers to the promotion of concrete policy measures aimed at integrating environmental concerns into relevant plans, programs and projects, with a view to ensuring their sustainability, with poverty taken into account in terms of its monetary, opportunity cost, human capacity, educational, health, and security aspects.

Why ‘go green’?

- To promote sustainability in development programs;
- To integrate specific objectives and natural resource conservation and environmental quality activities into all programs derived from the SCRP;
- To plan in advance for external impacts and take into account the ecological costs of strategic options chosen under the SCRP,

How is ‘greening’ implemented?

The Strategic Environmental Assessment (SEA) is an anticipatory and proactive approach aimed at developing various sustainability scenarios. The SEA is therefore a tool for analyzing and weighing environmental potentialities and constraints against development objectives.

What have been the results?

- Environmental and social concerns are proactively and inevitably integrated into the SCRP and their impacts are acknowledged.
- The poverty-reducing impacts of environmental protection and natural resource conservation are identified.

- Sectoral ministries have adopted the process and recognize the relationship between poverty and environment.
- A set of simple but precise indicators has been developed to evaluate results.

Source: ABE, 2006

266. **Strengthening of grassroots environmental management capacities.** All local governments are faced with serious natural resource management problems. Local authorities, and especially neighborhood leaders, have a weak capacity to mobilize those they administer around public health campaigns. For lack of resources, municipal communication plans pay only marginal attention to environmental protection issues. Master plans for municipal development have little chance of success unless efforts are made to support their implementation. In general, the lack of staff and technical capacities at the level of the municipalities and regionalized government departments charged with environmental and natural resource protection limits the support that local governments and their populations can expect.

267. To address these weaknesses, particular emphasis will be placed on information, education, and training of the population, along with supporting demonstration activities, in order to gradually introduce a culture of environmental management in the interest of a salubrious and appealing living environment.

268. To this end, the Government intends to strengthen the institutional capacities of municipal departments and commissions responsible for issues involving government-owned assets and environmental matters, through skills upgrades for personnel and elected officials, and by providing them with the resources they need for their work. Support will also be provided to local civil society organizations, including women's organizations and consumers' associations, in order to accustom them to assuming responsibility for managing the milieu in which they live.

269. The main measures to be undertaken will pillar on: (i) development of a communication plan with varied content, addressing the main environmental issues of each department; (ii) production of radio broadcasts meeting the information and outreach needs of young people; (iii) strengthening of the capacities of municipalities in the area of environmental management; and (iv) training of grassroots media facilitators and opinion leaders in order to promote behavioral change in terms of the attitudes that the population has regarding natural resources and its living environment.

270. **Strengthening of the system for incorporating environmental issues into sectoral policies and the tax system.** Great efforts have been deployed over the past ten years to put environmental management tools in place at the sectoral level, along with a dynamic of education at the national level. Examples include information, outreach and training activities, the creation of environmental units and an environmental police force, a resumption of public health policing, and support for officials responsible for policing forests and fisheries. A culture receptive to the preparation of environmental impact assessments of public and private projects is emerging. The decentralization process, which resulted in the establishment of municipalities (*communes*) in 2003 has, for its part, attached great importance to the responsibility to be borne by local elected officials for environmental protection and sustainable natural resource management.

271. Despite these efforts, behavioral change is proving to be slower than desired. The difficult economic situation, poverty, and the scarcity of resources available to local governments have made adherence to environmental protection rules somewhat sketchy.

272. In order to address these deficiencies, the Government plans to deepen the strategies for incorporating environmental issues into public territorial management and into sectoral policies and programs. In this context, the means available to prevent environmental degradation will receive greater attention within the system of public investment programming, as well as in Benin's trade policy.

273. At the same time, and in order to more effectively promote a health environment, the Government plans to: (i) to systematically apply the Strategic Environmental Assessment (SEA) to all plans and programs; (ii) assess the environmental impact of Benin's tax system in sectors involving the importation of vehicles, household appliances, etc.; (iii) reform sectoral environmental units and provide them with the operating resources to increase their impact; (iv) develop a performance chart on sectoral priorities in the area of environmental protection at the level of each ministry and each prefecture, that would provide a clear overview of the relevant budgetary resources; and (v) strengthen the national system of environmental information and monitoring through a revamping of the various information collection and analysis formats that feed data into the national report on the state of the environment.

274. **Promotion of integrated management of natural resources, and particularly hydraulic and forestry resources.** The decentralization of mandates down to the municipal level with regard to environmental protection is an opportunity to strengthen cooperation between communities in the management of shared natural resources (cf. Article 94 of Law 97-029 of January 15, 1999 concerning the organization of municipalities (*communes*) in the Republic of Benin). Within this framework, the town and regional planning strategy provides for support to such dynamics at the intermunicipal level.

275. The Government pledges to promote environmental governance. In this connection, it intends to orient its intervention priorities within the framework of the SCRP to: (i) establish a framework for national, subregional and international partnership in the area of sustainable conservation and management of biodiversity of protected areas and fragile ecosystems; (ii) establish a national observatory of surface water quality; (iii) strengthen local government associations in institutional and operational terms, for purposes of integrated natural resource management; (iv) strengthen the environmental management capacities of mixed and women-only farmers' and producers' organizations; (v) ensure baseline photographic/cartographic coverage of municipalities; (vi) promote alternative energies and fuelwood conservation systems; (vii) promote urban forestry and ecotourism; (viii) establish a system of sustainable financing of protected areas; and (ix) accelerate the establishment of measures to combat coastal erosion.

276. **Promotion of local sanitation.** Sanitation problems have emerged as serious handicaps for local populations, according to participatory surveys. Indeed, all large cities and main municipalities are experiencing difficulties associated with the removal and management of solid and liquid waste, biomedical waste, the absence of sanitary facilities in dwellings, and sanitation infrastructures in general. The budgets of most municipalities have few resources available for investment in sanitation.

277. Given this situation, which has multiple consequences (on both the health and productivity of the population), the Government has opted to continue its support to municipalities by: (i) promoting intermunicipal processes for household waste management; (ii) constructing and rehabilitating sanitation and sewer networks in selected cities; (iii) preparing and updating master plans and schemas for urban development and sanitation in main *commune*-

level towns and municipalities; (iv) installing public utilities in inhabited zones or in zones slated for settlement; (v) identifying and closing-off areas unsuited for construction; and (vi) improving the management of biomedical waste in hospitals.

III. IMPLEMENTATION OF THE SCRP

CHAPTER 9. MACROECONOMIC AND BUDGETARY FRAMEWORK

278. The strategic approaches, macroeconomic and sectoral policies, and priority programs of the SCRP were described in the preceding chapters. The following sections analyze the quantitative implications of these policies for the growth profile and the allocation of resources to the sectors and ministries to finance the program budgets. This analysis comprises five phases:

- (i) **Baseline macroeconomic framework:** This is the estimate of the quantitative impact of the sectoral strategies on the economic growth profile and the medium-term macroeconomic framework (the government real sector, balance-of-payments, and monetary situation accounts);
- (ii) **Baseline central budgetary framework:** The projected medium-term expenditure framework (central MTEF) which proposes medium-term budgetary resource allocations between the SCRP sectors and ministries and estimates the overall cost of implementing the strategy;
- (iii) **Baseline sectoral frameworks:** These frameworks are arbitrages between sectors in order to reconcile the sectoral ceilings of the central MTEF with the financing needs of the programs and projects and thus “align” the sectoral program budgets;
- (iv) **Variants of the baseline scenario** in terms of the level of execution of the targeted programs and objectives (for example, the critical path of the MDGs) and the implications for the macroeconomic framework, the central MTEF, and the sectoral program budgets;
- (v) **Risk analysis** in order to assess the implications for strategy implementation of shocks, structural rigidities, and other impediments, and their impact on the strategic objectives and the macroeconomic, budgetary, and sectoral frameworks.

279. From an operational standpoint, the approach adopted for the execution of the framework falls within the participatory process which is at the heart of the preparation and implementation of the SCRP. This approach was implemented in two phases. First, technical meetings were held with the DPPs of the sector ministries to appraise their various strategies, assess their cost, and estimate their impact on growth. In an extension of this participatory approach, the SCRP priority ministries and those which “house” the MDGs¹² assessed the cost of their strategy for attaining the MDGs. As a result of this iterative and participatory process, which was carried out with the DPPs of the ministries and experts of the various sectors, the strategies could be quantified more precisely according to different levels of targeted objectives (e.g., the baseline scenario or the MDG scenario).

280. In a second phase, an iterative process was followed with the sector ministries in order to proceed with intrasectoral arbitrages and align the program budgets with the central MTEF ceilings. This makes it possible: (i) from the bottom up, to see the macroeconomic implications (macroeconomic growth and stability) of the sectoral programs’ execution levels in relation to the levels of strategic objectives targeted (e.g., the MDG baseline scenario), and (ii) from the top down, to align the sectoral program budgets with the ceilings derived from the central MTEF of a targeted macroeconomic framework (e.g., the baseline scenario with a sustainable budget deficit given more or less secure financing).

¹² Costs were assessed for seven sectors: education, health, infrastructure, water and energy, environment, and gender.

9.1. SCRP baseline scenario

281. The SCRP baseline scenario is the quantified translation of the various sectoral strategies that the government intends to implement to accelerate growth and reduce poverty during the years 2007-2009 while maintaining macroeconomic stability (targeted and sustainable inflation and deficit levels).

9.1.1. Sectoral strategies and growth hypotheses

282. As indicated above, growth acceleration will be based on the diversification of production, the strengthening of economic and social infrastructures, and the strengthening of good governance.

283. As a result of the implementation of the investment program in the priority sectors, public investment should increase strongly, by 20 percent per year. This, combined with the improvement in good governance and the business environment, will lead to an improved foreign investment ratio. As a result, the foreign investment ratio will increase from 22 percent in 2006 to around 25 percent by 2009.

Table 15. Trend of economic growth and the investment ratio for 2000-2004

	Growth	Investment Ratio
Benin	4.7	19.0
Burkina Faso	4.5	19.4
Senegal	4.3	19.1
East Asia and the Pacific	8.0	31.5
China	9.2	35.5

Source: World Bank

284. **Energy.** One of the major constraints on the competitiveness of the Beninese economy is the high cost of energy, particularly electricity. Moreover, load shedding now influences the competitiveness of enterprises significantly. In 2006, the government took steps through the Energy Plan to increase its energy production capacity and reduce its medium-term cost. The completion of the CEB-NEPA project in 2007 and the implementation of the Energy Plan should thus help to reduce the costs and improve the competitiveness of Beninese enterprises. Accordingly, the volume of energy production should average around 8 percent annual growth over the period 2007-2009.

285. **Agriculture.** The implementation of the strategy in the rural sector will translate into improvements in productivity and agricultural outputs. The pace of growth of primary sector production should average around 8 percent for the period, as compared to 3 percent average growth for the period 2003-2005.

286. **Services.** As a result of the implementation of sectoral strategies (tourism, telecommunications, finance, and transport), it is estimated that growth in the market services

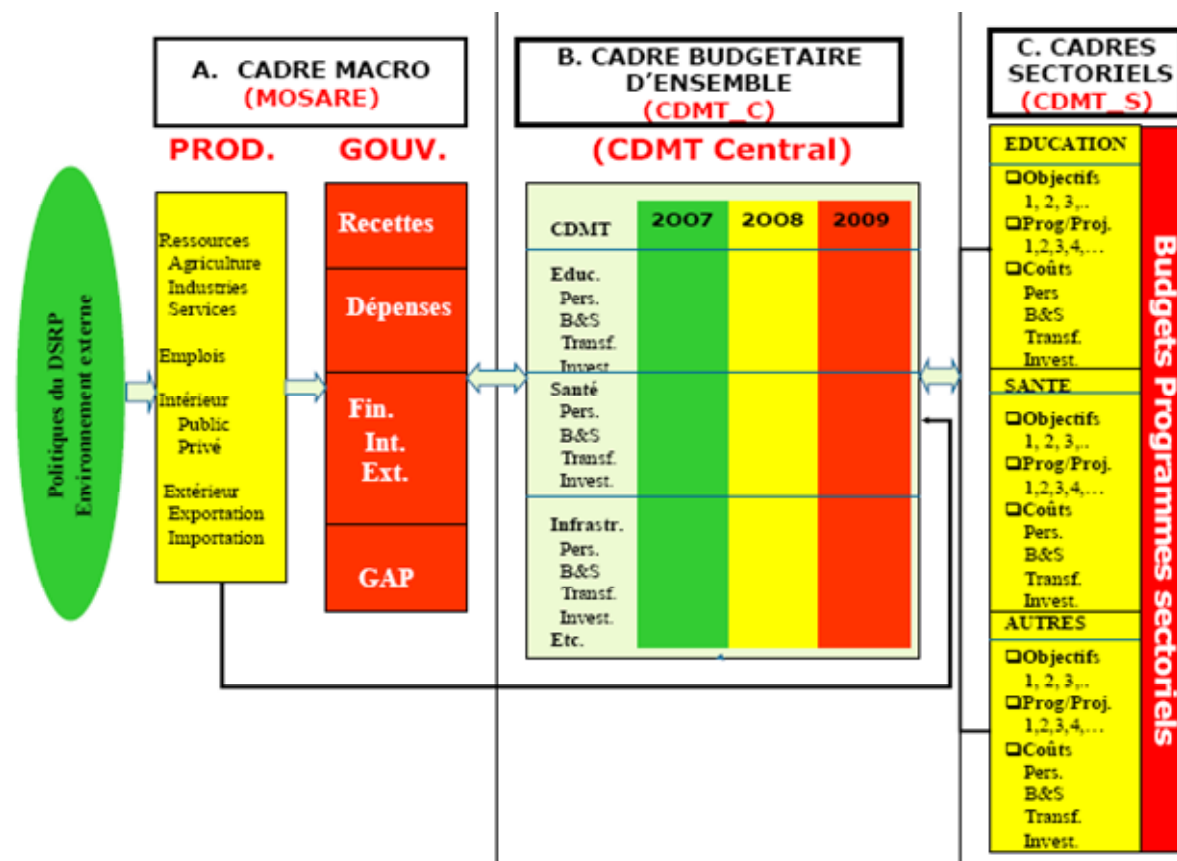
sector will average around 6 percent, as compared to 4 percent on average during the period 2003-2005.

Box 20. Summary description of the macroeconomic and budgetary framework model

The model. The SCRP macroeconomic framework was prepared using a quasi-accounting macroeconomic simulation model, the main characteristics of which are as follows: (i) it recapitulates the different relationships between the macroeconomic accounts; (ii) it is built around supply and rests on sectoral growth hypotheses reflecting the implementation of SCRP sectoral policies and strategies; (iii) it treats inflation as an objective of economic policy because of the WAEMU monetary convergence criteria.¹ The macroeconomic simulation model is linked to a central MTEF, enabling resources to be allocated between ministries, and to sectoral modules, enabling sectoral program financing needs to be highlighted and reconciled with resource availability in order to “align” the program budgets.

The model utilized for the SCRP macroeconomic and financial framework observes the principles of financial programming and accounting equations, as the diagram below indicates. Growth is defined in a normative fashion, but takes into account the strategies that the government intends to implement.

Diagram: Macroeconomic and financial framework process



The model operates on the basis of an iterative process requiring an ongoing dialogue between the sectoral MTEFs and the macroeconomic framework

Key to Diagram:

A. MACROECONOMIC FRAMEWORK (MOSARE)	B. OVERALL BUDGETARY FRAMEWORK (C. MTEF)	C. SECTORAL FRAMEWORKS (S. MTEFs)
<p>Green oval: PRSP policies External environment</p> <p>Yellow rectangle: PROD. Resources Agriculture Industry Services Jobs Domestic Public Private External Export Import</p> <p>Red rectangle: GOVT. Revenue Expenditure Fin. Dom. Ext. FINANCING GAP</p>	<p>(Central MTEF)</p> <p>MTEF 2007 2008 2009</p> <p>Educ. Pers. G&S Transf. Invest. Health Pers. G&S Transf. Invest. Infrastr. Pers. G&S Transf. Invest. Etc.</p>	<p>EDUCATION Objectives Prog./Proj. Costs Pers. G&S Transf. Invest.</p> <p>HEALTH Objectives Prog./Proj. Costs Pers. G&S Transf. Invest.</p> <p>OTHER Objectives Prog./Proj. Costs Pers. G&S Transf. Invest.</p> <p>Red rectangle: SECTORAL PROGRAM BUDGETS</p>

9.1.2. Medium-term macroeconomic and financial framework

On the basis of the preceding hypotheses concerning the growth fundamentals, the simulations indicate that the economic growth rate should rise by around 4 points over the period, moving from 3.6 percent in 2006 to 7.5 percent in 2009.

288. **Strong medium-term growth.** The effective implementation of the growth and poverty reduction strategy should enable the economy to gain 4 points of medium-term growth. The annual average growth rate would be around 7 percent for the period 2007-2009, which, in view of the projected average demographic growth of 3 percent for the period, will result in positive per capita revenue growth of around 3 percent for the period.

Table 16. Trend of sectoral growth for 2006-2009

	2002-2004	2005	2006	2007	2008	2009
Primary sector		-0.8	7.1	7.4	7.4	7.8
Agriculture	3.7	-3.0	9.4	8.0	8.5	9.0
Livestock	3.4	3.5	3.5	4.0	4.0	4.0
Fishing and forestry	3.5	7.3	-1.0	7.8	4.5	4.5
Secondary sector		5.4	-1.3	6.6	7.4	7.4
Extractive industries	7.0	5.0	6.0	6.0	6.0	6.0
Manufacturing industries	1.6	5.3	-4.6	6.0	7.0	7.0
Energy	8.6	6.7	1.8	7.0	8.0	8.0
Construction and public works	5.4	5.0	6.0	8.0	8.0	8.0
Tertiary sector		6.0	1.5	4.6	6.3	7.6
Commerce	3.1	7.0	0.0	5.0	7.0	9.0
Transport and telecommunications	3.8	5.7	2.2	5.0	6.0	7.0
Banks and insurance companies	5.1	6.5	3.7	4.5	6.0	8.0
Other services	4.0	4.8	2.9	4.0	5.5	6.0
Nonmarket services		4.0	4.1	5.0	6.0	6.0
GDP	3.8	2.9	3.6	6.0	6.8	7.5

Source: MDEF, 2006.

289. Growth rests mainly on the expected dynamism of commercial and transport activities and on the diversification and growth of export-oriented primary-sector production (export agriculture).

290. The year 2007 will be a year of transition toward double-digit growth by 2011. To this end, the government intends to encourage the production of food crops (corn, rice, yams, manioc) and industrial crops, including, in particular, pineapples, peanuts, and palm oil, without neglecting cotton production. Indeed, cotton production should increase gradually, from 300,000 tons for the 2006-2007 crop year, to around 400,000 tons for the 2007-2008 crop year. Next, the full re-establishment of trade relations with Nigeria in 2007 and the improvement of the regulatory framework and business climate should revitalize commerce, particularly transit and re-export activities. Lastly, the strengthening of baseline infrastructure should energize the service industries and enterprises, particularly construction and public works enterprises. As a result of the implementation of these actions, the growth rate should reach 6 percent in 2007, as against 3.6 percent in 2006.

291. These actions should continue and intensify in 2008 and 2009. Moreover, they will be accompanied by an improved business climate owing to judicial and land reforms and access to credit by enterprises, mainly SMEs. To accomplish this, growth would be stronger in 2008 and 2009 owing to competitiveness gains linked to improved factors of production, including energy, telecommunications, shipping, and economic and social infrastructures. The projected growth rate for 2008 and 2009 is around 7 percent.

292. On the demand side, the investment ratio should increase by around 3 points between 2006 and 2009 (from 22 percent to approximately 25 percent), led by public investment and the expected effects of the improved business environment on private and foreign investment. Note

should be taken, however, of a deterioration in the saving-investment balance to around 6 percent of GDP, which could be improved substantially by an increase in transfers linked to the implementation of the SCRP and the MDGs.

293. The trade balance should stabilize in the medium term owing to a good performance of goods and services exports. Exports should increase as a percentage of GDP in relation to the improvement in productivity, not only of cotton, but also of food crops for export—a reflection of the government’s desire to diversify exports. Imports should increase as a percentage of GDP in relation to private investment and the government’s major works policy.

294. **Price stability.** Despite the increase in investments, domestic absorption pressure remains moderate in light of production growth. Indeed, a slight fall in private and public consumption as a ratio of GDP, combined with a strong growth of exports, will be noted. This has made it possible to maintain price stability and achieve the WAEMU convergence objective.

295. **Strengthened public finance.** Fiscal policy and overall ceiling levels consistent with an overall economic balance will be recapitulated during the period 2007-2009, taking into account the economic reform objectives. With the implementation of intensified resource mobilization measures, particularly the broadening of the tax base and the improvement in financial account earnings, the ratio of tax revenue to GDP is moving in a positive direction; from 15.1 percent of GDP in 2006, it is projected to reach 16 percent in 2009.

Table 17. Trend of revenue and expenditure as a percentage of GDP

	2006	2007	2008	2009
Total revenue	17.0	17.6	18.0	18.1
Tax revenue	15.1	15.8	16.2	16.3
Nontax revenue	1.8	1.8	1.8	1.8
Total expenditure	22.1	24.4	25.0	24.6
Wage bill	5.7	5.9	5.8	5.5
Public investment	7.6	8.6	9.5	9.9
Baseline primary balance	-0.9	-1.5	-1.6	-1.2
Overall deficit (payment-order basis)	-5.1	-6.8	-6.9	-6.5

Source: MDEF, 2006.

296. During the program period, budgetary resources will be dedicated to current expenditure, representing 15 percent of GDP on average, and investment expenditure, representing 9 percent of GDP on average, among other items. The expenditure-control objectives will be pursued through a prudent wage policy. The volume of expenditure relative to GDP would stabilize at around 25 percent between 2007 and 2009, as against 21 percent during the three years of the poverty reduction strategy, owing to additional expenditures required for the implementation of the strategy’s priority programs. As a result of improved revenue and the prudent growth of expenditure, the budget deficit (payment-order basis) remains contained, moving from 5 percent of GDP in 2006 to around 7 percent of GDP between 2007 and 2009.

297. **A controlled money supply.** In accordance with the common monetary policy of the WAEMU countries, the priority goal is price stability and a prudent policy of credit to the economy. It is expected that there will be an annual average nominal increase in the money supply and credit of around 10 percent, which is consistent with a real growth rate of 7 percent and an inflation rate of around 3 percent.

9.2. Medium-term expenditure framework (MTEF)

298. The SCRP budgetary platform is a medium-term expenditure framework (MTEF) covering the period 2007-2009. The MTEF is prepared on the basis of a budgetary framework consistent with the macroeconomic framework presented above.

299. The framework's objective is a rational allocation to the sectors of the available resources freed by the macroeconomic framework, based on the SCRP priorities and taking into account the sectoral programs' financing needs. Arbitrage between the sectors took place on the basis of: (i) the ministries' functions and the SCRP priorities; (ii) the needs expressed by the sector ministries in the context of program budgets and/or cost assessments prepared in the MDG quantification framework; and (iii) new poverty reduction expenditure needs.

Table 18. Budgetary appropriation by sector for the period 2007-2009 (percent of expenditures excluding debt service)

	PRSP Period (*)			SCRP Period			
	2003	2004	2005	2006	2007	2008	2009
Social sectors	28.3	27.6	29.2	31.0	30.6	30.7	31.2
Education	20.3	19.4	19.2	20.2	19.7	19.7	19.3
Health	6.6	6.4	8.0	8.7	9.1	9.2	10.1
Other social sectors	1.4	1.7	2.1	2.1	1.8	1.8	1.9
Production and commerce	6.9	9.7	8.8	8.3	8.5	8.3	9.1
Production infrastructure	12.1	12.6	10.5	19.6	19.5	21.7	23.0
Governance	10.9	10.8	12.4	9.0	8.7	8.0	7.5
Political	2.6	3.2	4.7	3.1	3.4	3.2	3.2
Economic	8.2	7.6	7.7	6.0	5.3	4.8	4.3
Defense and security	9.0	9.1	12.6	7.6	8.0	7.5	6.6
Sovereignty	4.6	4.6	6.8	3.8	3.8	3.6	3.5
Total ministries and institutions	71.7	74.6	80.3	79.3	79.1	79.9	80.9
Other budgets	28.3	25.4	19.7	20.7	20.9	20.1	19.1
Total budget	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: MDEF, 2006.

Note: The data for 2003-2005 are payment-order expenditures and those for 2006-2009 are grants.

300. According to the MTEF, the priority sectors¹³ affected by these programs receive budgetary appropriations representing 48 percent, on average, of all expenditure appropriations for the period, after deduction of interest on the debt in 2007, 2008, and 2009. This proportion is around 24 percent for the education and health sectors alone.

301. On the basis of the information available on the probable financing to be mobilized, the residual financing to be sought is around CFAF 50 billion in 2007, CFAF 94 billion in 2008, and

¹³ Education, health, road infrastructure, water and energy, agriculture, environment, and gender.

CFAF 72 billion in 2009. Expenditures not directly linked to the SCRП should be subtracted from this volume of financing need to deduct their cost. A cost assessment is contained in table 19.

Table 19. Cost and financing of the SCRП

	2007	2008	2009
Estimated public expenditure*	631.0	711.3	776.0
Domestic resources	506.7	522.8	568.7
Tax and nontax revenue	465.4	521.5	580.4
Other domestic public financing**	41.3	1.3	-11.7
External resources (excluding debt relief)	113.0	132.1	146.5
Financing gap	11.3	56.4	60.8
Source: MDEF, 2006. Notes: *Total expenditures minus pensions minus interest on the debt minus short-term payments. **Includes variations in arrears.			

9.3. Alternative scenarios and prospects for the achievement of the MDGs

302. **MDG alternative scenario.** As mentioned in the paragraph on methodology, the baseline scenario does not take into account all of the needs estimated in the framework of the MDG critical paths. Therefore, a so-called MDG scenario was projected which fully integrates the MDG sectoral cost assessments, but assumes an improvement in the absorption of assistance. The introduction of the results of the MDG cost assessments for seven sectors (education, health, road infrastructure, water and energy, agriculture, environment, and gender) led to an average increase of CFAF 175 billion per year in the volume of expenditure relative to the base situation, bringing the average investment ratio for the period to around 27 percent as against 24 percent for the base situation. This translates into a higher average GDP growth rate, which reaches 8 percent for the period 2007-2009, but also a more pronounced annual average budget deficit, which stands at around 11 percent. Likewise, the average current balance-of-payments deficit remains fairly high, in the neighborhood of 6 percent. The annual average residual financing need climbs to CFAF 225 billion.

303. **Recent trends alternative scenario.** Consideration was given to an alternative scenario which projects recent trends over the three programming years. Furthermore, a strong constraint on external resource mobilization, and a rigidity in the operation of the entire mechanism for utilization of the resources allocated to projects, was assumed. These constraints have a direct impact on the volume of public investment and on resource allocations to the sector ministries. The consequences for the pace of MDG attainment and growth are equally direct. In addition, there are the probable constraints linked to the supply sector, resulting mainly from contingencies in the agricultural production sector.

304. Hence, growth barely exceeds 5 percent, the investment ratio is in the neighborhood of 23 percent, and the deficit in the saving-investment balance deepens owing to the contraction of public saving. This deficit should represent 6 percent for the period on average.

305. Under the recent trends scenario, the volume of expenditure contracts by 62 billion in 2007, 100 billion in 2008, and 132 billion in 2009, or by 2.4 percent, 3.6 percent, and 4.4 percent, respectively, of GDP, as compared to the baseline scenario. This makes it possible to hold the public deficit to around 4.8 percent in the first year and 3.4 percent in the last year. This public

expenditure profile, which is completely delinked from the MDG targets, no longer falls within the context of the path to achievement of these objectives.

Table 20. Trend of the principal aggregates according to scenario

	2007			2008			2009		
	Baseline scenario	MDG scenario	Trend scenario	Baseline scenario	MDG scenario	Trend scenario	Baseline scenario	MDG scenario	Trend scenario
GDP growth rate (%)	6.0	7.3	4.1	6.8	8.1	4.5	7.5	8.7	5.0
Investment ratio	23.6	26.4	22.9	24.4	27.2	23.2	25.2	27.6	23.6
Total expenditure as % of GDP	24.4	30.2	22.4	25.0	29.2	22.3	24.6	27.5	21.8
Budget deficit as % of GDP	-6.8	-12.7	-4.8	-6.9	-11.5	-4.2	-6.5	-9.9	-3.4
Financing gap (CFAF billions)	49.6	216.6	0.0	93.8	246.2	12.0	72.2	212.5	30.2
<i>Current deficit PB as % of GDP</i>	-5.8	-6.1	-6.1	-5.5	-5.8	-6.2	-4.9	-5.2	-5.5

Source: Beninese authorities.

9.4 Risk analysis

306. The SCRP baseline scenario is underpinned by key assumptions concerning the macroeconomic framework, the social situation, and the international environment. The appearance of adverse external shocks could reduce growth and therefore jeopardize the SCRP objectives. Such shocks might include: (i) a rise in petroleum prices; (ii) climate contingencies; (iii) the persistence of structural rigidities (reforms in the energy and telecommunications sectors; unsatisfactory privatizations of public enterprises); (iv) the unpredictability of assistance; (v) low inflows of foreign investment; and (vi) a low rate of budgetary resource absorption.

307. The Beninese economy remains heavily dependent on agricultural production, particularly cotton. The SCRP baseline scenario posited an improvement in cotton production and a diversification of agricultural production for export in order to improve the trade balance. However, the absence of good climate conditions and the weak mechanization of agriculture can significantly affect economic forecasts. Furthermore, the volatility of world market prices for agricultural products, particularly cotton, could affect the production level owing to the effects of negative producer expectations.

308. Delay in the implementation of various structural reforms, especially in the energy and telecommunications sectors, can constitute a major risk for the attainment of the SCRP objectives. Indeed, the problems related to energy (availability and high cost of energy) and telecommunications (organizational problem in the sector) flow from structural difficulties which hamper competitiveness and undermine the likelihood of economic diversification.

309. External resource mobilization is an important element in the success of the SCRP and the attainment of the MDGs. However, the unpredictability of these resources affects the execution of the strategy's programs and projects. Furthermore, it would be desirable for the technical and financial partners to eliminate red tape in the disbursement processes so that the resources necessary for the success of the strategy can be mobilized efficiently.

310. The absorptive capacity of the sector ministries is also a constraint on the achievement of the SCRP objectives, to the extent that weak absorptive capacity lengthens the execution periods for the programs and projects.

311. Lastly, the lack of firm political support could be an impediment to the efficient implementation of the SCRP. It is therefore necessary to provide all the components of the implementation system with adequate resources and to generate support for the strategy among all stakeholders.

CHAPTER 10. IMPLEMENTATION AND MONITORING/EVALUATION MECHANISMS

10.1. Context

312. As with respect to the other SCRP components, the strategy to strengthen the SCRP monitoring and evaluation mechanism is the result of a participatory effort comprising several phases. In the first phase, a thinking exercise was conducted to assess the monitoring and evaluation mechanism for the 2003-2005 poverty reduction strategy (PRS). This brought out the strengths and weaknesses of the system, making it possible to analyze the outputs in light of the expected results and to scrutinize the dysfunctions and other major obstacles to be eliminated for a more effective monitoring of the 2007-2009 SCRP. In particular, the central question of monitoring and evaluation was discussed in detail in the PRS review document and in various evaluation studies that were conducted. In the second phase, the assessments and the strengthening proposals adopted were discussed in various workshops with the participants, including the sector ministries, the central coordinating units (Permanent Secretariat, OCS, INSAE, etc.), and the development partners.

10.2. Major gains and challenges to be faced

313. Despite the problems involving resources and capacities, the monitoring mechanism for the 2003-2005 PRS registered noteworthy gains. In particular, the Permanent Secretariat of the CNDLP carried out effective monitoring, notably of: (i) the production of the first PRS and the preparation of the 2007-2009 SCRP; (ii) the arrangements for the preparation of the sectoral program budgets; (iii) the preparation of three PRS progress reports; (iv) the implementation of programs with partners, particularly the IMF, the World Bank, and the African Development Bank.

314. For its part, the OCS also made great strides in the monitoring of indicators and in program evaluations, and helped to build monitoring/evaluation capacities and to raise the awareness of decision-makers concerning the importance of evaluation activities. To this end, it conducted a number of impact studies, in particular: (i) the report on PRS indicators; (ii) the report on social characteristics; (iii) the impact of HIPC Initiative resources on poverty reduction; (iv) the impact of land reforms on poverty and the social situation; (v) the departmental report on the MDGs. However, the studies were carried out in an ad hoc fashion, and the results have yet to be utilized effectively for the updating of sectoral programs.

315. The two other major technical monitoring areas, i.e., statistical monitoring of development and monitoring of programs and projects, did of course produce several outputs, but these outputs, and the process itself, are not sufficiently synchronized and integrated with the PRS monitoring process. For example, a Social Scorecard (TBS) was produced, but is not synchronized with the PRS monitoring report, a factor that undermines its visibility, its functionality, and the added value of the PRS monitoring system. Similarly, evaluation reports have yet to be utilized for the preparation of performance reports for the sectoral program budgets and for making revisions to the action programs.

316. At the sector level, the PRS priority ministries are not sufficiently involved in the monitoring of indicators, and some still have difficulties in applying the proposed series of

indicators to their work and contributing effectively to the monitoring effort. This weak involvement is due partially to capacity problems in the ministries (human resources, but especially adequate budgeting), but also to a coordination weakness in the mechanism. The decentralized level is not yet sufficiently active owing to the time needed to establish and activate the mechanism.

10.3. Monitoring and evaluation mechanism for the 2007-2009 SCRP

317. The government is cognizant of the inadequacies of the 2003-2005 PRS monitoring mechanism and is determined to resolve them to make the monitoring of the 2007-2009 SCRP more effective. The main challenges consist of: (i) giving greater responsibility to the sector ministries and the central statistical production units in the various areas of activity; and (ii) simplifying the institutional coordination mechanism to better synchronize technical monitoring with administrative monitoring. The government is also committed to making the decentralized monitoring units work in order to improve the people's "ownership" of the SCRP and the participatory process and thereby strengthen the quality of services and the effectiveness of policies and programs. To meet these challenges in light of the guiding principles referred to above, the following measures must be adopted.

318. **A strengthened institutional framework.** The initiatives taken by the government to merge the ministries of planning, the economy, and finance into the Ministry of Development, the Economy, and Finance (MDEF), and the implementation of two special technical structures¹⁴ within this ministry, offer a more appropriate institutional framework for monitoring the strategy. Furthermore, this framework guarantees the establishment of the simplified and effective system required to mitigate the dysfunctions observed during the first generation of the PRSP and to ensure better coordination of actions, and synergy, between the various stakeholders in the monitoring and evaluation of the PRS.

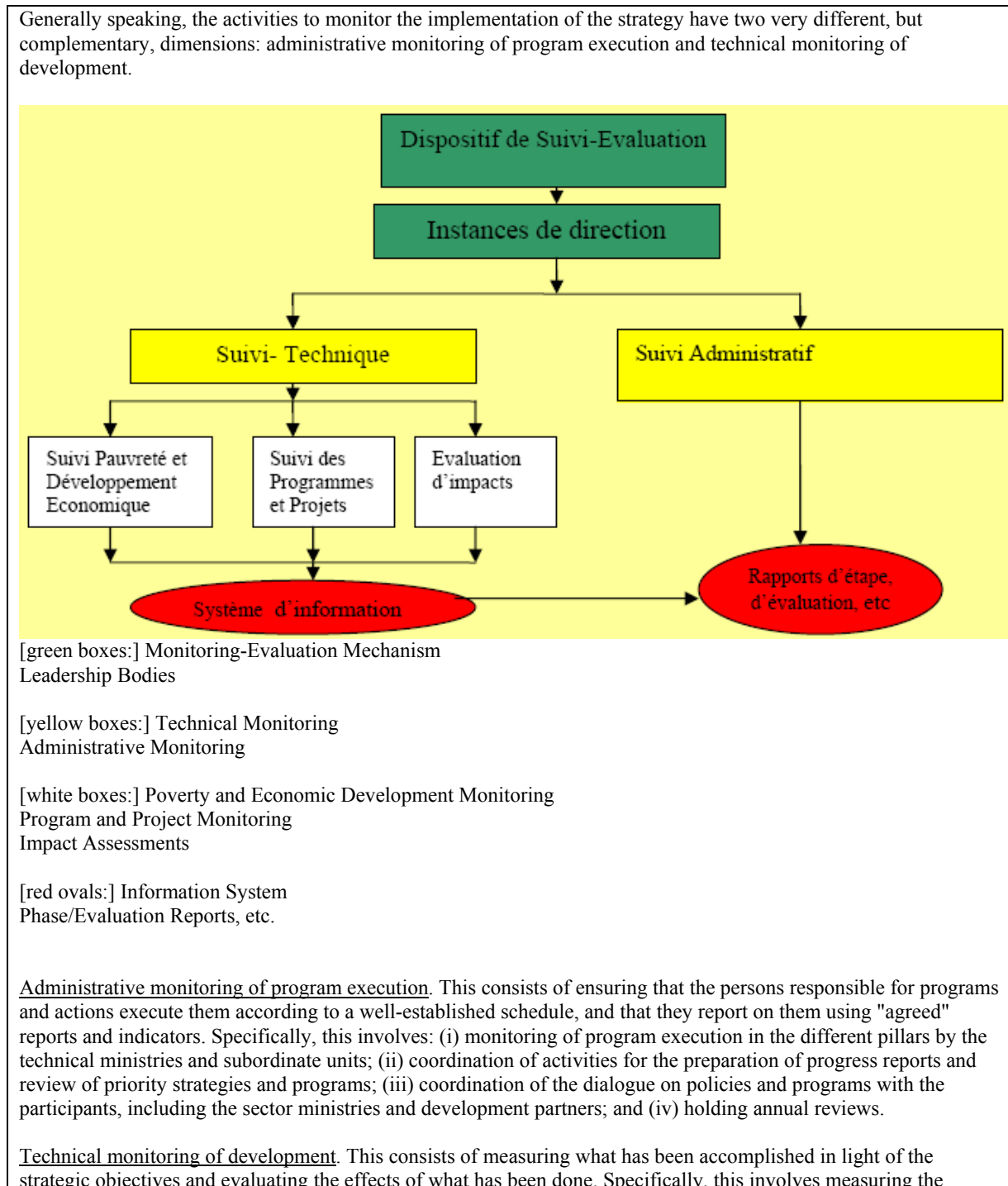
319. The new participatory institutional mechanism encompasses the four levels: national, sectoral, departmental, and local. At the national level, the **Steering Committee** is chaired by the Minister Responsible for Development and the Economy, and includes all the other ministers. It formulates the major policy and strategic approaches and supervises their execution through annual progress reports. The **Government/Partners Committee** is co-chaired by the Minister Responsible for Development and the Economy and a representative of the partners, and is the chosen forum for dialogue between the government of Benin and its technical and financial partners. The Monitoring Unit for Economic and Structural Reform Programs (CSPRES) is the kingpin of the mechanism and is responsible for monitoring the implementation of the SCRP in all areas. To this end, its specific tasks are as follows:

- coordinating the implementation and monitoring of the SCRP in close liaison with the ministries and other structures involved in SCRP implementation and monitoring;
- coordinating the three components of monitoring activities: (i) monitoring of indicators, (ii) monitoring of programs and projects, and (iii) impact assessments;

¹⁴ These are the Monitoring Unit for Economic and Structural Reform Programs and the Directorate of Project and Program Monitoring.

- coordinating the SCRP participatory process among the participants, including the government, local communities, the private sector, civil society, and trade-union organizations, as well as the technical and financial partners;
- preparing annual SCRP progress reports;
- conducting periodic reviews of the SCRP as a whole.

Box 21. Some guiding principles



progress made in program implementation and in attaining economic and social development objectives, as well as measuring the impact of specific actions on development objectives, using studies and precise indicators.

Technical monitoring of development has three dimensions:

- **Statistical monitoring of economic and social development:** This involves measuring the gains made over time in the different dimensions of development, including poverty and household living conditions, economic growth, development of infrastructure services, social development, and governance. Such monitoring is typically the responsibility of the structures specializing in production and management of statistics, such as INSAE and the statistical units of the technical ministries.

- **Monitoring of program and project execution:** This involves monitoring/observing the physical execution of programs and projects contained in the Priority Action Programs of the different ministries. Such monitoring is typically the responsibility of the central planning structures (Directorate of Project and Program Monitoring) and the DPPs in the ministries. It may be coupled with financial monitoring, in which case the Directorate of the Budget is involved.

- **Policy and program impact assessments:** This consists of measuring the impact of a particular program in a given sector on development objectives (growth, poverty, and social development), often through quantitative studies. Such quantitative analyses are often enriched by the results of perception surveys conducted among beneficiaries, which consist of assessing the quality of services according to users' opinions.

Giving the ministries responsibility for monitoring actions for effective results-based management. Monitoring is an essential component of strategic planning and results-based management (RBM). It is the main activity that enables accountability for performance and for the effectiveness of actions. It is also the activity that enables timely corrections and adjustments to be made to the action plan in light of accomplishments and changes in conditions. It is therefore necessary for the monitoring mechanism, like the budgeting mechanism, to give ultimate responsibility to the "executing agencies" - particularly the ministries - for the production, analysis, and use of statistical data in the implementation of the action plans. In return, these executing units have an obligation not only to produce results, but above all to report regularly on the progress made in the implementation of their respective action program components.

Source: Afristat

320. At the sectoral level, the monitoring of priority actions and programs is the responsibility of the ministries concerned, particularly the Monitoring and Evaluation Units and the statistical departments of the DPPs. These units rely on focal points to facilitate the coordination of the mechanism and the coherence of the information system. They also ensure the gathering of data useful to monitoring at the deconcentrated levels.

321. Monitoring at the deconcentrated and decentralized levels is carried out by the Departmental Monitoring Committees (CDSs) and the Municipal Monitoring Committees (CCSs).

322. The role of the CDSs is to monitor the implementation of departmental action programs and the gathering and analysis of sectoral statistical data for the department. They are chaired by the Departmental Prefects and secretariat services are provided to them by the Departmental Development Directors. The Committees comprise:

- the members of the Departmental Consultation and Coordination Council (CDCC), made up of the Departmental Prefect, the Mayors of the municipalities concerned and their deputies, a representative of the Departmental Producers' Union, a representative of the Departmental Consular Chamber, and a representative of the Departmental Federation of Student Parents Associations;
- the Directors of the government's decentralized units in the department; and
- a representative of civil society from each municipality; and

- a representative of the trade-union organizations.

The CDSs meet once per quarter and the written records of these sessions, as well as a quarterly report on SCRП implementation in the department, will be conveyed to the Minister of Development, the Economy, and Finance.

At the local level, the Municipal Monitoring Committee (CCS) is responsible for monitoring the SCRП. The CCS is chaired by the Mayor, and its role is to ensure the gathering of statistical data for the municipality under the supervision of the CDSs. The CCSs meet once per quarter and the written records of these sessions, as well as a quarterly report on SCRП implementation in the municipality, will be conveyed to the Departmental Prefect for inclusion in the departmental report.

323. The Committees comprise:

- two municipal councilors;
- two representatives of NGOs active in the municipality;
- the Chief Physician of the Health Center;
- the official in charge of Rural Development;
- a representative of the farmers' organizations;
- the head of the local school district.

The government will endeavor to ensure the establishment and effective functioning of the CDSs and CCSs.

324. The monitoring/evaluation mechanism is divided into subsystems (see the layout below).

325. **Subsystem 1: Monitoring of macroeconomic and poverty indicators**

- **Mission:** This subsystem is designed to organize and supervise activities to monitor poverty, household living conditions, and the economic and social situation. This involves the systematic production of indicators on household living conditions and/or baseline data for each of the priority areas identified in the SCRП. To this end, it centralizes indicators on: (i) the poverty trend; (ii) growth and the macroeconomic framework; (iii) infrastructure development; (iv) the social sector; and (v) governance.
- **Outputs:** (i) Integrated Management System for Economic and Social Data (SIGIES); (ii) Economic and Social Scorecards (TBES); (iii) updating of the BenInfo database to accompany the progress report on SCRП implementation and the MDG monitoring report.
- **Units responsible:** The National Institute for Statistics and Economic Analysis (INSAE) coordinates this subsystem, which comprises the Directorate General of the Economy (DGE), the GDP-Table of Government Finance Operations (GDP-TOFE) Committee, the CSPRES, the Central Bank of West African States (BCEAO), the Directorate General of Development Policies (DGPD), and the statistical departments of the DPPs in the ministries.

326. **Subsystem 2: Monitoring of program and project execution**

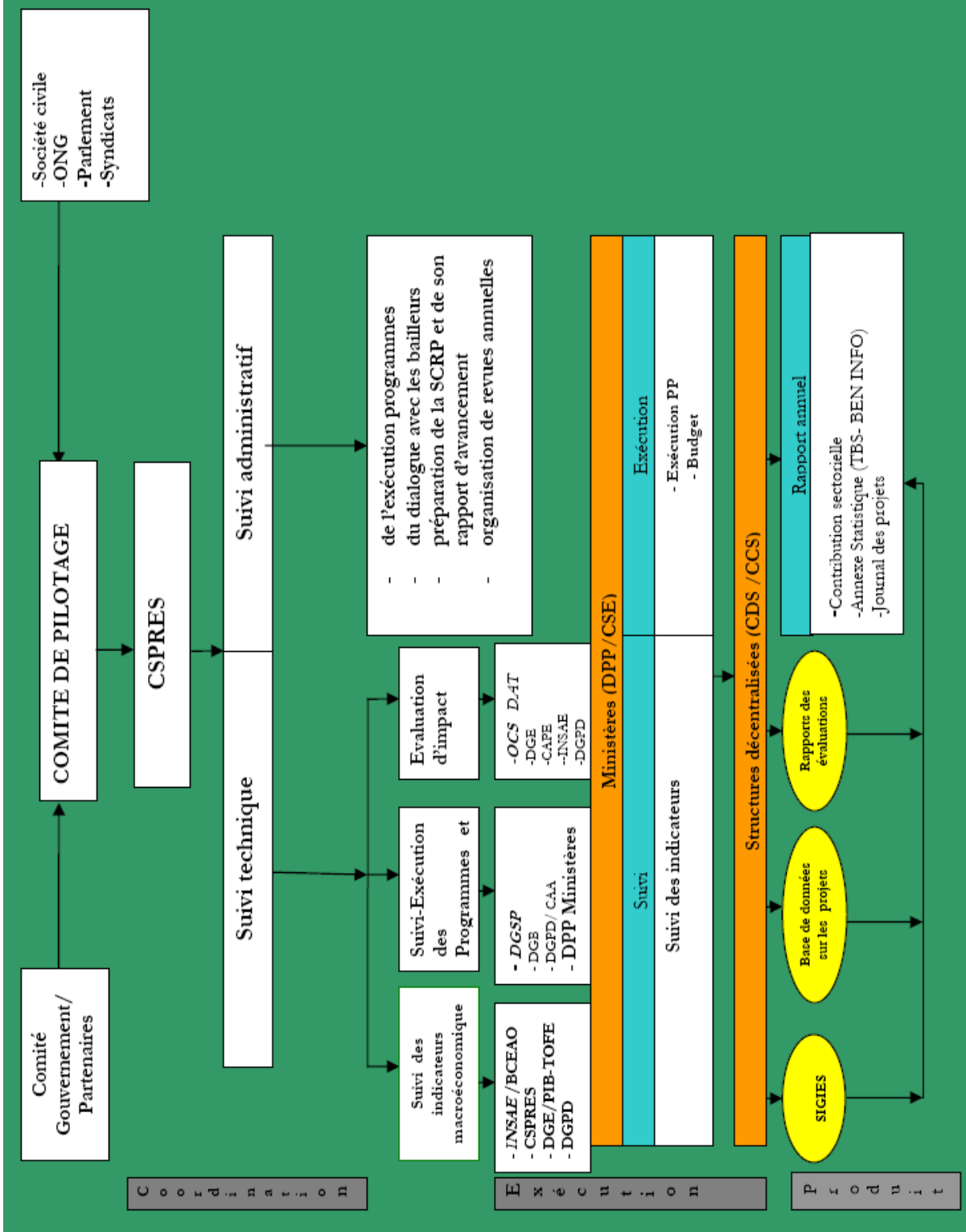
- **Mission:** The role of this subsystem is to monitor the execution of the programs and projects falling within the Priority Action Program (PAP) of the SCRП. It makes it possible to monitor the physical and financial execution of the PAPs in the sectors. It is broken down into several compartments, namely: (i) physical monitoring of program execution; and (ii) monitoring of the financial execution of program budgets.
- **Outputs:** (i) annual program and project execution reports, including program budgets; (ii) a performance report; and (iii) a project database.
- **Unit responsible:** This subsystem is coordinated by the Directorate General of Project Monitoring (DGSP); it comprises the DPPs in the ministries and the central units, such as the Directorate General of the Budget (DGB) and the DGPD.

327. Subsystem 3: Policy and program impact assessments

- **Mission:** The mission of this subsystem is to measure the effects of policies and actions on the target groups and development objectives (growth, poverty reduction, and social development). The assessments make it possible to link program and project execution to outcomes in terms of the development and well-being of the target groups. The assessment studies have to be better synchronized with the programming of sectoral activities, the review of sectoral programs and strategies, and the SCRП review. They should also serve to assess the effectiveness of the priority programs in light of the long-term objectives defined in the strategy. In collaboration with the stakeholders of subsystems 1 and 2, this involves mainly: (i) identifying and making a selection of relevant issues for analysis; (ii) identifying service providers, who may be either domestic or external stakeholders (research centers, design and engineering firms, etc.); (iii) allocating resources; and (iv) supervising the preparation and dissemination of these studies and the utilization of the results to sharpen the pillar of the policies and programs.
- **Outputs:** (i) surveys of beneficiaries, which make it possible to ascertain what the people and users think of the services "obtained" for them by government structures or public enterprises; (ii) selective impact studies of policies and programs carried out in accordance with annually revised terms and conditions, taking into account the SCRП priorities and programming in the sectors (review of sectoral strategies or particular programs); (iii) a periodic territorial analysis that makes it possible to monitor the trend of intra- and interregional disparities in time and space and ensure balanced development in accordance with SCRП pillar 5.
- **Unit responsible:** The work of this subsystem is coordinated by the Social Change Observatory (OCS). Its members are the INSAE, the DGE, the DGSP, the DGPD, the Economic Policy Analysis Unit (CAPE), the Land Development Authority (DAT),¹⁵ and the monitoring/evaluation units of the priority sectors.

A minimum list of SCRП monitoring indicators is annexed to the strategy's PAP.

¹⁵ On the basis of its prerogatives, the DAT is empowered to ensure the territorial dimension of the policy and program impact assessments through its National Territorial Analysis Observatory.



CHAPTER 10. IMPLEMENTATION AND MONITORING/EVALUATION MECHANISMS

Key:

[1st gray box:] Coordination

[1st set of white boxes:]

Government/Partners Committee

STEERING COMMITTEE

- Civil Society
- NGOs
- Parliament
- Trade Unions

Technical Monitoring

Administrative Monitoring

[2nd gray box:] Execution

[2nd set of white boxes:]

Monitoring of Macroeconomic Indicators

Monitoring/Execution of Programs and

Impact Assessment

- of program execution
- of the dialogue with donors
- preparation of the SCRIP and its progress report
- organization of annual reviews

- INSAE/BCEAO
- CSPRES
- DGE/GDP-TOFE
- DGPD

- DGSP
- DGB
- DGPD/CAA
- DPPs in the ministries

- OCS DAT
- DGE
- CAPE
- INSAE
- DGPD

[1st orange bar:]
Ministries (DPPs/CSE)

[blue bar:]
Monitoring

Execution

[white bar:]
Monitoring of Indicators

- Program and Project Execution
- Budget

[3rd gray box:]
Output

[2nd orange bar:]
Decentralized Structures (CDS/CCS)

[yellow ovals:]
SIGIES

Project Databases

Evaluation Reports

[2nd blue bar:]
Annual Report

- [last white box:]
- Sectoral Contribution
 - Statistical Annex (TBS-BENINFO)
 - Project Diaries

10.4. Resource allocation for technical monitoring

328. Generally speaking, budgetary resources should be allocated directly to the units responsible for data production in the technical monitoring mechanism, in particular to the units monitoring the sector ministries.

10.5. Progress report and synchronization of outputs

329. The progress report on SCRIP implementation is the unifying document of the entire SCRIP monitoring system. It is prepared annually in a participatory fashion by the CSPRES and comprises:

- A synthesis of recent developments, accomplishments in the implementation of the SCRIP, structured according to the strategy's strategic pillars, and a summary of PAP execution;
- Sectoral annexes: these are progress reports on strategies and sectoral PAP execution reports prepared by the ministries. These reports analyze the physical execution of the programs and projects and the financial execution that was covered by the old "performance reports." The annual preparation of these reports is an administrative obligation of the ministries and the reports are the principal outputs of their individual monitoring systems;
- A statistical annex (TBES): this is an enhanced version of the current TBS. It consolidates the statistics on the different development spheres, notably poverty reduction, growth and the macroeconomic framework, infrastructure, the social sector, and governance. This table is the principal output of subsystem 1 of the technical

monitoring mechanism. The table can be extracted from the computerized integrated statistical management system (see below);

- A program and project annex. This is a summary of the PAP, organized by sectors.

330. **"Ongoing" outputs.** For the timely production of the above elements, the mechanism has to maintain, feed, and centralize a database on (i) statistical monitoring of development, and (ii) the project banks. The first module can be housed in the INSAE, fed by the sectoral units housed in the ministries and the specialized units, and networked to facilitate exchanges, consistency checks, and timely extraction of the table of indicators. The second module can be housed in the DGSP and fed by the sectoral units.

331. **Dissemination strategy.** The various monitoring and evaluation reports and studies should be archived on an Internet site to facilitate their dissemination and consultation and lend greater visibility to the outputs. Such a site can serve as a resource base for training activities and raising public awareness with regard to the implementation and accomplishments of development and the fight against poverty in Benin.

10.6. Implications for the statistical development strategy

332. The SCRIP monitoring and evaluation mechanism falls within the context of a deep understanding of the realities that determine the phenomenon of poverty, its trend, and its consequences. From this standpoint, it places emphasis on a number of criteria that should be assessed together. All the assessments and analyses will be based on strategic pillars as defined in the SCRIP, namely: (i) economic growth and sectoral policies; (ii) infrastructure; (iii) the social sector; (iv) governance; and (v) balanced development of the national territory.

333. The monitoring/evaluation of actions supporting the strategic pillars requires a large mass of data, which in turn requires the strengthening of the national statistical system. From this standpoint, the preparation and implementation of the national statistical development strategy presents a good opportunity. The implementation of this strategy is also designed to address user needs by developing key data fields for monitoring poverty reduction strategies (PRS) and the MDGs, investing in baseline infrastructure, strengthening data analysis, improving data dissemination, and strengthening coordination with other system units.

334. Taking into account the institutional mechanism, responsibility for data gathering, processing, and dissemination will thus be assumed by the INSAE, in collaboration with the coordination unit of the SCRIP technical system.

10.7. Implications for capacity-building

335. The multiple challenges related to the national statistical data management system, and the innovation that the implementation of a data, monitoring, and evaluation system centered on poverty reduction and participatory management will represent, bring to the fore several areas where support is needed for the smooth functioning of the planned system.

336. These areas have to do with institutional structure, training, logistics, and motivation management.

- (i) Institutional structure
Correct the dysfunctions to promote smooth circulation of data;
Establish and improve the functioning of consultation and steering structures;
Prepare specific terms of reference for all structures involved in SCRP monitoring/evaluation.
- (ii) Training
Build the human resource capacities of the coordinators of the three monitoring and evaluation subsystems through training workshops.
- (iii) Logistics
Design tools for data gathering, processing, analysis, and dissemination;
Identify relevant indicators for the SCRP strategic pillars;
Design an appropriate policy monitoring and evaluation system.
- (iv) Motivation management
Establish mechanisms to motivate the staff of the structures participating in the system.

10.8. Involvement of the Paris Declaration in SCRP implementation

337. The SCRP constitutes the reference point on which national priorities and the actions of all partners are pillared. A prior status report on aid effectiveness and the implementation of the Paris Declaration was prepared in 2006. Consultations between the government and donors showed the importance of continuing the mutual efforts to improve aid impact and reduce transaction costs. A joint partners-government group on aid effectiveness, chaired by the MDEF, was established to monitor the implementation of the Paris Declaration.

338. During the SCRP execution period, a joint action plan will be implemented by the government and the donors. Through this action plan, the government intends to: (i) strengthen aid coordination on the basis of national priorities and government leadership; (ii) improve transparency, effectiveness, and responsibility in managing resources allocated to development; (iii) consolidate program approaches and common mechanisms for aid implementation; (iv) harmonize the management of technical partner missions and analytical studies to reduce the costs related thereto.

339. Moreover, the government will endeavor to revitalize the mechanism for dialogue between the government and the donors through the establishment or strengthening of joint technical and thematic groups on the basis of the priorities outlined in the SCRP. In this framework, the following will be organized: (i) joint annual sectoral reviews, and (ii) a joint annual SCRP review. The government hopes that these reviews will be held by the end of the first half of each year so that the recommendations can be taken into account in the preparation of the general government budget.

CONCLUSION

340. The Poverty Reduction and Growth Strategy (SCRP) is the new unifying framework for all sectoral strategies and constitutes the background document for government interventions for the period 2007-2009. Serving as an operationalization framework for the government's Strategic Development Approaches (SDAs), the 2007-2009 SCRP was prepared with the participation of all segments of Beninese society.

341. The success of this strategy will depend largely on its degree of ownership by the various stakeholders concerned. It thus requires that:

- the units responsible for implementing the strategy, both at the governmental level and at the level of grassroots communities, effectively own its content;
- the government makes sustained efforts to mobilize resources and utilize them on a priority basis for the effective implementation of the strategy, in accordance with the Paris Declaration;
- institutional and human capacities are strengthened at all levels (central and local);
- the actions of the government's technical and financial partners fall within and are harmonized with the frame of reference represented by the SCRP.

342. To minimize all these risks, the government intends to strengthen and perpetuate the periodic consultations with all stakeholders and to implement a high-performance monitoring and evaluation system that will make it possible at all times to assess the progress made and plan the necessary corrective measures.

343. In order to render the SCRP operational, the government prepared a Priority Action Program (PAP) for SCRP implementation. This PAP recapitulates the investments that will enhance the visibility of the major measures and actions which will help to accelerate growth and reduce poverty. It links the SCRP, the different sectoral strategies, and the program budgets of the ministries.

ANNEXES

- Annex 1: Principal macroeconomic indicators of the central scenario
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- Annex 3: Health, cost of attaining the MDGs, 2007-2009
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Annex 15: Principal macroeconomic indicators of the central scenario

	2004	2005	2006	2007	2008	2009
<i>Change %</i>						
Nominal GDP growth rate	3.5	7.4	5.3	9.0	9.8	10.5
Real GDP growth rate	3.1	2.9	3.6	6.0	6.8	7.5
<i>As % of GDP</i>						
Saving – investment						
Investment ratio	20.7	18.2	22.4	23.6	24.4	25.2
Public	5.6	6.3	7.6	8.6	9.5	9.9
Private	15.1	11.9	14.8	15.0	14.9	15.3
Gross domestic saving	12.2	10.1	13.3	16.5	17.7	19.1
Public	5.2	5.5	5.9	6.2	6.7	7.5
Private	7.0	4.6	7.4	10.3	10.9	11.7
National saving	13.6	13.5	16.3	17.8	18.9	20.3
Saving – investment balance	-7.1	-4.6	-6.2	-5.8	-5.5	-4.9
TOFE						
Total revenue	16.4	16.7	17.0	17.6	18.0	18.1
Tax revenue	14.6	14.5	15.1	15.8	16.2	16.3
Nontax revenue	1.8	2.1	1.8	1.8	1.8	1.8
Total expenditure	19.9	21.3	22.1	24.4	25.0	24.6
Wage bill	5.8	5.7	5.7	5.9	5.8	5.5
Public investment	5.6	6.3	7.6	8.6	9.5	9.9
Budgetary contribution to investment	2.7	3.3	3.6	3.9	4.6	4.9
Primary balance (narrow definition)	-0.3	-1.4	-0.9	-1.5	-1.6	-1.2
Overall deficit (payment-order basis)	-3.5	-4.6	-5.1	-6.8	-6.9	-6.5
External sector						
Exports	14.0	13.0	11.7	12.5	13.4	14.0
Imports	20.8	19.8	19.5	18.9	19.3	19.0
Trade balance	-6.7	-6.7	-7.8	-6.4	-5.9	-5.0
Openness ratio	34.8	32.8	31.2	31.4	32.7	33.0
Current balance (- = deficit)	-7.1	-4.6	-6.2	-5.8	-5.5	-4.9
Overall balance	-2.9	1.9	0.9	1.0	0.9	0.8
Debt indicators						
Debt stock/GDP (%)	38.6	40.0	21.9	21.9	23.2	23.3
Debt stock/goods and services exports (%)	199.5	222.3	133.4	124.9	123.8	118.9
Debt service/goods and services exports (%)	11.9	7.6	8.9	8.4	8.3	8.0
p.m. GDP in CFAF billions	2140.0	2298.7	2420.6	2637.7	2896.6	3200.9

Sectoral MTEFs and related indicators

Annex 16: Education, cost of attaining the MDGs, 2007-2009

Education sector expenditure (in CFAF billions)				
		2007	2008	2009
Compensation		29.8	33.7	37.8
Operating expenditure		8.7	9.5	10.4
Transfers	29.4	32.4	35.7	
Investment		28.7	30.6	32.6
Total		97.8	106.2	116.5

Education sector expenditure by program (in CFAF billions)				
		2007	2008	2009
Preschool education		1.18	1.40	1.69
Primary education	72.08	76.64	81.67	
Secondary education		20.40	24.88	29.61
Adult literacy		3.05	3.27	3.55
Total		96.70	106.20	116.52

Related indicators

	2007	2008	2009
Preschool enrollment rate (%)	6.5	7.6	8.9
Ratio of pupils/preschool education center	51	51	51
Gross enrollment rate (%)	97.2	97.6	98.0
Ratio of pupils/class	48	47	46
Ratio of pupils/teacher	50	48	47
Exclusion rate in secondary education (%)	17.0	15.5	14.0
Ratio of pupils/teacher	28	28	28
Adult literacy rate (%)	69.0	72.9	76.8

Annex 17: Health, cost of attaining the MDGs, 2007-2009

Health sector expenditure (in CFAF billions)			
	2007	2008	2009
Compensation	14.99	17.99	18.84
Operating expenditure	6.01	7.58	8.61
Transfers	19.02	25.31	26.44
Investment	16.25	17.28	18.51
Total	56.3	68.2	72.4

Health sector expenditure by program (in CFAF billions)			
	2007	2008	2009
Public health programs	24.02	30.31	34.44
<i>Malaria</i>	4.40	4.88	4.94
<i>Tuberculosis – transfers</i>	0.28	0.32	0.34
<i>Child health – investment</i>	12.42	16.07	18.68
<i>Maternal health</i>	3.14	3.54	3.62
<i>HIV/AIDS</i>	3.79	5.50	6.87
Management cost	6.01	7.58	8.61
Construction and equipment	10.86	11.88	10.09
Center rehabilitation	0.39	0.40	0.41
Maintenance	0.17	0.18	0.18
Operating cost	14.99	17.99	18.84
Total	56.27	68.15	72.39

Related indicators

	2007	2008	2009
Malaria incidence rate (per 1,000 persons)	119	119	119
Tuberculosis incidence rate (per 100,000 persons)	87	87	87
Child health coverage rate			
HIV prevalence rate			

Annex 18: Road infrastructure, cost of attaining the MDGs, 2007-2009

Road infrastructure sector expenditure (in CFAF billions)			
	2007	2008	2009
Compensation	10.00	12.00	12.00
Operating expenditure	26.60	25.84	22.15
Transfers			
Investment	39.81	40.99	52.26
Total	76.4	78.8	86.4

Road infrastructure sector expenditure by program (in CFAF billions)			
	2007	2008	2009
Rural programs	44.47	45.25	46.09
Urban programs	31.94	33.58	40.32
Total	76.4	78.8	86.4

Related indicator

	2007	2008	2009
Length of asphalted roads per 1,000 persons (in km)	0.29	0.31	0.33

Annex 19: Water and energy, cost of attaining the MDGs, 2007-2009

Water and energy sector expenditure (in CFAF billions)					
	2007		2008		2009
Compensation	5.16		6.64		7.79
Operating expenditure	9.78		11.75		13.40
Transfers	0.11	0.13		0.17	
Investment	18.22		18.90		20.65
Total					

Water and energy sector expenditure by program (in CFAF billions)					
	2007		2008		2009
Water program					
<i>Rural areas</i>	5.10		5.48		5.89
<i>Urban areas</i>	5.42		5.53		5.85
Energy program					
<i>Cooking system</i>	4.94		5.75		6.62
<i>Electricity</i>	16.55		18.98		21.55
<i>Mechanical energy</i>	1.27	1.67		2.10	
TOTAL					

Annex 20: Rural development, cost of attaining the MDGs, 2007-2009

Rural development sector expenditure (in CFAF billions)			
	2007	2008	2009
Compensation	5.64	8.39	7.08
Operating expenditure	19.49	27.64	33.09
Transfers			
Investment	36.90	56.27	37.69
Total	62.03	92.31	77.86

Rural development sector expenditure by program (in CFAF billions)			
	2007	2008	2009
Agricultural productivity program	35.48	53.73	49.42
Other revenue-generating activities program	16.43	24.80	15.06
Nutrition program	4.18	5.08	6.00
Awareness-raising program	0.30	0.30	0.30
Capacity-building program	5.64	8.39	7.08
TOTAL	62.03	92.31	77.86

Related indicators

	2007	2008	2009
Share of small farmers targeted (%)	20.0	25.0	30.0
Share of households with access to credit			
<i>Small farmers</i>	18.3	22.3	26.2
<i>Stockbreeding</i>	2.0	3.0	4.0
<i>Farmers who do not own their land</i>	13.5	18.1	22.6
Ratio of coverage of supplementary food programs (%)	14.3	18.8	23.2

Annex 21: Environment, cost of attaining the MDGs, 2007-2009

Environment sector expenditure (in CFAF billions)					
	2007		2008		2009
Compensation		1.57		3.61	7.18
Operating expenditure		1.35		3.28	6.80
Transfers	1.38		2.77		4.85
Investment		11.95		24.36	44.35
Total		16.25		34.01	63.17

Environment sector expenditure by program (in CFAF billions)					
	2007		2008		2009
Environment		11.81		25.07	47.31
Sanitation		0.89		1.82	3.37
Wastewater management		1.72		3.44	6.02
Hygiene and education		1.72		3.44	6.02
Total		16.25		34.01	63.17

Related indicators

	2007		2008		2009
Ratio of environmental protection		24.4		28.1	31.8
Ratio of access to sanitation	37.3		39.5		41.8

Annex 22: Gender, cost of attaining the MDGs, 2007-2009

Gender sector expenditure (in CFAF billions)			
	2007	2008	2009
Compensation	0.26	0.36	0.44
Operating expenditure			
Transfers			
Investment	2.56	3.61	4.42
Total	2.81	3.97	4.86

Gender sector expenditure by program (in CFAF billions)			
	2007	2008	2009
Awareness-raising program	0.72	1.32	1.85
Assistance for young women's integration into the labor market	0.53	0.79	1.01
Encouraging political participation	0.10	0.10	0.10
Eradicating violence against women	0.81	0.98	1.04
Systemic problems	0.39	0.42	0.41
Total	2.81	3.97	4.86

Related indicators

	2007	2008	2009
Ratio of women's reproductive health coverage (%)	11.0	15.9	20.8
Ratio of coverage of female secondary-school dropouts (%)	6.8	9.7	12.6

Annex 23: Medium-term expenditure framework as a percentage of GDP

	2007	2008	2009
Social sectors	7.34	7.54	7.58
Education	4.71	4.84	4.68
Primary and secondary education	3.56	3.56	3.41
Higher education and vocational training	1.15	1.28	1.27
Health	2.19	2.26	2.44
Social and cultural development	0.44	0.44	0.46
Family, women, and children	0.18	0.20	0.23
Culture, sports, and leisure	0.26	0.25	0.23
Production and commerce	2.02	2.03	2.21
Agriculture, stockbreeding, and fishing	1.30	1.32	1.44
Commerce and industry	0.31	0.34	0.34
Tourism and handicrafts	0.11	0.16	0.20
Microfinance and SMEs	0.30	0.21	0.23
Production infrastructure	4.68	5.34	5.58
Transport and public works	2.90	3.60	3.86
Communication and new technologies	0.11	0.10	0.10
Environment and nature preservation	0.57	0.52	0.42
Mines, energy, and water	1.10	1.12	1.20
Governance	2.07	1.97	1.81
Political	0.80	0.79	0.78
Justice	0.31	0.29	0.31
Supreme Court	0.08	0.08	0.08
Constitutional Court	0.03	0.03	0.03
High Court of Justice	0.02	0.02	0.02
Audiovisual	0.05	0.05	0.05
National Assembly	0.30	0.30	0.28
Economic	1.27	1.19	1.03
Development, economy, and finance	0.66	0.67	0.50
Budget	0.43	0.36	0.38
Labor and civil service	0.14	0.13	0.12
Administrative and institutional reform	0.03	0.03	0.03
Defense and security	1.92	1.85	1.60
Defense	1.05	1.02	0.83
Public security	0.87	0.83	0.77
Sovereignty	0.91	0.89	0.85
Presidency of the Republic	0.29	0.29	0.28
Economic and Social Council	0.04	0.04	0.04
Foreign Affairs	0.54	0.52	0.47
Beninese living abroad	0.03	0.04	0.05
Total ministries and institutions	18.95	19.63	19.61
Other budgets	5.00	4.93	4.63
Total budget	23.94	24.56	24.24

Annex 24: Medium-term expenditure framework as a percentage of total expenditure

	2007	2008	2009
Social sectors	30.6	30.7	31.2
Education	19.7	19.7	19.3
Primary and secondary education	14.9	14.5	14.1
Higher education and professional training	4.8	5.2	5.2
Health	9.1	9.2	10.1
Social and cultural development	1.8	1.8	1.9
Family, women, and children	0.7	0.8	1.0
Culture, sports, and leisure	1.1	1.0	1.0
Production and commerce	8.5	8.3	9.1
Agriculture, stockbreeding, and fishing	5.4	5.4	5.9
Commerce and industry	1.3	1.4	1.4
Tourism and handicrafts	0.5	0.7	0.8
Microfinance and SMEs	1.2	0.9	0.9
Production infrastructure	19.5	21.7	23.0
Transport and public works	12.1	14.6	15.9
Communication and new technologies	0.4	0.4	0.4
Environment and nature preservation	2.4	2.1	1.7
Mines, energy, and water	4.6	4.6	5.0
Governance	8.7	8.0	7.5
Political	3.4	3.2	3.2
Justice	1.3	1.2	1.3
Supreme Court	0.4	0.3	0.3
Constitutional Court	0.1	0.1	0.1
High Court of Justice	0.1	0.1	0.1
Audiovisual	0.2	0.2	0.2
National Assembly	1.3	1.2	1.2
Economic	5.3	4.8	4.3
Development, economy, and finance	2.8	2.7	2.1
Budget	1.8	1.5	1.6
Labor and civil service	0.6	0.5	0.5
Administrative and institutional reform	0.1	0.1	0.1
Defense and security	8.0	7.5	6.6
Defense	4.4	4.1	3.4
Public security	3.6	3.4	3.2
Sovereignty	3.8	3.6	3.5
Presidency of the Republic	1.2	1.2	1.2
Economic and Social Council	0.2	0.2	0.2
Foreign Affairs	2.3	2.1	1.9
Beninese living abroad	0.1	0.2	0.2
Total ministries and institutions	79.1	79.9	80.9
Other budgets	20.9	20.1	19.1
Total budget	100.0	100.0	100.0

**Annex 25: Distribution of the population according to the socioeconomic characteristics
of the head of household and the standard of living**

	Living Standard Quintile					Total
	Poorest	Poor	Middle	Rich	Richest	
Residential area						
Urban	8.7	13.4	12.1	23.4	42.4	100.0
Rural	27.3	23.4	25.3	17.2	6.6	100.0
Department						
Alibori	42.5	23.7	19.8	9.5	4.5	100.0
Atacora	38.7	32.3	17.8	10.0	1.2	100.0
Atlantique	39.4	23.5	19.4	13.6	4.1	100.0
Borgou	15.3	26.5	17.2	19.8	21.2	100.0
Collines	8.6	14.6	42.8	26.0	8.1	100.0
Couffo	12.1	29.5	28.0	22.3	8.1	100.0
Donga	17.6	17.8	24.2	25.2	15.2	100.0
Littoral		0.9	2.1	20.7	76.3	100.0
Mono	48.9	15.4	15.4	10.5	9.9	100.0
Ouémé	16.1	12.6	19.8	27.6	23.9	100.0
Plateau	15.3	20.4	25.1	29.1	10.2	100.0
Zou	20.5	24.8	28.4	17.7	8.6	100.0
Sex of head of household						
Male	21.8	20.5	20.3	18.2	19.2	100
Female	17.0	17.6	23.5	25.3	16.7	100
Age of head of household						
Under 25 years	20.5	15.1	28.6	23.1	12.7	100.0
25-39 years	21.8	19.2	20.0	20.3	18.8	100.0
40-59 years	20.8	20.1	17.9	19.0	22.1	100.0
60 years and over	20.0	22.3	27.7	17.7	12.3	100.0
Level of education of head of household						
None	28.4	25.7	23.3	15.8	6.8	100.0
Primary	12.5	14.6	21.6	27.8	23.5	100.0
Secondary	2.8	4.9	11.4	25.8	54.9	100.0
Higher			0.9	4.4	94.7	100.0
Aggregate	21.0	20.1	20.8	19.3	18.8	100.0
Number of households	1453	1365	1524	1437	1452	7231
Average size	5.7	5.8	5.4	5.3	5.1	5.4

Source: Provisional results, EMICOV-EDS3, 2006; sample of 5,231 households.

Annex 26: Determinants of poverty in Benin, 2006

	Aggregate		Urban areas		Rural areas	
	Ratio	T	Ratio	t	Ratio	t
Age	0.012	3.24	0.013	1.77	0.011	2.69
Age2	0.000	-3.08	0.000	-1.69	0.000	-2.57
Size	-0.155	-16.7	-0.184	-9.19	-0.143	-13.67
Size2	0.005	10.3	0.006	5.78	0.005	8.42
Sex of head of household	0.119	4.75	0.120	2.51	0.130	4.4
Level of education						
None						
Primary	0.164	6.38	0.222	4.4	0.131	4.38
Secondary	0.183	5.13	0.143	2.35	0.216	4.78
Higher	0.317	3.72	0.277	2.74	0.516	2.36
Migration status						
Nonmigrant						
Returning migrant	0.055	2.12	0.115	1.88	0.037	1.33
Other migrant	0.128	4.7	0.121	2.77	0.126	3.51
Source of supply						
Other						
Tap water	0.205	5.13	0.584	6.23	0.108	2.44
Well water	0.128	4.09	0.389	5.24	0.071	2.05
Ground water	-0.025	-0.9	0.034	0.56	-0.049	-1.54
Access to information	0.315	9.65	0.326	6.17	0.289	6.85
Access to health	0.151	7.35	0.140	3.23	0.150	6.44
Lighting	0.238	6.88	0.169	3.15	0.231	4.79
Access to housing	0.163	4.75	0.023	0.34	0.224	5.58
Residential environment	0.008	0.32				
_Cons.	11.428	122.34	11.233	57.96	11.457	107.28
Pseudo R2	0.299		0.391		0.224	

Note: The figures in bold mean that the variable is significant at the 10 percent threshold, whereas the figures in bold italic mean that the variable is not significant.

Annex 27: Access to water and education, 2006

	Poorest	Poor	Living Standard Middle	Quintile Rich	Richest	Total
Education						
Net school enrollment rate for children aged 6-11	35.6	48.7	61.7	72.2	83.6	58.5
Proportion of 15- to 24-year-olds who have never attended school	67.8	57.0	43.5	30.8	13.7	39.9
Proportion of 15- to 59-year-olds who have never attended school	81.9	75.6	62.7	47.0	21.1	56.3
Access to water						
Proportion of the population with access to safe drinking water	52.9	54.4	58.9	76.7	91.8	66.4
Average time required to fetch water and return (in minutes)	32.5	28.5	23.8	16.8	12.2	24.2

Source: Provisional results, EMICOV-EDS3, 2006.

Annex 28: Monetary poverty indices, 2006 and 2002

	2002			2006		
	P0	P1	P2	P0	P1	P2
Residential area						
Urban	23.6 (0.9)	0.107 (0.005)	0.069 (0.004)	27.2 (1.2)	0.110 (0.006)	0.060 (0.004)
Rural	31.6 (0.8)	0.110 (0.004)	0.058 (0.003)	40.6 (0.8)	0.149 (0.004)	0.075 (0.003)
Sex of head of household						
Male	28.9 (0.7)	0.109 (0.003)	0.062 (0.002)	37.5 (0.8)	0.142 (0.004)	0.073 (0.003)
Female	26.6 (1.5)	0.109 (0.008)	0.067 (0.006)	34.4 (1.5)	0.126 (0.007)	0.064 (0.004)
Level of education of head of household						
None	33.0 (0.8)	0.119 (0.004)	0.065 (0.003)	43.7 (0.9)	0.170 (0.004)	0.089 (0.003)
Primary	28.8 (1.3)	0.119 (0.007)	0.073 (0.006)	26.6 (1.4)	0.086 (0.006)	0.038 (0.003)
Secondary	17.6 (1.2)	0.079 (0.007)	0.050 (0.005)	18.1 (1.7)	0.061 (0.007)	0.028 (0.004)
Higher	6.4 (1.9)	0.022 (0.009)	0.014 (0.007)	4.3 (2.5)	0.014 (0.010)	0.006 (0.005)
Age of head of household						
Under 25 years	18.1 (2.6)	0.071 (0.013)	0.043 (0.010)	31.2 (3.1)	0.109 (0.013)	0.054 (0.009)
25-39 years	25.9 (1.0)	0.099 (0.005)	0.058 (0.004)	35.2 (1.1)	0.130 (0.005)	0.065 (0.003)
40-59 years	31.6 (1.0)	0.117 (0.005)	0.065 (0.004)	39.7 (1.2)	0.153 (0.006)	0.080 (0.004)
60 years and over	30.0 (1.4)	0.120 (0.007)	0.071 (0.006)	36.4 (1.6)	0.135 (0.008)	0.069 (0.005)
Size of household						
Fewer than 3 persons	15.7 (1.1)	0.075 (0.007)	0.052 (0.005)	15.1 (1.4)	0.047 (0.005)	0.021 (0.003)
3 to 5 persons	26.0 (0.9)	0.101 (0.005)	0.059 (0.004)	32.4 (1.1)	0.112 (0.005)	0.053 (0.003)
6 persons or more	38.2 (1.1)	0.136 (0.005)	0.072 (0.004)	48.2 (1.1)	0.193 (0.006)	0.104 (0.004)
Aggregate						
	28.5 (0.6)	0.109 (0.003)	0.062 (0.002)	36.8 (0.7)	0.138 (0.003)	0.071 (0.002)

Source: Provisional and partial results, EMICOV (2006), on a sample of 5,221 households; Quibb Survey (2003) on a sample of 5,350 households, using 2002 data.

P0 = incidence of poverty; P1 = depth of poverty; P2 = severity of poverty index; figures in parentheses are standard deviations.

REPUBLIC OF BENIN

**PRIORITY ACTION PLAN
2007-2009**

April 2007

AXE 1 : ACCELERATION OF GROWTH							
PROGRAMS	MEASURES/ACTIONS	DUE DATE			Responsible agency	Monitoring indicator	Partner agencies
		2007	2008	2009			
PRIORITY AREA : STABILIZING OF THE MACRO ECONOMIC ENVIRONMENT							
Objective 1 : Modernize procedures and safeguard customs documents to fight against intellectual fraud							
	Computerize and network Customs units	X	X		MDCB	Rate of achieving receipts	MDEF
	Training of officers on new procedures	X	X	X	MDCB	Number of agents trained	MDEF
	Developing of satellite SYDONIA applications	X	X		MDCB	Rate of physical implementation	MDEF
	Protection of Customs documents	X	X	X	MDCB	Rate of coverage of customs units	MDEF
	Equipment of Customs units with modern communication systems	X	X		MDCB	Number of units equipped	MDEF
	Update of the Customs code	X			MDCB	Rate of update	MDEF
	Completion of work to implement the Single Window at Cotonou Port	X			MDCB	Rate of physical implementation	MDEF/MDC/TP/PR
	Construction of tarmac/surfaces to handle goods	X	X		MDCB	Rate of physical implementation	MDEF
	Computerization of payment of warehousing fees and warehousing of goods at the Port of Cotonou	X			MDCB	Rate of physical implementation	MDEF
	Computerization of management of industrial warehouses	X	X		MDCB	Rate of physical implementation	MDEF
	Simplifying and speeding up of customs procedures	X	X		MDCB	Time taken to complete formalities	MDEF
	Facilitating of movement by reducing the number of road checkpoints.	X	X		MDCB	Number of checkpoints on the major roads	MDEF
Objective 2 : Intensify checks to control trafficking at the border							
	Creation and equipping of new customs control points in locations identified as crossing points for contraband goods		X	X	MDCB	Rate of coverage of identified locations	MDEF-MDNTC/PR

IMPROVEMENT IN PERFORMANCE OF STATE AGENCIES

IMPROVEMENT IN PERFORMANCE OF PUBLIC SERVICES

Follow-up by satellite of the itinerary of goods in transit to avoid diversion of goods in the transit country.	X		X		MDCB	Number of trucks detained	MDEF
Acquisition of appropriate equipment (modern patrol boats, patrol ships, motorized small boats, life jackets etc.) to combat smuggling by sea.	X		X	X	MDCB	Rate of physical implementation	MDEF
Improvement of physical checks on goods in warehouses	X		X	X	MDCB	Frequency of checks	MDEF
Acquisition of scanners for checking of contents of containers and trucks	X		X	X	MDCB	Rate of physical implementation	MDEF
Objective 3 : Widen the tax base							
Increase the registration of medium size enterprises	X		X		MDCB	Rate of increase in number of enterprises registered	MDEF
Computerization of files management in agencies and extension of tax procedures	X		X		MDCB	Time taken to complete formalities	MDEF
Follow-up on operations to put in place a register of landed property in urban areas	X		X	X	MDCB	Rate of coverage of communities	MDEF_MICL
Objective 4 : Strengthen the capacities of fiscal control in view of verification of computerized accounts							
Objective 5 : To reconstitute state administered property							
Inventory of state administered property	X		X		MDCB	Rate of coverage of communities	MDEF
Register state administered property	X		X		MDCB	Rate of coverage of communities	MDEF
Objective 6 : Improve the collection of non fiscal revenue							
Strengthening of collection of shipping tax	X		X	X	MDCB	Rate of collection of shipping tax	MDEF
Strengthening of collection of GSM Fees	X		X	X	MDCB	Rate of collection of GSM Fees	MDEF
Strengthening of collection of contributions of enterprises and state departments to the general budget	X		X	X	MDCB	Rate of collection of contributions	MDEF
Strengthening of reimbursement of consular receipts to the Public revenue department	X		X	X	MDCB	Rate of reimbursement of consular receipts	MDEF-MAE

IMPROVEMENT OF PERFORMANCE OF STATE AGENCIES		Objective 7 : Secure and equip revenue collection agencies							
Centralization and reimbursement to the public revenue department fees collected for the state. (Tribunals, Immigration service, police, water and forestry etc)	X	X	X	X	X	MDCB	Rate of recovery of expected revenue	MDEF	
Sensitization of stakeholders	X	X	X	X	X	MDCB		MDEF	
Modernization of services and procedures at the DGTCB	X	X	X	X	X	MDCB	Time taken to pay	MDEF	
Creation and operation of the Office of Warehousing and Consignments at the DGTCB	X	X	X	X	X	MDCB	Rate of physical implementation	MDEF	
Objective 7 : Secure and equip revenue collection agencies									
Setting up of a security system for revenue collection agencies	X	X	X	X	X	MDCB	Rate of physical implementation	MDEF	
Protection of physical support of tax documents	X	X	X	X	X	MDCB	Rate of coverage of Tax Receipts	MDEF	
Protection of Public revenue department documents	X	X	X	X	X	MDCB	Rate of coverage of accounts units	MDEF	
Acquisition of generators for Customs units	X	X	X	X	X	MDCB	Rate of coverage of customs units	MDEF	
Acquisition of safes for the project and for the customs units	X	X	X	X	X	MDCB	Rate of coverage of customs units	MDEF	
Construction of a National Customs School		X	X	X	X	MDCB	Rate of implementation	MDEF	
Construction of a new Customs Head Office and transfer of its present equipment to the <i>Atlantique Regional Customs department</i>		X	X	X	X	MDCB	Rate of implementation	MDEF	
Construction of five (5) Regional Customs Departments		X	X	X	X	Rate of implementation	Rate of implementation		
Construction of fourteen (14) offices and fourteen (14) houses for the Tax office	X	X	X	X	X	Rate of implementation	Rate of implementation	MDEF	
Objective 8 : Improve management, supervision, and transparency in public expenditure									
Improvement in the quality of service of the Treasury	X	X	X	X	X	MDCB	Time take to pay	MDEF	
Improvement in the services of pensions and the SICOPE	X					MDCB	Time take to pay	MDEF	
Continuation of computerization of payment processes	X	X	X	X	X	MDCB	Rate of implementation	MDEF	
Strengthening of capacities of offices of payments services	X	X	X	X	X	MDCB	Time taken to process files	MDEF	
IMPROVEMENT OF THE IMPACT OF PUBLIC EXPENDITURE ON GROWTH AND POVERTY REDUCTION									

IMPROVEMENT OF THE IMPACT OF PUBLIC EXPENDITURE ON GROWTH
AND POVERTY REDUCTION

Setting of a price list applicable to public expenditure	X					MDEF	Document adopted and disseminated	MDCB
Strengthening of monitoring of capital expenditure	X					MDCB	Rate of financial implementation of the PIP	MDEF
developing of the administrative report	X	X			X	MDCB	Annual	MDEF
Renovation and equipping of the SDL7	X	X			X	MDCB	Rate of implementation	MDEF
Extension of SIGFIP	X	X			X	MDCB	Rate of implementation	MDEF
Strengthening of capacities of the DGB and users of SIGFIP	X	X			X	MDCB	Rate of implementation	MDEF
Decentralizing of SIGFIP	X	X			X	MDCB	Rate of implementation	MDEF
Construction and equipping of decentralized of finance departments in six regions		X			X	MDCB	Rate of implementation	MDEF
Organizing of payment surveys in the APE and other temporary staff of the state for better management of the wage bill		X			X	MDEF	Frequency of checks	All ministries
Objective 9 : Continuation of payment procedure and accounting of public expenditure rationalization								
Improvement in follow up and making of payments	X	X			X	MDCB	Rate of payment of public expenditure	MDEF
Improvement in the assistance of public revenue department to communities	X	X			X	MDCB		MDEF
Continuation of pension reform of the FNRB	X	X			X	MDCB		MDEF
Improvement in centralization of accounting data	X	X			X	MDCB	Rate of implementation	MDEF
Installing of ASTER	X	X			X	MDCB	Rate of implementation	MDEF
Objective 10 : Ensure the optimal allocation of resources in accordance with the macro-economic framework and the poverty reduction priorities								
Regularize the policy for transfer of resources with the CDMT	X	X			X	MDCB		MDEF
Rationalization of subsidies granted by the state	X	X			X	MDEF		MDEF
Objective 11 : Create a favorable environment for results based management								
Extension of the GAR to all the ministries, government institutions, local groups, enterprises and state offices	X	X			X	MDEF	Rate of coverage of the Ministries	
Support for the development and implementation of GAR sub-programs	X	X			X	MDEF	Rate of implementation	All ministries

**STRENGTHENING OF THE MANAGEMENT OF THE MACRO ECONOMIC
FRAMEWORK AND THE FIGHT AGAINST POVERTY**

Organizing of a governmental seminar on performance based	X					MDEF	Seminar report		
Strengthening of capacities of DPP, DR Hand DRFM in the processes of the program budget	X					MDCB			
Strengthening of the capacities of the ETARB	X	X				MDCB	Document available	MDEF	
Completion of the follow up/evaluation guide	X					MDCB	Outline available		
Continuation of harmonization of the outline for developing of the program budget	X					MDCB	Rate of implementation		
Integration of budget preparation in the SIGFIP	X					MDCB			
Support to the PRO REGAR									
Objective 12 : Undertake economic and financial planning									
Updating of the DGE database comprising the principal macro economic and social indicators from a secondary source	X	X	X			MDEF	Rate of information of the database		
Analyze intervention data on poverty reduction	X	X	X			MDEF			
Analyze the budgetary limitations of the government	X	X	X			MDEF			
Budgetary estimation of the poverty reduction objectives and its implications on the macro economic framework	X	X	X			MDEF	Frequency of estimation		
Update and extension of the MOSARE	X	X	X			MDEF	Rate of coverage of the Mosare		
Development of a database on the economic situation	X	X	X			MDEF			
Development of the macro-economic framework	X	X	X			MDEF			
Strengthening of the CVEF	X	X	X			MDEF			
Objective 13 : Stimulate the incentive system to attract private investment									
Assistance to local and foreign investors in all stages of set-up	X	X	X			MDEF	Number of investors assisted		
Organizing of investment fora locally and abroad	X	X	X			MDEF	Number of fora organized		
Strengthening and extension of facilitation measures for private investment	X	X	X			MDEF			
Setting up of a database on private investments	X	X	X			MDEF	Rate of information in the database		

**STRENGTHENING OF THE MANAGEMENT OF THE MACRO
ECONOMIC FRAMEWORK AND THE FIGHT AGAINST POVERTY**

Support to public and private enterprises according to the standards of the OHADA	X	X	X	MDEF	Number of enterprises
Monitoring of enterprises in the implementation of the accounting standards of the OHADA	X	X	X	MDEF	Number of enterprises monitored
Implementation of accompanying structure for the SYSCOA	X	X	X	MDEF	Rate of implementation
Raising funds through public borrowing	X	X	X	MDEF	
Progressive de-taxation of private saving	X	X	X	MDEF	Rate of tax reduction applied to savings units
Stabilizing the state portfolio	X	X	X	MDEF	All ministries
Development of sector-based activities	X	X	X	MDEF	
Evaluation of the contribution of the MCA to economic growth	X	X	X	MDEF	
Development of feasibility studies of major investment projects	X	X	X	MDEF	
Objective 14 : Continue with regulatory and structural reforms					
Continue with regulatory and structural reforms	X	X	X	MDEF	
Objective 15 : Integrate economic projects					
Creation of a framework for DPP discussions	X				
Setting of structural project groups	X	X	X	MDEF	
Objective 16 : Increase assessment of the economic environment					
Strengthening of the capacities of the DAEP and the CNPE	X	X	X	MDEF	Law on institution of framework
Increase in surveys on the economic environment	X	X	X	MDEF	Rate of implementation
Monitor adherence to convergence criteria of the UEMOA	X	X	X	MDEF	
Analysis and dissemination of information relating to the economic environment.	X	X	X	MDEF	
Analysis of the use of public funds finances (budgetary control)	X	X	X	MDEF	
Evaluation of economic policies implemented	X	X	X	MDEF	
Objective 17 : Promote basic economic in infrastructure					
Study, adoption and implementation of measures favorable to the development of private enterprises.	X	X	X		

**STRENGTHENING OF THE MANAGEMENT OF THE
MACRO ECONOMIC FRAMEWORK AND THE FIGHT
AGAINST POVERTY**

Study and regulation of the existing economic environment	X		X	X					
Promotion of economic activities									
Strengthening and stabilizing the banking environment	X		X	X					
Improvement of a strategy of privatization of public enterprises			X						
Coordination of the work on the <i>Perimeter of Gbo-djigbé</i> with a view to construct a dry port and an airport	X		X	X		MDEF			MDCITP/PR
Objective 18 : Strengthen the programming of investments									
Strengthening of Programming tools	X		X			MDEF			
Stabilize the current portfolio of state projects	X					MDEF			
Implementation of a harmonized information system on projects and development programs	X					MDEF			
Set up of a documentary data base on programs under the PIP	X					MDEF			
Objective 19 : Put in place an operational system of monitoring and evaluation of development projects									
Conception, adoption and installation of an efficient institutional system for monitoring and evaluation.	X					MDEF			
Technical support to the users of the system (training, logistical support, collection of date and data management)	X		X			MDEF			
Organization of monitoring/evaluation tours of development projects	X		X	X		MDEF		Half-yearly	
Study of the impact of local and national intervention programs	X		X	X		MDEF		Annually	
Organization of reviews and intervention programs	X		X	X		MDEF		Half-yearly	
Studies of the impact of public investments on poverty reduction	X		X	X		MDEF		Annual	
Preparation of periodic performance reports on national and intervention programs	X		X	X		MDEF		Half-yearly	
Production and publication of evaluation documents	X		X	X		MDEF			
Monitoring of the implementation of the SCRIP and OMD	X		X	X		MDEF			Progress report from the SCRIP
Objective 20 : Coordination, Monitoring and evaluation of the fight against STD /HIV /SIDA									

Assurance of leadership in the fight against STD/HIV/AIDS	X				MDEF	HIV Prevalence rate of <2%
Setup of the multi sector framework for coordination and follow-up evaluation of the national response to STD/HIV/AIDS	X	X	X		MDEF	
Objective 21 : Monitoring and evaluation of regional and local development projects and programs						
Support for the setting up of a monitoring and evaluation system at the regional and local levels	X				MDEF	
Preparation of an annual national report on financing of communities development	X	X	X		MDEF	
Follow up four of community development programs	X	X	X		MDEF	Half-yearly
Objective 22 : Support fighting actions against poverty						
Support to the Structural and Economic Reform Monitoring Unit	X	X	X		MDEF	All ministries
Monitoring and Distribution of PAM food	X	X	X		MDEF	All departments

PRORITY AREA : REVITALIZE THE PRIVATE SECTOR

Objective 1 : Promote the creation of new SMEs						
Training of promoters	X	X	X		MDCMFPPME	Number of promoters trained
Organization of information sessions for enterprise owners	X	X	X		MDCMFPPME	Number of information sessions organized
Development of business culture in the school and university environment	X	X	X		MDCMFPPME	% of unemployed graduates undertaking private initiatives
Evaluation of enterprises creation procedures	X	X	X		MDCMFPPME	Number of procedures evaluated
Support of promotion of SMEs in the Benin CAMPUS program	X	X	X		MDCMFPPME	Number of young promoters having benefited from training, financing and supervision in preparing business plans
Objective 2 : Promotion of agricultural small and medium size enterprises that do not yet exist in the country						
Promotion of an extension system based on the participation of small farmers	X	X	X		MDCMFPPME	A participative education system is created and operational
Promotion of the food production industry through price and quality	X	X	X		MDCMFPPME	Modern procession equipment available at concessional prices
Put in place a major program for the creation of specialized SMEs	X	X	X		MDCMFPPME	Growth rate of the number of SMEs

DEVELOPMENT OF SMALL AND MEDIUM SIZE ENTERPRISES

DEVELOPMENT OF SMALL AND MEDIUM SIZE ENTERPRISES													
Put in place the regulation of the profession of company director	X	X	X	X	MDCMF/PPME	Regulatory framework for the profession of Director of an enterprise started							
Evaluation and reform of the legal and regulatory framework	X	X	X	X	MDCMF/PPME	Legal and regulatory framework evaluated							
Adoption and implementation of a special tax system for SMEs	X	X	X	X	MDCMF/PPME	Special tax system for SMEs adopted and in place							
Creation and implementation of an Agency for SMEs	X	X	X	X	MDCMF/PPME	An SME agency created							
Setting up of the Development Fund for the private sector	X	X	X	X	MDCMF/PPME	Activities of the Development Fund for SME implemented							
Strengthen actions for promotion of local products (national fairs, open days for specific products)	X	X	X	X	MDCMF/PPME	Number of promotion activities organized							
Identification and promotion of products for which Benin has a competitive advantage	X	X	X	X	MDCMF/PPME	Number of products identified and promoted							
Objective 3 : Make existing enterprises competitive and dynamic													
Support for the professional organization of SMEs	X	X	X	X	MDCMF/PPME	Framework for dialogue for SMEs created and operational							
Support for strengthening of technical capacities of SME human resources	X	X	X	X	MDCMF/PPME	Number of human resource trained							
Support for technical innovation	X	X	X	X	MDCMF/PPME	Number of SMEs assisted							
Support for the organizing of dialogues among those in the sheanut and cashew nut business	X	X	X	X	MDCMF/PPME	Framework for dialogue for persons in the cashew and shea nut business created and operational							
Support in terms of equipment to persons in the sheanut, cassava and palm oil etc. businesses	X	X	X	X	MDCMF/PPME	Provision of processing equipment							
Set up of the BSTP	X	X	X	X	MDCMF/PPME	BSTP set up and operational							
Promotion of Made-in-Benin goods on the market	X	X	X	X	MDCMF/PPME	Number of products promoted							
Support for the promotion of SMEs under the special program for SMEs	X	X	X	X	MDCMF/PPME								
Objective 4 : Promotion of the microfinance sector													
DEVELOPMENT OF THE MICROFINANCE SECTOR													

DEVELOPMENT OF THE MICROFINANCE SECTOR												
DEVELOPMENT OF THE MICROFINANCE SECTOR	Contribution to the creation of a favorable environment for the emergence and the development of MFIs	X	X	X	X	X	X	X	X	MDCMF/PPME	Number of proposed laws and laws made in favor of MFI	
	Assistance to promoters of MFI in the setting out of their structures	X	X	X	X	X	X	X	X	MDCMF/PPME	Proportion of MFI that were registered at the DSSMF	
	Opening of credit lines and refunding of MFIs	X	X	X	X	X	X	X	X	MDCMF/PPME	Lines of credit available	
	Set up of a loans guarantee and interest rebates	X	X	X	X	X	X	X	X	MDCMF/PPME	Loans subsidized	
	Strengthening of capacities of MFIs and underprivileged communities	X	X	X	X	X	X	X	X	MDCMF/PPME	MFIs trained and equipped	
	Definition, extension, and implementation of the National Microfinance Development strategy	X	X	X	X	X	X	X	X	MDCMF/PPME	Number of outreach campaign programs organized	
	Organization of the national microfinance week	X	X	X	X	X	X	X	X	MDCMF/PPME	National microfinance week organized	
	Implementation of action to support microfinance	X	X	X	X	X	X	X	X	MDCMF/PPME	MFI having benefited from support from the government	
	Coordination and harmonization of different intervention activities of the microfinance sector	X	X	X	X	X	X	X	X	MDCMF/PPME	Number of reports on dialogues between different stakeholders in the microfinance sector	
	Strengthening of intervention capacities of the National Microfinance Fund	X	X	X	X	X	X	X	X	MDCMF/PPME	Capacities of the National Microfinance Fund strengthened	
	Opening of lines of credit and refunding of MFIs		X	X	X	X	X	X	X	MDCMF/PPME	Three lines of credit windows created and operational	
	Implementation of the micro credit program for the poor	X	X	X	X	X	X	X	X	MDCMF/PPME	Number of beneficiaries of micro credits	
	Development and implementation of a communication policy for the micro finance sector	X	X	X	X	X	X	X	X	MDCMF/PPME	Communication policy developed and implemented	
Objective 5 : Monitoring of the microfinance sector												
DEVELOPMENT OF THE MICROFINANCE SECTOR	Dissemination of information on the Microfinance sector	X	X	X	X	X	X	X	X	MDCMF/PPME	Information on the microfinance sector disseminated	
	Simplification of laws on microfinance	X	X	X	X	X	X	X	X	MDCMF/PPME	Laws of micro finance are simplified	
	Inspection of documents and status of Microfinance institutions	X	X	X	X	X	X	X	X	MDCMF/PPME	Number of microfinance institutions formally inspected.	

	Organization of collection, management and dissemination of statistical information on the microfinance sector	X	X	X	X	MDCMF/PPME	Data on the microfinance sector published and disseminated	
	Carrying out of studies on the microfinance sector	X	X	X	X	MDCMF/PPME	Six studies carried out	
	Protection of deposits of the public in MFIs	X	X	X	X	MDCMF/PPME	Part of the MFI market accredited and following standards put in place	
Objective 6 : Improve the environment of manufacturing companies								
DEVELOPMENT OF INDUSTRY	Support for the upgrading of professionals in industry	X	X	X	X	MIC	Professionals in industry supported	
	Dissemination of common documents on trade and industry	X	X	X	X	MIC		
	Carrying out of studies on the measures necessary for setting up of industries in the interior of the country	X	X	X	X	MIC		
	Establish a mechanism for provision of raw materials to local industries	X	X	X	X	MIC		
	Establish a mechanism to provide local industries with cotton related raw materials	X	X	X	X	MIC		
	Study and set up of investment funds for the development of agribusiness and trade	X	X	X	X	MIC		
	Set up of a competent authority for quality management	X	X	X	X	MIC		
	Objective 7 : Strengthen assistance to promoters							
	Strengthening of the industrial statistical information system	X	X	X	X	MIC	Number of promoters supported	
	Updating of the directory of industrial enterprises	X	X	X	X	MIC		
Support for the development of new businesses	X	X	X	X	MIC			
Support for the development of industrial agribusiness	X	X	X	X	MIC			
Promotion of metrology, standardization and quality of products, services and systems through accreditation of laboratories and certification of companies	X	X	X	X	MIC			
Promotion of joint-ventures and partnerships between Beninese industrialists and their foreign counterparts	X	X	X	X	MIC			
Objective 8 : Strengthen the material base for investment in developed industrial areas								
Development and promotion of the free zone industrial area at Sémé-Kraké.	X	X	X	X	MIC	Industrial areas developed		
DEVELOPMENT OF INDUSTRY								

DEVELOPMENT OF INDUSTRY									
Creation and development of regional industrial areas	X		X		X		MIC		
Promotion of Free Zones at the national level	X		X		X		MIC		
Support for the renovation or rehabilitation of existing textile industries	X		X		X		MIC		
Objective 9 : Strengthen the managerial and technical capacities of industrial enterprises									
Development and implementation of the program for training in managerial and technical areas	X		X		X		MIC		Number of enterprises trained
Creation of regional offices of CEPAG at Bohicon and at Parakou	X		X		X		MIC		
Construction and equipping of a building to house the CEBENOR and the CENAPI.			X		X		MIC		
Objective 10 : Make industrial ownership a tool for economic development									
Capitalization of invention and indigenous know-how	X		X		X		MIC		Industrial ownership promoted
Simplification of agreements in force with regards to industrial ownership	X		X		X		MIC		
Objective 11 : Make operational the agencies in charge of assisting in the development of the industrial program									
Strengthen of the capacities structural framework of the Program for Development of Industry	X		X		X		MIC		Number of structure supported
Support to the Commission for industry and investment	X		X		X		MIC		
Perpetuation of experiences of the UEMOA quality program at the national level	X		X		X		MIC		
Strengthening of the Standards and Quality Management System	X		X		X		MIC		
Support to the popularizing of the use of cassava flour and starch in industry	X		X		X		MIC		
Technical support to the Departments of Industry and Trade	X		X		X		MIC		
Project for Construction and equipment of Ministerial structures	X		X		X		MIC		
Support of DDIC to communes within the framework of training information on provisions and laws in force and implementation of community development plans			X		X		MIC		
Objective 12 : Evaluate and ensure conformity to standards									
									Number of standards adopted

	National accreditation of laboratories and certification	X	X	X	X	MIC	Number of standards adopted
	Operations of the Ministry's Environment Unit	X	X	X	X	MIC	
	Objective 13 : Stabilize the environment of commercial activities						
	Revision, development et adoption of basic laws on legal metrology.	X	X	X	X	MIC	trade activities environment stabilized
	Revision, development et adoption of basic laws on trade	X	X	X	X	MIC	
	Development and implementation of a strategy to fight against commercial fraud and unfair competition	X	X	X	X	MIC	
	Support for liberalization of the price of bread	X	X	X	X	MIC	
	Control the quality of products	X	X	X	X	MIC	
	Disseminating the report on the study to identify legal impediments, and formulation of an action plan and a strategy for the promotion of entrepreneurship	X	X	X	X	MIC	
	Development and implementation of a strategy to reduce the size of the informal sector and other forms of distortion on the market.	X	X	X	X	MIC	
	Stabilizing of the internal market for petroleum products	X	X	X	X	MIC	
	Sensitization of persons in the informal sector to enter the formal sector	X	X	X	X	MIC	
	Fight against swindling and cyber crime	X	X	X	X	MIC	
	Reduction in the number of control points on roads	X	X	X	X	MIC	
	Objective 14 : Strengthen trade promotion						
	Construction of the international trade fair site at Gbodje in Cote d'Ivoire	X	X	X	X	MIC	Trade promotion strengthened
	Organization of trade exhibitions at the national level and promotion of "made in Benin" goods outside the country	X	X	X	X	MIC	
	Updating of the database on the internal market and on neighboring countries.	X	X	X	X	MIC	
	Strengthening of the trade promotion system by internet	X	X	X	X	MIC	
DEVELOPMENT OF TRADE							

Set up of an efficient system of economic assessment to favor exchanges and production.	X	X	X	X	MIC		
Put in place a strategy to set up mini-stations all over the country	X	X	X	X	MIC		
Put in place a strategy aimed at construction of new depots for storage of petroleum products, and service stations all over the country	X	X	X	X	MIC		
Opening of trade representatives offices in other countries		X		X	MIC		
Strengthening of organizations of exportable products (producers, processors...)	X	X		X	MIC		
Promotion of hand-woven products and folklore within the framework of the AGOA law	X	X		X	MIC		
Revitalizing the joint Benin-Nigeria Committee on trade	X	X		X	MIC		
Objective 15 : Strengthen the professional capacities of persons involved in trade profession							
Strengthening of capacities of civil society	X	X	X	X	MIC		Number of persons involved in trade trained
Extension of WTO and APE agreements	X	X	X	X	MIC		
Functioning of the National Commission on piloting of the integrated framework in support of external financing	X	X	X	X	MIC		
Strengthening the capacities of trade organizations and institutions	X	X	X	X	MIC		
Strengthening of the technical training of persons in the products export business	X	X	X	X	MIC		
Development and implementation of a program to strengthen the capacities of women entrepreneurs	X	X	X	X	MIC		
Construction of a regional center for training, for upgrading of skills, for expertise and for standardization in metrology	X	X	X	X	MIC		
Support to activities of consumer associations and extension of the law regarding the protection of consumers	X	X	X	X	MIC		
Objective 16 : Make operational the agencies in charge of assisting in trade development							
Strengthening capacities of structures of the framework for the program for development of trade	X	X	X	X	MIC		Number of structures supported
Support to the Chamber of Trade and Industry in Benin	X	X	X	X	MIC		
DEVELOPMENT OF TRADE							

	Linking of national standards	X	X	X	X	MIC		
	Strengthening control capacities in the area of tools of measurement	X	X	X	X	MIC		
	Construction and equipment of a laboratory blocs	X				MIC		
	Technical support to DDIC	X	X	X	X	MIC		
	Objective 17 : Improve enterprise regulatory and institutional environment							
PRIVATE SECTOR DEVELOPMENT	Improve the development framework microfinance	X	X	X	X	MIC		Environment improved
	Update of implementation of privatizations	X	X	X	X	MIC		
	Assistance in the privatization of Benin Telecom and establishment of a regulatory organ	X	X	X	X	MIC		
	Support for the improvement of laws governing the operations of privatization in Benin (Adoption of a law integrating the PPP (public private partnership)	X	X	X	X	MIC		
	Support to strengthening of the institutional framework for management of privatization operations	X	X	X	X	MIC		
	Support to the organization of Presidential Council for Investors	X	X	X	X	MIC		
	Consolidation and setting up of support structures for exporting	X	X	X	X	MIC		
	Evaluation , updating, and simplification of legislative and regulatory texts on trade	X	X	X	X	MIC		
	Protection of inventions through patent rights titles	X	X	X	X	MIC		
	Ensuring the supply of petroleum to Benin	X	X	X	X	MIC		
PRIVATE SECTOR DEVELOPMENT	Development of a program of close assistance to private enterprises	X	X	X	X	MIC		
	Information and sensitization of economic stakeholders on the laws of patent rights	X	X	X	X	MIC		
	Setting up of regulatory organs in strategic sectors of private sector development	X	X	X	X	MIC		
	Improvement of the regulatory framework for enterprises	X	X	X	X	MIC		
	Support to the implementation, monitoring and coordination of strengthened strategy of the private	X	X	X	X	MIC		

sector										
Objective 18 : Strengthen the capacity for dialogue between the public and the private sectors										
Support to the revitalizing of professional organizations and advisory institutions	X	X	X	X	X	MIC				Public/private sector dialogue promoted
Strengthening of capacities of intervention of the Alafia Consortium.	X	X	X	X	X	MIC				
Improvement of the private/public sector discussion framework	X	X	X	X	X	MIC				
Support to the strengthening of economic and social analysis capacities of the private sector	X	X	X	X	X	MIC				
Support to the set up and/or strengthening of the public sector/private sector general and sector based dialogue	X	X	X	X	X	MIC				
Objective 19 : Stimulate support to enterprises										
Revitalization of system of support to the private sector in the rural area	X	X	X	X	X	MIC				Number of enterprises supported
Strengthening of innovation capacities and rehabilitation of enterprises	X	X	X	X	X	MIC				
Improvement of support to innovations, to development and the protection of enterprises	X	X	X	X	X	MIC				
Set up in professional organizations of support services to enterprises.	X	X	X	X	X	MIC				
Improvement of access to information on enterprises and set up and/or strengthening of the information system adapted (decentralized information system)	X	X	X	X	X	MIC				
Improvement of the system for financing of the private sector	X	X	X	X	X	MIC				
Support to development of entrepreneurial innovations	X	X	X	X	X	MIC				
Objective 20 : Improve infrastructure and basic services for private sector activities										
Construction of parking lots for the large trucks at the border posts	X	X	X	X	X	MIC				Infrastructure improved
Support for the set up of a development and increase in productivity program for the port of Cotonou	X	X	X	X	X	MIC				
DEVELOPMENT OF THE PRIVATE SECTOR										

Support to the process of withdrawal of the state from the infrastructure of basic services for private activities		X	X	X	MIC	Number of products promoted
Objective 21 : Promote and diversify exports						
Strengthening of capacities of public and private stakeholders for the development of trade, and the promotion of exports	X	X	X	X	MIC	Number of products promoted.
Strengthening of the export base and investments	X	X	X	X	MIC	
Development of manufacturing businesses and agribusinesses	X	X	X	X	MIC	
Promotion of trade exchanges with neighboring countries and the Hinterland.	X	X	X	X	MIC	
Objective 22 : Improve the capacities for self-development of the private sector						
Support to local development and private activities						
Contribution to the set up of a tax system adapted to the commercial manufacturing sectors especially in the area of products (petroleum)	X	X	X	X	MIC	Number of stakeholders promoted in the sector
Establishment of a framework for cooperation with producing countries for supply of petroleum products under concessional conditions	X	X	X	X	MIC	
Objective 23 : Ensure the feasibility and performance of the program						
Strengthen the capacities of supporting structures of the Private Sector Development Program	X	X	X	X	MIC	Program executed within time
Exchange visits of support structures of the private sector	X	X	X	X	MIC	
Monitoring-evaluation of the program	X	X	X	X	MIC	
Functioning of the program	X	X	X	X	MIC	
DEVELOPMENT OF THE PRIVATE SECTOR						
PRIORITY AREA : DIVERSIFICATION OF THE ECONOMY						
Objective 1 : Promote and develop agricultural channels						
IMPROVEMENT OF PRODUCTIVITY, AND AGRICULTURAL PRODUCTION						
Promotion of research and provision of seeds, plants and modified high yield grains	X	X	X	X	INRAB et DICAF/MAEP	Number of new varieties/ improved variety popularized

	Development of improved technologies for storage/preservation and processing of agricultural, animals and fish products	X	X	X	X	INRAB et DAGRI/MAEP	Number of improved technologies popularized
	Strengthening of technical and organizational capacities of producers and assisting structures	X	X	X	X	DICAF/MAEP	Level of increase in agricultural, animal and fish production
	Promotion of agribusiness	X	X	X	X	DICAF/MAEP	Number of agricultural businesses operating
	Supply of specific inputs	X	X	X	X	SONAPRA et DAGRI/MAEP	Tonnage of specific inputs put in place
Objective 2 : Ensure food and nutrition security of the population							
	Development of a national food and nutrition policy	X				DANA/MAEP	Policy document
	Strengthening of the system for prevention and management of food crisis by adapting it in the context of decentralization	X	X		X	DANA/MAEP	Number of communities provided with a system of prevention and management of a crisis.
	Organization of follow up and food and nutrition advisory support for households	X	X		X	DANA/MAEP	Number of households monitored by the community
	Development and implementation of a communication plan on good practices for food processing and preservation	X	X		X	DANA/MAEP	Communication plan developed and implemented
	Strengthening of technical and material capacities of communities for taking charge of malnourished children	X	X		X	DANA/MAEP	Number of communities with an indigenous system in place for taking charge of malnourished children
	Constitution of buffer stock for food security	X	X		X	ONASA/MAEP	Number of communities with a system of buffer stock for food security
Objective 3 : Inform the producers and commercial community on promising niches							
	Development and distribution of bulletins and notes on the economic environment	X	X		X	ONASA/MAEP	Number and regularity of bulletins
	Organization of putting standard quality products on the market , which can compete	X	X		X	SONAPRA	Number of products on market
IMPROVEMENT OF AGRICULTURAL PRODUCTIVITY AND PRODUCTION							
IMPROVEMENT OF ACCESS TO MARKETS							

DEVELOPMENT OF THE TOURISM SECTOR		Objective 4 :Improve the institutional and regulatory framework of the tourism sector		Rate of conformity to standards for export products		
DEVELOPMENT OF THE TOURISM SECTOR	Control and certification of agricultural, animal and fishing products	X	X	X	Directions Techniques MAEP	Rate of conformity to standards for export products
	Application of laws regulating exports of agricultural, animal and fish products	X	X	X	Directions Techniques MAEP	Level of application of regulatory laws
	Objective 4 :Improve the institutional and regulatory framework of the tourism sector					
	Review of the implementation of the National Tourism Development Policy	X			MTA	Number of laws developed and updated
	Organization of a meeting for donors for the implementation of the National Policy on Tourism Development	X			MTA	Meeting report
	Development and implementation of the National Policy on Development and Promotion of Ecotourism (PNDPE)	X	X	X	MTA	PNDPE available
	Development of a sustainable tourism code	X			MTA	Code available
	Development of an investment code specific to the tourism sector	X			MTA	Code available
	Development and adoption of laws relating to development of tourist interest zones (ZIT) and tourism development zones (ZAT)	X			MTA	Number of laws developed and adopted.
	Development and adoption of laws relating to regulation of the profession of tourist guide and escort	X			MTA	Number of laws developed and adopted
	Development and adoption of laws relating to regulation and management of tourism establishments	X			MTA	Number of laws developed and adopted
	Development and adoption of laws relating to the institution of a professional code or practice in hotel management and tourism	X			MTA	Number of laws developed and adopted
	Simplification of laws regulating the tourism sector	X			MTA	Number of sessions organized
	Re-launch of the activities of the National Tourism Council	X			MTA	Number of activities carried out by the CNT
Control of the quality of service in hotels and tourism establishments	X	X	X	MTA	Number of checks performed	
Checking of illegal hotel and tourism establishments	X	X	X	MTA	Directory available	

DEVELOPMENT OF THE TOURISM SECTOR	Grading of tourist and hotel establishments in Benin (Hotel, Bars et Restaurants)	X				MTA	Number of licenses issued	
	Carrying out of an organization and institutional audit of the ANT	X				MTA	Audit report available	
	Objective 5 : Strengthening of operational and professional capacities of the sector's stakeholders							
	Strengthening of operational capacities o tourism and hotel facilities	X	X	X	X	MTA	Number of agents of establishments trained; number of establishments offering quality service	
	Development, ratifying, adoption and implementation of plans and programs for professional training and retraining of different agents engaged in tourism	X	X	X	X	MTA	Number of plans and programs developed, validated and adopted. Number of persons trained	
	Organization of retraining sessions for officers and agents	X	X	X	X	MTA	Number of sessions organized; Number of officers and agents trained	
	Participation officers in the activities of the OMT	X	X	X	X	MTA	Report on participation	
	Organization of information sessions for professionals of the sector	X	X	X	X	MTA	Number of information sessions	
	Objective 6 : Upgrade sites and other tourist resources							
	Creation of a directory on sites and other tourist resources in the country	X				MTA	Directory available	
Set up of an information system on the tourism sector	X				MTA	Information system available		
Production and dissemination of statistical directory on tourism	X				MTA	Statistical directory produced		
Development, validation and adoption of program plans for the improvement of tourist interest zones (ZIT) and tourism development zones (ZAT)	X				MTA	Number of plans and programs developed; number of ZIT/ZAT improved		
Development of a tourism Zone along the <i>Route des Pêches</i> (from Fidjrossè – beach Ouidah)	X	X	X	X	MTA	Number of land owners compensates; area developed		
Development of tourism sites and access roads (construction of landing-stage from Abomey to Calavi)	X	X	X	X	MTA	Un landing-stage constructed at Abomey-Calavi		

	Development of sites at Tanekas-Koko and its environs	X					MTA	A site developed at Tanéka	
	Setting up of tourism reception villages at Boukoubé and at Savalou	X					MTA	Two tourism reception villages set up	
	Development of the Bori lake in the Pendjari Park	X					MTA	A lake developed at BORI	
	Construction of landing-stages	X	X	X			MTA	Number of landing stages constructed	
	Restoration of the pilgrim site of the Grotte Arigbo at Dassa - Zoumè	X					MTA	Pilgrimage site at Dassa restored	
	Construction of a historical centre – development and restoration of tourist sites at Savi	X	X	X			MTA	A centre constructed; number of sites developed	
Objective 7 : Ensure the promotion of tourism at the national and international levels									
TOURISM SECTOR DEVELOPMENT	Sensitization and mobilization of nationals to engage in domestic tourism by putting in place attractive tourism products	X	X	X			MTA	Rate of increase in number of days spent in hotels by citizens	
	Production of tourism promotion material	X					MTA	Number of material produced	
	Organization of the World Tourism Day.	X	X	X			MTA	Report available	
	Organization of a Beninese Food Day	X	X	X			MTA	Number of participating restaurants	
	Organization of missions to promote Benin as a tourism destination	X	X	X			MTA	Number of missions undertaken	
	Organization of familiarization tours (FAMTOUR)	X	X	X			MTA	Number trips made	
	Participation in fairs, exhibitions, and international colloquiums on tourism	X	X	X			MTA	Number of participations	
Objective 8 : Improve the institutional and regulatory framework of the arts and crafts sector and the assistance system for the stakeholders									
DEVELOPEMENT OF THE ARTS AND CRAFTS SECTOR	Set up of the Arts and Crafts Council	X					MTA	A council set up	
	Set up of interdepartmental chambers for trades and the union of interdepartmental chambers of Benin	X					MTA	Number of chambers set up; number of regulatory laws taken	
	Set up of an information system on the arts and crafts sector	X					MTA	Information system available	
	Construction of new support centers for artisans	X	X	X			MTA	Number of new centers constructed	

Objective 9 : Promote artisans and craft products at the international and national levels						
Organization of a national exhibition on arts and crafts	X	X	X	X	MTA	Number of exhibitions, fairs organized
Organization of a day for Beninese artisans	X	X	X	X	MTA	
Objective 10 : Strengthen the professional capacities of artisans						
Training of master artisans	X	X	X	X	MTA	Number of associations and groups trained
Training of artisans on the dual system of apprenticeship	Number of artisans trained	X	X	X	MTA	Number of artisans trained; rate of adoption of the apprenticeship system
Training of master artisans and professional organizations on the design approach	X	X	X	X	MTA	Number of master artisans trained
Objective 11 : Promote access to credit for micro enterprises of the arts and crafts sector						
Consolidation and education on financing mechanisms	X	X	X	X	MTA	Number of radio and TV programs organized; number of sensitization seminars organized
Dissemination and implementation of the plan to set up the PNDA	X	X	X	X	MTA	Number of educational seminars ; number of artisans benefiting from the implementation of the PNDA
PRIORITY AREA: PROMOTION OF REGIONAL INTEGRATION						

AXE 2 : DEVELOPEMENT OF INFRASTRUCTURE							
PROGRAMS	MEASURES/ACTION	DUE DATE			Responsible Agencies	Follow up indicator	Partner organizations
		2007	2008	2009			
PRIORITY AREA – TRANSPORT INFRASTRUCTURE							
Objective 1 : Development of earth road							
	Support to road fund for periodic maintenance of earth roads	X	X	X	DGTP/ MDCITPT/PR	Number of Km of road maintained ; number of jobs	
	Rehabilitation of 240 Km of secondary roads for rural transport in the Zou Collines Plateau and Cfouffo	X	X	X	DGTP/ MDCITPT/PR		
Objective 2 : Periodic maintenance and rehabilitation of paved roads							
ROAD TRANSPORT	Technical studied and carrying out of rehabilitation work on the Porto-Novo-Igolo road	X	X	X	DGTP/ MDCITPT/PR	No. Of Km of tarred road rehabilitated or treated	
	Technical study and carrying out of resurfacing work of the Bohicon-Dassa-Savalou road	X	X	X	DGTP/ MDCITPT/PR	No. Of Km of tarred roads rehabilitated or treated	
	Support to road fund for p periodic maintenance of resurfaced roads	X	X	X	DGTP/ MDCITPT/PR	No. Of Km of tarred roads rehabilitated or treated	
Objective 3 : Development and modernization of road network							
	Rehabilitation of the Pobè-Kétou road	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created	

ROAD TRANSPORT	Rehabilitation works of the –Ketou-Illara road (ADB credit)	X	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created					
	Updating, Study, development and tarring of the Abomey-Bohicon-Kétou road (acceptance)	X	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created					
	Development and tarring of the Comè-Possotomé-Bopa-Zoungbonou road	X	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created					
	Updating of technical studies and carrying out of development and tarring of the Djougou-N'dali road	X	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created					
	Development and tarring of the Akpro-Misséréte-Adjohoun-Bonou-Kpédékpo road	X	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created					
	Feasibility studies and development and tarring of the Kandi-Banikoara road	X	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created					
	Development of Access Roads and roads from Cotonou-Section Akosso-Place du Souvenir	X	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created					
	Development and reconstruction of Avenue Steinmetz : Carrefour VOG Carrefour Légba,Section	X	X	X	X	DGTP/ MDCITPT/PR	No. Of km of roads constructed; no. Of jobs created					
	Objective 4 : Construction of specific capital works											
Construction of a third bridge a Cotonou		X	X	X			Number of construction works; number of jobs created.					

ROAD TRANSPORT	Description of project	X	X	X	X	X	Number of construction works ; number of jobs create
		X	X	X	X	X	Number of construction works ; number of jobs create
		X	X	X	X	X	Number of construction works ; number of jobs create
		X	X	X	X	X	Number of construction works ; number of jobs create
		X	X	X	X	DGTP	Number of construction works ; number of jobs create
	Construction of nineteen (19) iron bridges in twelve regions of Benin						
	Project to extend toll booths on the road network of Benin (Ahozon, Houégbo et Sirarou)						
	Carrying out of clearing works on the earth road network in l'Atacora (Tayakou-Manta)						
	Construction works on a lower passage on the Carrefour Steinmetz						
	Construction work on a metal bridge and hydraulic work on the Birni-Kouandé road						
(1) Objective 5 : Development and maintenance of feeder roads for rural transportation							
	Development works on the Bassila-Manigri-Wari Maro road	X	X	X	X	DGTP	Number of Km of road rehabilitated ; number of jobs created
	Works on completion of critical paths on the rural roads in Atacora, Donga, Borgou, Alibori, Mono, Atlantique and Ouémé	X	X	X	X		Number of Km of road rehabilitated ; number of jobs created
	Development of 250 Km of rural roads linking the Djougou N'Dali road	X	X	X	X		Number of Km of road rehabilitated ; number of jobs created

		X	X	X	X	X	X	No. of roads constructed; number of jobs created	Number of Km of road rehabilitated ; number of jobs created
Development of 250 Km of rural roads linking the Pobè-Kétou-Illara road									
Rehabilitation of 720 Km of Community roads (HIMO-PASR Methodes II) in the Departments of Zou, Collines, Plateau and Couffo									
Emergency program to repair roads and highways within the framework of the commercialization of cotton campaign									
Emergency program to repair roads and highways within the framework of the commercialization of cotton campaign									
Objective 6 : Construction capital works on feeder roads									
Construction of And treatment of critical points on the Adja Ouéré Ouinhi trunk road		X					DGTP		
Objective 7 : Carrying out of studies on road infrastructure									
Study of development of the Cotonou Porto-Novo road		X	X	X			DGTP	Number of files prepared, to seek for funding	
Development study and reconstruction of the Cotonou-Hillacondji (Cotonou-Ouidah : 2x2 roads, Ouidah-Hillacondji 1x2 road)		X					DGTP	Number of files prepared, to seek for funding	
Feasibility Study of the Northern bypass of the city of Cotonou		X					DGTP	Number of files prepared, to seek for funding	

ROAD TRANSPORT

	Technical-Economic Study and tarring of the RNIE7 Burkina-Kéroum-Banikoara border/ Kandi-ségbana-border	X				DGTP	Number of files prepared, to seek for funding			
	Development of 1025 km modern routes and new roads	X				DGTP	Number of files prepared, to seek for funding			
	Technical-Economic Study and tarring of the route des Pêches	2007				DGTP	Number of files prepared, to seek for funding			
	Updating of the Technical Economic feasibility Study of the Djougou-Ouaké-Togo border road	2007				DGTP	Number of files prepared, to seek for funding			
	Updating of the Technical Economic feasibility study of the N'Dali-Chicandou road	2007				DGTP	Number of files prepared, to seek for funding			
	Additional technical economic study of the Cotonou-Godomey-Calavi-Akassato west exit	2007				DGTP	Number of files prepared, to seek for funding			
	Five-year investment Program for rural transport in Benin (specific studies and action for implementation)	2007				DGTP	Number of files prepared, to seek for funding			
Objective 8 : Road protection (Inspection, Monitoring, Maintenance)										
	Campaign for diversion on tarred roads Sèmè-Kraké, godomey-Bohicon, Parakou-djougou, Natitingou, Comè-Lokossa)	2007				DGTP	Percentage of road network inspected; annual; rate of follow-up; rate of setting up of toll and weighing stations			
	Institutional support at the Public Works department	2007								
ROAD TRANSPORT										

	Inspection of Works on the road network	2007						Percentage of network annually inspected; rate of setting up of toll stations ; Number of areas registered
	Continuous environmental monitoring of the network.	2007						
	Support for the rehabilitation, equipment and functioning of the Recycling centre and improvement of the MTPP	2007						
	Registration and protection of areas of Public Works	2007						Number of areas registered
Objective 9 : Projects related to road works								
ROAD TRANSPORT	Search for materials for road building with development of a catalogue of measurement of roadways in Benin	2007				DGTP		Rate of building the catalogue of road measurement
	Facilitation Program of transport on the Benin-Niger corridor	2007						
	Rehabilitation of the building of the Department of Technical Studies in Basse Côte	2007				DGTP		
Objective 10 : transportation by road								
MANAGEMENT OF MODES OF TRANSPORT	Develop the statistical directory on terrestrial transport	2007	2006	2007		DGTTT		Statistical directory
	Participate in the elimination of unjustified road barriers	2007	2006			DGTTT		
	Reorganize the profession of road transporters	2007				DGTTT		
	Update the laws regulating road transport of goods and persons	2007				DGTTT		
	Publicize the laws	2007	2006	2007		DGTTT		
	Monitor the changes in costs and tariffs of road transport	2007				DGTTT		
	Issue tickets and transport permits	2007				DGTTT		
	Computerize the documentation and issuing of transport permits	2007				DGTTT		
	Expand the premises of the DGTT	2007	2006	2007		DMM		
Objective 11 : Maritime Transportation								

SUPPORT FOR MANAGEMENT OF TRANSPORT	Study of the navigability of internal waterways in Benin	2007					DMM		
	Feasibility study of the construction of a deep water port	2007					DMM		
	Objective 12 : Air Transportation								
	Construction of a runway along the perimeter of the airport area	2007					ANAC		
	Rebuilding of sections of the enclosure and construction of walls at the Cotonou international airport	2007					ANAC		
	Training of personnel in charge of security	2007					ANAC		
		2007					ANAC		
	Updating of the study for restructuring of the aviation sector	2007					ANAC		
	Putting in place of a mechanism for supervision and security of at the Cotonou international airport	2007					ANAC		
	Construction and setting up of a centre for research and safety of aircraft in distress	2007					ANAC		
	Feasibility study for tarring of the runway of the Natitingou airport	2007					ANAC		
	Feasibility study for tarring of the runway at Parakou airport	2007					ANAC		
	Demarcation and inventory of fixtures of the Glodjigbé airport and feasibility study of access roads	2007					ANAC		
	Construction of a nouveau hangar for large aircrafts	2007					ANAC		
Objective 13 : Road Security									
Support for strengthening of road security	2007					CNSR			
Strengthening of the system for collection and processing of data on road traffic accidents (BAAC)	2007					CNSR			
Prevention of bodily injury accidents due to human error	2007					CNSR			
Prevention of accidents due to the state of the vehicle	2007					CNSR			
Prevention of accidents due to the road infrastructure	2007					CNSR			

Objective 14 : Urban, rural and traditional housing						
	Development and implementation of a policy to help the population to manage costs of construction of houses and cost of renting in Benin	X	X	X	DGHC	DCPML, DHPI
	Pilot project to improve rural housing and living condition of the poor population and developing of traditional housing		X	X	DGHC	DCPML, DHPI
	Support program to put in place a national housing policy in Benin	X	X	X		DHPI
Objective 15 : Construction and rehabilitation of state buildings						
	Continuing and completion of construction sites of administration buildings	X	X	X	DGHC	DCPML, DHPI other ministries
	Special program for rehabilitation of the city of Porto-Novo (PSRPN) : Construction aspect	X	X	X	PSRPN	PSRPN, Mairie Porto-Novo
	Construction of the building of the National Assembly	X	X	X	DGHC	PSRPN, Mairie Porto-Novo
	Rehabilitation and extension of the infrastructure of MDCULFLEC-PR	X	X	X	DGHC	DCPML, DHPI other ministries
	Project for construction of stadiums	X	X	X	DGHC	DCPML, DHPI other ministries
	Construction of an Administration Block in Cotonou (Etudes)	X	X	X	DGHC	DCPML, DHPI other ministries
	Renovation of the State House	X	X	X	DGHC	DCPML, DHPI , Presidency
	Inventory and development of a plan for maintenance of state buildings	X	X	X	DGHC	DCPML, other ministries
Objective 16 : Construction and rehabilitation of state buildings						
	Continuing and completion of construction sites of administration buildings	X	X	X	DGHC	DCPML, DHPI other ministries
	Special program for rehabilitation of the city of Porto-Novo (PSRPN) : Construction aspect	X	X	X	PSRPN	PSRPN, Mairie Porto-Novo
	Construction of the building of the National Assembly	X	X	X	DGHC	PSRPN, Mairie Porto-Novo
	Rehabilitation and extension of the infrastructure of MDCULFLEC-PR	X	X	X	DGHC	DCPML, DHPI other ministries
	Project for construction of stadiums	X	X	X	DGHC	DCPML, DHPI other ministries
	Construction of an Administration Block in Cotonou (Etudes)	X	X	X	DGHC	DCPML, DHPI other ministries
	Renovation of the State House	X	X	X	DGHC	DCPML, DHPI , Presidency
	Inventory and development of a plan for maintenance of state buildings	X	X	X	DGHC	DCPML, other ministries

HOUSING AND CONSTRUCTION

HOUSING AND CONSTRUCTION

Project for construction of the TP-PR building	X	X	X	X	DGHC	Rate of implementation of the project	DCPML, DHPI, MDCTT
Construction of the head office of the HAAC in Porto-Novo	X	X	X	X	PSRPN	Rate of implementation of the work	PSRPN, Mairie Porto-Novo
Projects for completion of public housing	X	X	X	X	DGHC		DHPI
Program for site development for public housing and affordable housing		X	X	X	DGHC	Number of sites development	SBEE, SONEB, BENIN TELECOMM.SA
Program site development for medium and large houses		X	X	X	DGHC	Number of hectares developed	SBEE, SONEB, BENIN TELECOMM.SA
Project for construction of United Nations building in Cotonou		X	X	X	DGHC	Rate of implementation of the work	PNUD
Construction of the residency of the President of the Republic		X	X	X	DGHC	Rate of implementation of the work	Presidency, DCPML
Rehabilitation and development of memorial and independences sites in Cotonou		X	X	X	DGHC	Rate of implementation of the work	DCPML
Study on works to fight against coastal erosion in the East of Cotonou.	X	X	X	X	DGHC	Level of completion of study	BAD, OPEP SAADIEN FONDS COETIENS, CNERIP
Integrated project for site development of the old shooting range and the protection of the coast		X	X	X	DGHC	Rate of implementation of the work	Commercial developers
Objective 16 : Promotion of local construction materials							
Formulation and putting place of national strategy for the promotion of local materials	X	X	X	X	DGHC		DCPML
Pilot project for improving local materials	X	X	X	X	DGHC	Number of producers of local materials trained; Number of workers charged WITH THE Implementation trained	DCPML
HOUSING AND CONSTRUCTION							

(2) Objective 17 : Supervision, organization and strengthening of capacities of the stakeholders of the BTP sector						
Strengthening of capacities of the DHPI, DCPML and the CNCE (recruitment, equipment, training etc)	X	X	X	DGHC	Number of agents trained; number of agents recruited	Training centre
Following of activities within the framework of reform and categorization of enterprises	X	X	X	CNCE	Number of enterprises categorized	Enterprise
Strengthening of the capacities of BTP enterprises	X	X	X	CNCE	Number of enterprises trained	Enterprise
Set up of the structures for the housing department through the urban roads department	X	X	X	CNCE	Document for setting up of the housing department	DCPML, DHPI, other ministries
Collection and dissemination of information on the housing sector	X	X	X	DGHC	Number of documents published	DCPML, DHPI other ministries
Implementation of training programs to promote all levels of specialization and building professions	X	X	X	CNCE	Number of training carried out	Different BTPs
Organizing periodic national roundtable conferences to program common plans of action and to evaluate the state of progress	X	X	X	CNCE	Number of periodic meetings organized	DCPML, DHPI, other ministries
Ensuring enterprises to organized themselves	X	X	X	CNCE	Number of sensitization and support given	Enterprise
Set up of a legal framework to encourage, monitor, and assist the difference trade groups	X	X	X	CNCE	Laws, decrees and bylaws	Different BTPs
Objective 18 : Environmental health and sanitation works						
Improvement in environmental health and sanitation	2007	2008	2009	DGURF/MDCULRFILE C	Length of roads cleaned up; length of drains	
Cleaning up of the beach in the western part of Cotonou	2007	2008	2009	DGURF/MDCULRFILE C	Length of gutter; length of roads provided with street lights	SERHAU-SA
PROGRAM TO SUPPORT URBAN MANAGEMENT						

PROGRAM TO SUPPORT URBAN MANAGEMENT	Decentralization of urban management: Phase 2	2007	2008	2009	DGURF/MDCULRFILE C	Length of roads improved; length of gutters	AGETUR-SA, SERHAU-SA	
	Project to pave streets and sanitize the city of Parakou	2007	2008		DGURF/MDCULRFILE C	Length of roads improved; length of gutters	AGETUR-SA	
	Project to pave and sanitize the city of Djougou	2007	2008		DGURF/MDCULRFILE C	Length of roads improved; length of gutters	AGETUR-SA	
	Support to urban works on environmental health and sanitation	2007	2008		DGURF/MDCULRFILE C	Length of roads improved; length of gutters	AGETUR-SA; AGETIP-BENIN	
	Construction of sewers in the XX basin of Cotonou	2007	2008	2009	DGURF/MDCULRFILE C	Length of sewers constructed	CELLULE/ FED	
	Special program for rehabilitation of the city of Porto-Novo	2007	2008	2009	Agency for the Rehabilitation of the city of Porto-Novo /MDCULRFILEC	Length of roads improved; length of gutters	AGETUR-SA	
	Improvement of the banks of the Cotonou lagoon	2007	2008	2009	DGURF/MDCULRFILE C	Length of roads improved; length of gutters		
	Objective 19 : Development and implementation of urban development documents							
	Land and housing protection	2007	2008	2009	DGURF/MDCULRFILE C	Number de surveys in place; number of triangulation points put in place; number of housing permits changed into land title land titles		
	Update and / or development of urban development plans for densely populated or sensitive areas, and plans to improve other region (N'dali, Nikki, Kalalé, Ségbana, Houéyogbé, Labo, Gogounou...).	2007	2008	2009	DGURF/MDCULRFILE C	Number of Urbanization Plans developed		
Development of the outline for improvement and urbanization of Grand Cotonou	2007	2008	2009	DGURF/MDCULRFILE C	The SDAU of "Grand Cotonou" is developed and adopted			

	Support to the setting up of the urban department	2007	2008	2009	National department/MDCULRFLE EC	Number of departments set up and operational	
	Topographical works in the deposit area on Continental sand from Aholouyè (Commune of Sèmè Podji)	2007	2008	2009	IGN/MDCULRFLEC	Sand quarry opened	
Objective 20 : Implementation of the renovation program of areas of the city							
	Integrated project for site development of the former shooting range and protection of the east coast of Cotonou	2007	2008	2009	DHPI/MDCULRFLEC	Length of roads developed ; Length of gutters	
	Implementation of a policy of Urban mobility	2007	2008	2009	DGURF/MDCULRFLE C	Number of bus lanes constructed	DGT/MDCTPT
Objective 21 : Promote, develop and manage mining resources in Benin							
PROMOTION AND MANAGEMENT OF MINING RESOURCES	Production of the document on policy and strategy of the sector	X	X	X	DG Mines	Report on validation of the document	
	Improvement of the legislative and regulatory framework	X	X	X	DG Mines	Number of laws	
	Strengthening of institutions and management of resources	X	X	X	OBRGM	PV of acceptance of infrastructure and equipment; and report on training	
	Inspection and follow-up of environment management plans of mines and quarries	X	X	X	OBRGM	Inspection report of quarries and follow-up of environmental management plans	
PROMOTION AND MANAGEMENT OF MINING RESOURCES	Promotion and improving local construction materials	X	X	X	OBRGM	Quantities of lime produced; quantities of granite produced; quantity of marble produced	
	Search for sand sites beyond the coastal areas	X	X	X	OBRGM	Number of sand sites discovered	
	Development of a mining plan for Benin	X	X	X	OBRGM et DG Mines	Mining plan	

	Improvement of data on geological and mineral in areas of fine stones in Atacora, Borgou and Zou	X	X	X		OBRGM	Number of deposits identified	
	Inventory and promotion of indices and deposits of marble, study and promotional exploitation of peat in Benin	X	X	X		OBRGM	Number of deposits of mining registered; number of deposits of peat studied and promoted	
	Achievement of the synthesis of the geological and metallogenic map on the 1/500 000 scale	X	X	X		OBRGM	Number of geological and metallogenical maps available	
	Construction of works for access to the marble sites of Idadjo and Assiyo	X	X	X		OBRGM	Number of km of area developed	MDCIPT-PR
	Evaluation study of marble reserves available	X	X	X		OBRGM	Study report	Bureau d'étude et Investisseurs privés
	Develop research activities for useful substances	X	X	X		OBRGM	Number of useful substances promoted	
	Objective 22 : Improve the production techniques of mining artisans							
PROMOTION AND MANAGEMENT OF MINING RESOURCES	Technical training of artisans and small scale miners	X	X	X		DG Mines	Report of training mission	
	Support to poor communities for the development of local materials for construction	X	X	X		DG Mines	Study report and mission report	
	Improvement of productivity of women involved in the mining sector	X	X	X		DG Mines	Report on training	
	Exploitation of marble deposits	X	X	X		OBRGM	Quantity of marble exploited	
PRIORITY AREA : ENERGY INFRASTRUCTURE								
ENERGY FOR POVERTY REDUCTION AND DEVELOPMENT	Objective 1 : IMPROVE the institutional and regulatory framework of the sector							
	Construct and equip the head office of the ABERME	X	X	X		ABERME	Level of physical implementation	
	Develop the procedure manual for the ABERME	X	X	X		ABERME	Procedure manual developed	
	Support the DGE	X	X	X		DGE	Budget functioning	

Ensure the functioning of the ABERME	X	X	X	X	ABERME	Budget functioning
Ensure the functioning of the OBH	X	X	X	X	OBH	Budget functioning
Ensure the functioning of the GAZODUC UNIT	X	X	X	X	CcGaz	Budget functioning
Objective 2 : Strengthen actions to manage energy						
Develop an information system for energy (development of the Energy performance chart)	X	X	X	X	DGE	Energy report document
Carry out a study on the normal use of energy in the industrial and hotel sectors, and development of sector based strategies	X	X	X	X	DGE	Study report
Carry out a survey on energy consumption in households	X	X	X	X	DGE	Survey report
Systematically monitor the consumption of electricity in public sector buildings	X	X	X	X	DGE	Savings made (KWh and in FCFA)
Put in place measures and actions to conserve energy in public buildings	X	X	X	X	DGE	Savings made (KWh and in FCFA)
Develop and implement a Website for information on the level of consumption of energy in public buildings, sensitize and train members of the CGE, energy officials, and users of BA	X	X	X	X	DGE	Savings made (KWh and in FCFA)
Check electric installation before first placing under voltage	X	X	X	X	DGE	Compulsory checks of electrical installations before placing under tension
Promote and publicize domestic energy	X	X	X	X	DGE	Sensitization actions
Put in place measures for energy saving in industrial sector	X	X	X	X	DGE	Actions of sensitization put in place
ENERGY FOR POVERTY REDUCTION AND DEVELOPMENT						

Objective 3: Put in place financing mechanisms for energy substitution and the development at the community level in general and in the rural areas in particular within the framework of the fight against poverty.						
Promote the use of butane gas in households	X	X	X	DGE	Rate of change in volume of butane gas	
Improve biogas for the production of electricity (pilot action)	X	X	X	DGE	Number of installed	
Objective 4 : Reduce harmful effects on the environment, especially by preserving vegetation and by reducing urban pollution and reducing transport related urban pollution						
Construct the laboratory to control quality of petroleum products and their by products	X	X	X	DGE	Quality control of petroleum products and their by products	
Objective 5: Develop the potential of hydrocarbons in the sedimentary basin						
Dig wells for geological control	X	X	X	DGE	Number of wells dug	
Objective 6 : Improve rural electrification						
Develop rural electrification through a photovoltaic solar system in Benin	X	X	X	ABERME	Number of localities provided with electricity	
Carry out electrification of a pilot locality using agricultural waste material	X	X	X	ABERME	Number of localities provided with electricity	
SET UP a pilot project for production of electric energy using wind energy	X	X	X	ABERME	Number of localities provided with electricity	
Produce and provide electric energy by multifunctional platform			X	ABERME	Number of villages having benefited from the system	
Develop rural electrification by diesel generators			X	ABERME	Number of villages provided with electricity	
Provide electricity for rural areas in Benin by hooking to conventional networks			X	ABERME	Number of villages provided with electricity	
Provide electricity for rural areas in Benin through micro/mini hydroelectric central			X	ABERME	Number of villages provided with electricity	
Objective 7 : Protect the installations at Sèmè and fight against marine pollution by hydrocarbons						

**ENERGY FOR POVERTY
REDUCTION AND
DEVELOPMENT**

Depressurization of tops of wells				X		OBH	Report of mission	
Installations of access to platforms				X		OBH	Number of ladders installed	
Installation of panels to illuminate the platforms				X		OBH	Number of panes installed	
Objective 8 : Expand the rate of access of the urban population, suburban, and rural to modern energy (electricity and bio combustibles as a substitute to firewood)								
Expand works within the framework of the population's access to electricity	X	X	X	X		DGE	Rate of access to electricity	
Manage wisely biomass energy and substitute energy	X	X	X	X		DGE	Rate of increase of modern usage of biomass energy	
Modernization of electric network of Cotonou and its environs						SBEE	Report on feasibility studies	Ch h
Rehabilitation of the thermal plant at Akpakpa						SBEE	Plant rehabilitated	Ch h
Construction of the telecommutes (laying of subs tractions de Akpakpa, Védoko, Gbégamey, Sèmè, Ouando)						SBEE	Provisional report on works	Chinese company
Constructing of a gas turbine						SBEE, CEB	Acceptance of work done	ZFI, Bengaz
Development of hydroelectric power at Adjarala						CEB	Acceptance of work done	Arab, China, BID Funds
Objective 9 : equitably and long-term increase access in rural areas to potable water , in accordance with the strategy for the provision of potable water								
develop new water points				X		DG Eau	New water sites developed	
Carry out rehabilitations and strengthening						DG Eau	Number of old water points rehabilitated	
Replace water points unsuitable for consumption						DG Eau	Number of replacements	
PROVISION OF POTABLE WATER AND MANAGEMENT OF WATER RESOURCES								

Equitably distribute water points						DG Eau	Number of new points in place	
Monitor, organize and manage the works						DG Eau	Number of CGPE monitored	
Adequately cover the need and functioning of services for objective 9						DG Eau	Rate of allocation of functioning of services in relation to allocation calculated	
Objective 10 : Guarantee the availability of water in quality and quantity acceptable to satisfy all uses within the framework of integrated management of water resources								
Produce data on water resources	X	X	X	X	X	DG Eau	Annual Updating of database	
Produce data on the disparity between needs and water resources	X	X	X	X	X	DG Eau	Number of documents produced on water resources and water needs	
Develop a favorable environment for the GIRE	X	X	X	X	X	DG Eau	Structures involved in the GIRE set up	
Put in place an institutional framework for implementation of GIRE processes	X	X	X	X	X	DG Eau	Texts on application of water laws produced	
Develop and put in place tools for management of water resources	X	X	X	X	X	DG Eau	Number of SDAGE produced for the hydrographic basins	
Produce studies and analysis on the sector based use of water	X	X	X	X	X	DG Eau	Number of studies and documents produced on water resources and their use per sector	
Objective 11 : Optimize costs for the state and the population by strengthening the efficiency of various stakeholders								
PROVISION OF POTABLE WATER AND MANAGEMENT OF WATER RESSOURCES								

Reduce the time and costs per objective by the water services, increasingly empower the water services In the programming and monitoring and recentralize the main services of the DG-Eau/MME/E on orientations, supervision and les orientations, arbitration, the production of a system of reference/department	X		X		DG Eau	Cost of investment per person newly served
	X	X	X		DG Eau	Number of AEV managed by private operators under the control of the community
	X	X	X		DG Eau	Number of meetings of the consultation groups of public, private, and community groups
	X	X	X		DG Eau	Annual variation of the budget for technical assistance
	X	X	X		DG Eau	Rate of implementation of the current budget
Objective 12 : Contribute to actions related to the water sector to sectors other than potable water						
THE DG-Eau to carry out actions other than those of the potable water sector, together with the relevant ministries and the MDEF, with the aim of gradually registering them in the concerned B.P	X	X	X		DG Eau	Number of dams, hectares irrigated, km of roads constructed
Monitor the implementation, .k costs, time of internal audits	X	X	X		DG Eau	Rate of implementation of current budget
Objective 13 : Ensure a sustainable operating budget in line with the objectives and responsibilities of the public services within the framework of decentralization						
Adequately cover all the operational needs	X	X	X		DG Eau	Ratio operational budget provided/actual budget
PROVISION OF POTABLE WATER AND MANAGEMENT OF WATER RESSOURCES						

PROGRAM FOR DEVELOPMENT OFF ICE															
Objective 14 : Promote the use of ICT in the area of education															
MEPS international organizations, Microsoft; ACADI; Private sector	Information technology is introduced in teaching programs	DGTIC	X						Gvm-indien PNUD						
										Number of distance learning centers created and operational					
										Number of institutions (primary, secondary, tertiary centers and vocational and technical training schools) provided with internet clubs					
MEPS, MESFP, international organizations	Number of platforms for distance education created and operational in universities	DGTIC	X						MESFP, international organizations						
										Number of distance learning centers created and operational					
										Number of institutions (primary, secondary, tertiary centers and vocational and technical training schools) provided with internet clubs					
MEPS, MESFP, international organizations	Number of platforms for distance education created and operational in universities	DGTIC	X						MESFP, international organizations						
										Number of distance learning centers created and operational					
										Number of institutions (primary, secondary, tertiary centers and vocational and technical training schools) provided with internet clubs					
Objective 15 : Spread the use of ICT in administration both at the central level and at the local level to reduce time for handling of files and use of paper															
PROGRAMME TO DEVELOP ICT	CARRY OUT THE E-Government project	X	Xp						Presidency of the republic						
										DGTIC	X				

Implement the <<Intranet of MCNT and development of special applications >> project	X	X	X	DGTIC	Number of special applications developed; number of structures Number of structures linked to the intranet	
		X	X	DGTIC	Number of ministries provided with intranet network	All ministries
	X	X	X	DGTIC	Number of public information units and community cyber cafes created	The 77 communities
Objective 16 : Reduce the costs of telephone communication in each public administration						
Generalization of the use of ICT in the administration	X	X	X	DGTIC	Number of administrations where ICTs are promoted	
Objective 17 : Promote the use of ICT in the area of information						
Implement a convergence project – voice – data-images			X	DGTIC		ORTB
Objective 18 : Bring the media services close to the population						
Implement the program of support to the modernization and expansion of the national information network; ABP and ONIP	X		X	DGDM		ONIP et ABP
Implement the program to support the modernization and expansion of the public audiovisual service	X	X	X	DGDM		
PROGRAM FOR DEVELOPMENT OF THE MEDIA						

PROGRAM FOR DEVELOPMENT OF MEDIA									
Objective 19 : Promote information to serve the development of the fight against poverty									
Put in place operational tools for programming and monitoring evaluation of the communication sector						DGDM			
Carry out preparatory study and develop the strategy document for the information sector an the press	X	X	X			DGDM		Strategy document developed	
Develop a national of communication for development	X	X	X			DGDM			
Implement a support project to community radio stations	X	X	X			DGDM		Number of community radio stations supported	
Objective 20 : Update the legislative , regulatory and institutional framework to improve the practicing of the media professions									
Project to update and implement the laws pertaining to the practicing of professions of the media in Benin	X				X	DGDM		The laws regulating the practice of media professions updated	
Objective 21 : Ensure an integrated media coverage of the nation									
Broadcast on satellite the radio and TV programs of the l'ORTB	X					ORTB		ORTB programs are put on satellite	DGDM
Accelerate the implementation of radiophone and television coverage of the whole country	X	X			X	ORTB		Rate of coverage of radio and television	DGDM
Objective 22 : Strengthen the capacities of public service press organizations and support the media more									
Replace equipment of the 'ORTB and the l'ONIP	X				X	ORTB			DGDM
Modernize production technologies and transmission of the program "La Nation"	X				X	ORTB			DGDM
Create a professional audiovisual training school	X				X	ORTB			DGDM
Objective 23 : Promote audiovisual production									
Organize competitions for the best media productions	X				X	ORTB			DGDM
Objective 24 : Ensure the rehabilitation and conservation of the documents of the press organizations									

PROGRAM TO DEVELOP POST AND TELECOMMUNICATIONS	Implement a project to renovate and electronic archiving of ONIP historical documents	X			X	ONIP		DGDM
	Implement a project of renovation and electronic archiving of audiovisual documentation of the ORTB	X		X	X	ORTB		DGDM
	Implement a project of <<electronic archiving and management of documentary information at the MCNT>>	X		X	X	ORTB		DGDM
Objective 25 : ENSURE the regulation of the sector								
	Implement the project to support the putting in place of the institutional and legislative of the sector of post and telecommunications							
Objective 26 : ENSURE the correction of the financial situation of the Benin telecom and the post of Benin								
	Implementation of a plan to reorganize the Benin Telecom							
	Implement the Post Cyber project							
	Implement the fiber optics project of Cotonou-Lagos							
Objective 27 : Pursue and strengthen structural reforms								
	Complete reform of the telecommunications sector							
Objective 28 : Improve the quality and continuity of services and bring them close to the population								
	Implement the project of the telephone service project on the Route des Pêches and the free zone area							
	Extend telephone networks of the cities of Cotonou, Porto-Novo, Abomey, Bohicon, Parakou, Natitingou and Lokossa							
	Install telephone CDMA networks							
	Numbering of Parakou-Malanville, Parakou-Porga and Cotonou-Hilacondji links on fiber optics							
	Rehabilitate viable postal agencies							
	Extend rural telephone to all regions of the country							
	Implement the SDH cycle project on fiber optics for Cotonou							

	Implement the extension project for the mobile network Libercom												
	Extend the postal network to all communities												
PRIORITY AREA : HYDRAULIC INFRASTRUCTURE AND SANITATION													
INFRASTRUCTURE AND AGRICULTURAL EQUIPMENT	Objective 1 : Opening up of production areas												
	Maintenance and development of roads								DGR/MAEP	Percentage of implementation	DGDDI		
	Objective 2 : Development of lowlands and irrigated areas												
	Inventory and characterization of low lands				X			X	DGR/MAEP	Developed lowland are classified	CeRPA/MAEP		
	Development of hydro agriculture	X			X			X	DGR/MAEP	At least 8000 hectares developed	CeRPA/MAEP		
INFRASTRUCTURE AND AGRICULTURAL EQUIPMENT	Objective 3 : Management of water for agriculture, pasture and fish farming												
	Water retained for multiple purposes					X		X	DGR/MAEP	12 water containers developed	CeRPA/MAEP		
	Development of fish ponds					X		X	DGR/MAEP	At lease 100 hectares of fish pond developed	CeRPA/MAEP		
	Objective 4 : Improvement of storage, preservation and processing of agricultural products												
	Objective 5 : Development of mechanized agriculture												
	Dissemination of the national strategy document for mechanization of agriculture					X			DGR/MAEP	At least 50% of intervention structures of the agriculture sector and OPA have adopted the national strategy to mechanize agriculture	CeRPA/MAEP		
	Adoption and implementation of the national strategy to mechanize agriculture				X				DGR/MAEP	Operational plan available	CeRPA et DICAF/MAEP		

	Promotion of mechanization of agriculture	X	X	X	DGR/MAEP	At least 20% of agricultural activities are mechanized	CeRPA et DICAF/MAEP
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AXE 3 : BUILDING HUMAN CAPACITY

PROGRAM	MEASURES/ACTIONS	DEADLINE		Responsible Body	Monitoring indicators	Partner institutions
		2007	2008			
PRIORITY AREA: PROMOTION OF DEVELOPMENT EDUCATION						
Objective 1 : Ensure access to education for all preschool-age children						
PRE-SCHOOL EDUCATION PROGRAM	Sensitize communities, local elected officials and media actors on issues related to raising the awareness of children			MEPS	Gross pre-school enrolment rate	NGOs and other entities
	Acquisition of furniture for preschools			MEPS		DEP, APE, NGO
	Objective 2 : Strengthen the preschool education supply					
	Organization of professional training in the workplace for preschool educators (public, private, community)			MEPS	Training organization mechanism strengthened	DEP, NGO
	Organization of retraining for preschool educators (public, private, community)					
Conception of material adapted to the preschool awareness-raising program						
Objective 3 : Ensure availability of teachers in classrooms						
PRIMARY SCHOOL EDUCATION PROGRAM	Pursue school canteen program and envisage its extension to other schools in rural areas with low enrolment rates			MEPS	100% of education input acquired are available on time in the institutions and are used by teachers	APE, NGO, MDEF
	Gradually ensure continuity in education all schools (100 classrooms planned for 2007)				Number of classrooms built	
	Pursue initial training of teachers in the three Teachers' Training Colleges (<i>Ecoles Normales d'Instituteurs</i> (ENI))					
	Special training for community teachers launched in 2006 thanks to debt relief resources					

<p style="text-align: center;">TECHNICAL EDUCATION AND VOCATIONAL TRAINING</p>						
<p style="text-align: center;">PRIORITY AREA: STRENGTHENING VOCATIONAL TRAINING</p>						
<p style="text-align: center;">Objective 1: Adaptation of education to labor market needs</p>						
Diversify short-term training offers for sensitive and poor social groups			DRH, DPP, DET	Number of new specialties created and expansion of sectors created		
Employment-market led demand						
Strengthen the orientation and information system for the young at 'EFTP						
Deployment of training offers by establishments to take into account employment opportunities in the departments						
<p style="text-align: center;">Objective 2 : Improve quality and equity</p>						
Improvement of internal efficiency of the system			cabinet, DET	Success rate in the new modes of training		MESFP and other
Structuring and standardization of the professional training						
Improvement in pedagogical support						
Identification and implementation of new modes of training						
Revision and implementation of new programs						
Improvement in the quality of EFTP supply						
Promotion of the enrolment of girls in the 'EFTP				Number of incentive measures		
<p style="text-align: center;">Objective 3: Improve management and leadership</p>						
Structuring and standardization of continuing professional training and learning			Cabinet, DET	Number of management support and organs put in place and operationalized		MESFP and other partners
Establishment of institutions' framework for concerted action						
Establishment of an information and monitoring system for those trained						
Establishment of an engineering and decision support system						

Objective 4 : Improve the internal efficiency of the system						
TECHNICAL EDUCATION AND VOCATIONAL TRAINING	Establishment of EF'FP public and private institutions' framework for concerted action		MESFP	Repeater and admission rates	MESFP and other partners	
	Establishment of a system to monitor those trained					
	Improvement of educational support					
	Improve the quality of training offered					
	Revision and implementation of new programs					
Objective 5 : Redistribute and refocus professional schools according to the comparative advantages of regions						
Objective 6 : Establish a training plan in line with the employers and the <i>Chambre de Commerce et d'Industrie du Bénin</i>						
HIGHER EDUCATION LITERACY AND ADULT EDUCATION	Definition of training priorities in relation to priority needs and to the focus of the government		MESFP	Availability of partnership mechanism	CCIB , DPP, and other units	
	Objective 7 : Improve higher education management and leadership					
	Establishment of operational planning and of transparent management procedures		Local education offices	Number of operational measures introduced	Cabinet DPP, DGES	
	Control of the number of public higher and promotion of private education					
	Privatize management of university works					
Objective 8 : Improve quality and equity						
Development of academic and educational training of teacher researchers			Local education offices	Rate of success in examinations	DGES, Cabinet, DPP and other partners	
Improvement of academic facilities in universities						
Improvement of internal efficiency of training and research institutions in universities						
Promotion of new technologies and support for innovations						

Development of professional sectors													
Rational distribution of resources among entities, according priority to professional sectors													
Improvement of financial management of university entities													
Development of training offers for sensitive and poor social groups (gender and persons with specific needs)													
Objective 9 : Promotion of scientific and technological research focused on sustainable development													
Support for research units that develop research programs on development								CBRST			Number of applied research publications	DGES, Local education offices, DPP, Cabinet and other partners	
Encouragement for the creation of networks of researchers and for availability of information													
Objective 10 : Re-orientation of higher education towards development needs of the country with regard to the requirements for regional integration and globalization, in a university-environment approach													
Establishment of a framework for concerted action between companies and higher education institutions								DGES				Cabinet, DPP, DGES, CCIB	
Establishment of an information and orientation mechanism													
Objective 10 : Granting of scholarships to young girls and facilitation of girls' access to university residences													
Implementation of a policy to promote girls' access to professional sectors								Local education offices			Number of young girls who are beneficiaries	DPP, and other entities	
Objective 11 : Generalization of literacy (reduction of illiteracy rate to 50% by focusing on the illiteracy of women													
Definition of a new approach to literacy and to adult education (preparation and implementation of the do-do strategy)											Level of achievement		
Strengthen capacity to support reading, literacy and adult education											Number of agents trained		
Pursuit of construction and of equipment of Literacy Centers (construct the 55 remaining centers)											Rate of achievement		
Creation of literacy centers in primary schools											Number of centers created in schools		
Objective 12 : Develop national languages													
Study on the implementation of six national languages chosen for education programs								MCJSL/ DGAEA			Number of languages chosen implemented		

LITERACY AND ADULT EDUCATION		Promotion of the public reading of the national languages chosen							Number of campaigns organized		
LITERACY AND ADULT EDUCATION		Implementation of an editorial policy for the national languages									
LITERACY AND ADULT EDUCATION		Support for insertion of national languages in newspapers of general circulation							Number of newspapers		
LITERACY AND ADULT EDUCATION		Organization of competition on proficiency in national languages chosen (reading and writing)							Number of competitions organized	MEPS, MESFP	
LITERACY AND ADULT EDUCATION		Support for printing of books in national languages							Number of books in national languages whose printing is sustained		
Objective 13 : Promote employment											
PROMOTION OF EMPLOYMENT		Institutional support for the National Employment Agency (<i>Agence Nationale Pour l'Emploi</i>)	X	X	X	MDCMFPPM E				MDEF	
		Support for Employment Program Coordination	X	X	X	MDCMFPPM E				MDEF	
		Construction of ANPE head office	X			MDCMFPPM E				MEPN, MDEF	
		Building capacity of structures responsible for employment (equipment, training)	X	X	X	MDCMFPPM E				MDEF	
		Control and management of information on the training and labor market	X	X	X	MDCMFPPM E				MDEF	
		Incentive for self promotion of graduates from different institutes, schools, and faculties	X	X	X	MDCMFPPM E				MDEF	
		Institution of prizes for promoters of enterprises	X	X	X	MDCMFPPM E				MDEF	
		Implementation of incentives for enterprises to hire young graduates (reduction of tax burden, special conditions for access to public contracts, etc.)	X	X	X	MDCMFPPM E				MDEF	
		Revitalization of the National Employment Agency to better monitor the labor market	X	X	X	MDCMFPPM E				MDEF	
		Establishment of a decentralized partnership for employment (PaDE)	X	X	X	MDCMFPPM E				MDEF	
		Support for independent employment (AIE)	X	X	X	MDCMFPPM E				MDEF	
		<i>Aide à l'Insertion et au Développement de l'Embauche (AIDE)</i>	X	X	X	MDCMFPPM E				MDEF	

Support to build capacity of job seekers (ARCDE)	X	X	X	X	MDCMFPPM E	MDEF
PRIORITY AREA: IMPROVEMENT OF ACCESSIBILITY AND OF QUALITY OF HEALTH AND NUTRITION SERVICES						
Objective 1 : Ensure the availability 24 hours a day optimal high impact obstetric and neonatal intervention package in the 7 existing national and departmental hospitals, and in all health centers in the 15 health areas						
Train 100% of maternity medical care providers in family planning	X	X	X	DSF	Infant juvenile mortality rate	UNFPA, USAID, GAVI, WHO,
Train 100% of maternity medical care providers in PHPP/GATPA	X	X	X	DSF	Maternal mortality rate for 100 000 live births	UNFPA, USAID, GAVI, WHO,
Train 100% of maternity medical care providers in enhanced CPN	X	X	X	DSF	Rate of prenatal consultations	UNFPA, USAID, GAVI, WHO,
Train 100% of maternity medical care providers in SOUB (suction cup, AMIOU, life-saving actions)	X	X	X	DSF	Rate of births attended by a medical and/or paramedical worker	UNFPA, USAID, GAVI, WHO,
Train 100% of maternity medical care providers in systematic examinations, the usual care, and reanimation of new-borns in delivery rooms	X	X	X	DSF	Rate of vaccination coverage	UNFPA, USAID, GAVI, WHO,
Train 100% of maternity medical care providers in PTME care	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Provide each area hospital with two gynecologists, one surgeon, one pediatrician, two anesthetists, two operating room nurses and ten mid-wives (system of 8 hours and one in charge)	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Provide central maternities with 4 SFE and one TAS and district maternities with 2 SFE or 1 SFE and 1 IDE or 1 SFE and 1 IB	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Operationalize the blood transfusion center in the hospital area	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,

IMPROVE MATERNAL HEALTH AND REDUCE CHILD MORTALITY

IMPROVE MATERNAL HEALTH AND REDUCE CHILD MORTALITY									
Organize blood donor clinics once a month in the health area	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Have permanently available 200 cesarean kits in all health centers in the zone	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Build the distribution facility in the health area	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Operationalize the medication distribution facilities in the health areas	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Objective 2: Make geographically and financially accessible, the optimal high impact obstetric and neonatal intervention package in the 7 existing national and departmental hospitals, and in all health centers in the 15 health areas.									
Acquire an equipped ambulance for the area hospital in each municipality	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Install in all the FS (public and private) the RAC for all health areas	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Ensure proper documentation of all referrals and cross-referrals of obstetrical and neonatal emergencies in the health areas	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Ensure free transportation for all obstetrical and neonatal referrals in all health areas	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Train staff on the use and maintenance of the RAC	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Put in place a curative maintenance system for RACs and ambulances	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Institute a flat rate for the PEC of obstetrical and neonatal emergencies	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Set up a mini insurance health system	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Organize motor taxis and management of car parks in the area for referrals of obstetrical and neonatal emergencies	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Lobby mayors in the CA to support free referrals in the Area	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,

Objective 3 : Improve the quality of obstetrical and neonatal services in the existing 7 national and departmental hospitals, and in all the health centers in the 15 health zones									
Train staff responsible for emergencies	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Set up a quality assurance system in area hospitals and in health centers	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Develop audit activities for “near miss” cases and maternal deaths in all health areas	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Supervise maternity medical care providers trained in SOUB and SOUC	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Disseminate the document on SONU standards in all health areas	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Train maternity medical care providers on professional ethics and the rights of the patient	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Elect and compensate on a half-yearly basis, the best FS and the best staff involved in the RMMN	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Organize, on a quarterly basis, the validation of referral and cross-referral data between HZ and peripheral structures	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Develop the collaborative approach in SOE quality assurance in all maternities in the area	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Organize for the benefit of maternity medical care providers quarterly lecture-forums and exchanges on the SONE/SONU	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Request that maternity midwives prepare project specifications on the RMMN	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Lobby the MPH and local authorities to increase the wage pattern of health staff	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,
Once a year, organize a social mobilization week on the RMMN	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,

IMPROVE MATERNAL HEALTH AND REDUCE CHILD MORTALITY	Conduct a study on the quality of SOUN and SOUC in the HZ and the FS of the area	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Organize once a month, refocused CPN sessions and PF in advanced strategies in the municipalities located more than 5 km from the CS	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Lobby the DDSP to construct the five remaining CS at the district level	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Put in place a pricing system that is accessible to the populations	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Set up a maternal death reduction support group in each district	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Organize monthly sessions on danger signs with the maternal death reduction support group in each district	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Train four RCs per district on danger signs during pregnancy, delivery and post-partum	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Organize interactive monthly radio programs related to CPN, delivery, and the use of services	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Lobby mayors and CA to support free referrals in the area	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
	Strengthen the actions of NGOs and women's groups in the RMMN	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Objective 4 : Improve the rate of births assisted by qualified personnel in the existing 7 national and departmental hospitals, and in all health centers							

IMPROVE MATERNAL HEALTH AND REDUCE CHILD MORTALITY							
Activity	X	X	X	X	DSF	Rate of births assisted by medical and /or paramedical personnel	UNFPA, USAID, GAVI, WHO,
Equip the central maternities in the 4 SFEs and one IAS and the district maternities with 2 SFEs or 1 SFE and 1 IDE or 1SFE and 1 IB	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Lobby the DDSF to pass a decree prohibiting delivery by health care aides	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Lobby the DDSF to apply the law on private practice	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Organize once a month, lecture-forums in each district on the consequences of at-home delivery	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Lobby mayors to pass a municipal law that will facilitate the issuance of birth certificates for children delivered in maternities	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Objective 5 : Strengthen the capacity of individual, families, and the community to improve the health of mothers and of newborns							
Identify six community-based service agents (ASBC) per district for the RMMN	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Train the ASBC in the recognition of signs of danger during pregnancy, delivery and post partum	X	X	X	X	DSF	Level of knowledge, aptitude and practices of individuals in favor of improving the health of mothers and newborns	UNFPA, USAID, GAVI, WHO,
Every two weeks, organize sensitization campaigns for pregnant women and mothers with children aged 0 to 5 years	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Organize once a month, radio programs aimed at pregnant women and mothers with children aged 0 to 5 on signs of danger during pregnancy, delivery and post- partum among children	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,
Conduct a study on the contribution of communities in the RMMN	X	X	X	X	DSF		UNFPA, USAID, GAVI, WHO,

Objective 6 : strengthen partnership with the private sector to ensure the availability, accessibility, and quality of the optimum package of high-impact obstetrical and neonatal interventions									
IMPROVE MATERNAL HEALTH AND REDUCE CHILD MORTALITY	Train 100% of maternity medical care providers in private facilities in family planning	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Train 100% of maternity medical care providers in private facilities in PHPP/GATPA	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Train 100% of maternity medical care providers in private facilities in enhanced CPN	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Train 100% of maternity medical care providers in private facilities in SOUB (suction cup, AMIOU, life saving actions)	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Train 100% of maternity medical care providers in private facilities in systematic examinations, the usual care, and reanimation of new-borns in delivery rooms	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Train 100% of maternity medical care providers in private facilities PTME care	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Supervise midwives in private maternities on a quarterly basis	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Train private sector actors in the use of SNIGS data medium	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Make SNIG data medium available to private structures	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
	Once a month, organize with private sector actors advanced strategy CPNs	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,
Introduce a monthly data collection mechanism for private entities	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,	
Collect data monthly from private entities	X	X	X	X	DSF			UNFPA, USAID, GAVI, WHO,	

IMPROVE MATERNAL HEALTH AND REDUCE CHILD MORTALITY											
	Raise the awareness of the private sector on the legislation governing private practice	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Organize on a quarterly basis consultation meetings with the private sector	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Involve managers of private sector maternities to Near Miss and maternal death audit activities	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Organize the administration of two doses of vitamin A, coupled with disinfections	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Acquire medication for disinfection 2 times per year for children aged 9 to 59 months	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Revive activities related to exclusive breast feeding, and the PMA/nut for support groups	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Sign a partnership with national and community radio stations to promote nutrition activities	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Train 50 service providers on PMA/nut	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Support the monitoring of nutrition and PCIME community activities	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Train 10 mediators and 1 PLW/HIV associations on providing nutritional support for PLW/HIV	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Lobby traditional therapists to secure their participation in the implementation of the PMA/nut	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Acquire iron, Spirulina, and other products	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Celebrate World Breastfeeding Week	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	
	Establish the <i>Foyer d'Apprentissage et du Renforcement Nutritionnel des Gestantes</i>	X	X	X	X	DSF				UNFPA, USAID, GAVI, WHO,	

		SECURISATION DES PRODUITS PHARMACEUTIQUES ET DES CONSOMMABLES MEDICAUX					
Organize a national forum on improving the quality of care in health centers	X					DEDTS,DPM	
Implement the recommendations made by the national forum on the improvement of care in health centers	X	X	X			DEDTS,DPM	
Organize information and sensitization sessions and for the population on the need to visit health centers	X	X	X			DEDTS,DPM	
Provide all transfusion institutions with reagents and consumables	X	X	X			DEDTS,DPM	
Equip three (03) departmental blood transfusion services (SDTS) with material for fractionating whole blood into blood products	X					DEDTS,DPM	
Acquire six(06) blood collection supervision vehicles for the National Blood Transfusion Service (SNTS) and four Departmental Blood Transfusion Services (SDTS)		X				DEDTS,DPM	
Ensure the management and upkeep of equipment						DEDTS,DPM	
Advertise to promote blood donation						DEDTS,DPM	
Each year, decorate the best blood donors in all departments						DEDTS,DPM	
Provide annual support to the National Association of Voluntary Blood Donors (<i>Association Nationale des Donneurs Bénévoles de Sang</i>)						DEDTS,DPM	
Each year, organize the National Blood Transfusion session						DEDTS,DPM	
Acquire four (04) generators for all Blood Transfusion Departmental Services (SDTS)						DEDTS,DPM	

		Construct an appropriate incinerator in each SDTS					DEDTS,DPM		
Objective 8 : HIV/AIDS Prevention									
PREVENTION OF HIV/AIDS		Promote the fight against HIV/AIDS among partners	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
		Ensure supervision of activities at operational level	X	X	X	X	DNPS	Prevalence of HIV/AIDS among pregnant women during prenatal visits to health centers	WHO,IDA, GLOBAL FUND
		Ensure maintenance of medico-technical and computer equipment	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
		Ensure the training of NGO animators in the 12 departments in the country in communications and drafting of projects	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
		Ensure the training of NGO animators in the 12 departments in the country on the community taking care of PLWHIV	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
		Update the directory of NGOs that are partners of PNLS	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
		Organize the World Day Against AIDS at the national level	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
		Organize the World Day Against AIDS at the departmental level	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
		Update PNLS monitoring/evaluation supports	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
		Supervise program operational activities	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
PREVENTION OF HIV/AIDS									

Prepare and increase IEC support for the assumption of responsibility for STD, PLWHIV, and PTME	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
Organize mass campaigns during the Novitcha festivals	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
Organize mass campaigns during the Agani festivals	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
Organize mass campaigns during the Vodoun festivals	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
Organize prevention activities within each department	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
Complete construction of CIPEC Ouémé	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
Build the CIPEC Atlantique	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
Create departmental eligibility committees	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND
Organize half-yearly collection and assessment of PNLIS indicators	X	X	X	X	DNPS		WHO,IDA, GLOBAL FUND

PREVENTION OF HIV/AIDS	Organize the national workshop on accidents related to exposure to blood	X	X	X	DNPS	WHO,IDA, GLOBAL FUND
	Organize quality assurance of HIV laboratories	X	X	X	DNPS	WHO,IDA, GLOBAL FUND
	Train and retrain lab technicians	X	X	X	DNPS	WHO,IDA, GLOBAL FUND
	Ensure responsibility for epidemiological surveillance teams at the central level	X	X	X	DNPS	WHO,IDA, GLOBAL FUND
	Ensure responsibility for epidemiological surveillance teams	X	X	X	DNPS	WHO,IDA, GLOBAL FUND
	Acquire data support in the context of epidemiological surveillance teams	X	X	X	DNPS	WHO,IDA, GLOBAL FUND
COMBAT MALARIA AND ENDEMIC DISEASES	Objective 9 : Correct and early detection of cases of malaria					
	<i>Acquisition of CTAs, TDRs, microscopes, lab reagents, EBP kits of serious cases, etc.</i>					
	PNLS,DNPS					
	Acquire Coartem blister packs	X	X	X	PNLS,DNPS	
	Acquire artesunate amodiaquin blister packs	X	X	X	PNLS,DNPS	
	Acquire laboratory reagents and consumables	X	X	X	PNLS,DNPS	
	Acquire "CX41" microscopes	X	X	X	PNLS,DNPS	
	Acquire Rapid Diagnosis Tests (TDR)	X	X	X	PNLS,DNPS	
	Acquire EBP kits of serious cases among children under age 5	X	X	X	PNLS,DNPS	
	Formations, orientations, ateliers, consultants, etc.					
Train and retrain 140 laboratory technicians on microscopic diagnosis of malaria and the use of TDRs	X	X	X	PNLS,DNPS		

COMBAT MALARIA AND ENDEMIC DISEASES	Train and retrain 90 laboratory technicians from referral centers (CHD/CNHU) on the microscopic diagnosis of malaria and the use of TDRs	X	X	X	X	PNLS,DNPS			
	Train/ re-orient community-based staff (teachers, community liaison) on the new policy for the prevention and assumption of responsibility for malaria and especially the sensitization of mothers to the use of MILD	X	X	X	X	PNLS,DNPS			
	Train 275 health officers (doctors, nurses and midwives) on EBP in referral hospitals	X	X	X	X	PNLS,DNPS			
	Train 430 doctors in health areas on the new anti-malaria policy	X	X	X	X	PNLS,DNPS			
	Train 2363 nurses/MW on the new anti-malaria policy	X	X	X	X	PNLS,DNPS			
	Train 1761 non-qualified health officials on the new anti-malaria policy	X	X	X	X	PNLS,DNPS			
	Organize orientation session for private entities on the fight against malaria	X	X	X	X	PNLS,DNPS			
	Inform teachers of FSS and professional schools on the new anti-malaria policy in view of its introduction in the curriculum of health officials (3) prepare orientation seminars 2-3-4) Organize seminars	X	X	X	X	PNLS,DNPS			
	Prepare the training curriculum and integration of the new policy by two technical working groups	X	X	X	X	PNLS,DNPS			
	Validation in two days of the training curriculum by Ministry of Health and Ministry of Education authorities	X	X	X	X	PNLS,DNPS			
	Organize a workshop for the preparation and validation of a plan to establish ACTs at the community level	X	X	X	X	PNLS,DNPS			
	Conduct a study on the proportion of positive <i>parasitemie</i> in children above 5 that present a fever in the health centers and among the under 5 in sentinel sites	X	X	X	X	PNLS,DNPS			
	Supervise community activities to raise awareness about and distribute CTAs	X	X	X	X	PNLS,DNPS			
	Ensure the integrated supervision of anti-malaria activities at the departmental level	X	X	X	X	PNLS,DNPS			

COMBAT MALARIA AND ENDEMIC DISEASES						
Objective 10 : Prevention of malaria among pregnant women and children under 5						
<i>Acquisition of MIILDs, S-P, etc.</i>						
Ensure the integrated supervision of anti-malaria activities at the level of health areas	X	X	X	X	PNLS,DNPS	
Ensure the integrated supervision of anti-malaria activities at the level of health centers	X	X	X	X	PNLS,DNPS	
Objective 10 : Prevention of malaria among pregnant women and children under 5						
<i>Acquisition of MIILDs, S-P, etc.</i>						
Acquire 2 000 000 long-lasting MIILD treated mosquito nets for the national campaign of free distribution to children under 5	X	X	X	X	PNLS,DNPS	
Acquire long-lasting MIILD treated mosquito nets for pregnant women for distribution through CPN services	X	X	X	X	PNLS,DNPS	
Acquire long-lasting treated mosquito nets for fully vaccinated children	X	X	X	X	PNLS,DNPS	
Acquire SP	X	X	X	X	PNLS,DNPS	
Training, orientation, workshops, consultants, etc.	X	X	X	X	PNLS,DNPS	
Raise the awareness of senior staff about the MIILD distribution campaign	X	X	X	X	PNLS,DNPS	
Acquire permanent markers	X	X	X	X	PNLS,DNPS	
Planning/Training	X	X	X	X	PNLS,DNPS	
Logistics	X	X	X	X	PNLS,DNPS	
Coordination/Supervision	X	X	X	X	PNLS,DNPS	
Monitoring/Evaluation	X	X	X	X	PNLS,DNPS	
Assumption of responsibility for support staff	X	X	X	X	PNLS,DNPS	
Support thematic contractualization with local radio stations to disseminate messages about the care and prevention of malaria health areas	X	X	X	X	PNLS,DNPS	
Produce boxes and posters on the care of ACT, the use of MIILD and TPI	X	X	X	X	PNLS,DNPS	
Motivate community liaison agents	X	X	X	X	PNLS,DNPS	
Contractualization with NGOs or women's groups to raise awareness at the grassroots level on the effective use of MIILD, environmental sanitation, and monitoring of community liaisons	X	X	X	X	PNLS,DNPS	
Organize the Africa Malaria Day	X	X	X	X	PNLS,DNPS	
Monitoring and evaluation, epidemiological surveillance and operational research on the prevention of malaria					PNLS,DNPS	
Training, workshops, consultants, etc.					PNLS,DNPS	
Test the effectiveness of MIILDs and insecticides	X	X	X	X	PNLS,DNPS	

		SIG-L		SIG-L or		PNLS, DNPS	
		Yes	No	Yes	No	Yes	No
COMBAT MALARIA AND ENDEMIC DISEASES	Organize a consultation meeting on SE/Malaria indicators, the frequency of reports etc. (indicators, logistics, quality of services, etc.)	X		X		X	PNLS, DNPS
	Prepare the national monitoring and evaluation plan	X		X		X	PNLS, DNPS
	For the collection of information on the process indicators	X		X		X	PNLS, DNPS
	Prepare a background study for data collection	X		X		X	PNLS, DNPS
	Pre-test and finalize routine data collection tools for monitoring and evaluation	X		X		X	PNLS, DNPS
	Set up mapped data bases at the departmental and health area levels	X		X		X	PNLS, DNPS
	For the collection of data on results indicators (i.e. household surveys) through the LQAS methodology	X		X		X	PNLS, DNPS
	Develop a detailed implementation plan for household surveys (LQAS) and prepare data collection tools at the household level	X		X		X	PNLS, DNPS
	Organize with the SE facilitator group a consultation meeting on household survey tools (LQAS)	X		X		X	PNLS, DNPS
	Implement the detailed plan and pretest the household survey tools(LQAS)	X		X		X	PNLS, DNPS
	Train the survey team and collect data from households	X		X		X	PNLS, DNPS
	Analyze data, prepare the report and organize the dissemination workshop	X		X		X	PNLS, DNPS
	For the management/logistics (of MIILDs/medication) (SIG-L or "LMS") information system						
Develop the sampling plan and the tools for the SIG-L survey	X		X		X	PNLS, DNPS	
Train the (SIG-L) survey team	X		X		X	PNLS, DNPS	
Assess the SIG-L in the Mono and Couffo departments	X		X		X	PNLS, DNPS	
Produce the interim report on the SIG-L	X		X		X	PNLS, DNPS	
Make the improvements to the SIG-L system	X		X		X	PNLS, DNPS	
Evaluate the SIG-L in all departments in Benin	X		X		X	PNLS, DNPS	
Produce a report on the SIG-L	X		X		X	PNLS, DNPS	
Make the improvements to the SIG-L system	X		X		X	PNLS, DNPS	
With respect to surveys on the quality of service delivery (at the level of health centers and of community-based distributors (DBC))							

Develop the sampling plan and the tools for the survey on quality of FS/DBC services	X	X	X	X	PNLS,DNPS		
Train the survey team (for the FS/DBC survey)	X	X	X	X	PNLS,DNPS		
Evaluate service delivery at the level of FS in the Mono and Couffo departments	X	X	X	X	PNLS,DNPS		
Produce the interim report on the quality of services (FS)	X	X	X	X	PNLS,DNPS		
Make improvements to the FS service system	X	X	X	X	PNLS,DNPS		
Evaluate service delivery at the level of GS in all departments (and, in 2008-2010, at the level of DBCs)	X	X	X	X	PNLS,DNPS		
Produce a report on the quality of FS services	X	X	X	X	PNLS,DNPS		
Make improvements to FS services	X	X	X	X	PNLS,DNPS		
To evaluate the implementation of the mass distribution campaign of MILD to children <5 (to identify gaps in coverage) and the SIG-L system of the campaign							
Prepare the SE plan of the MILD distribution campaign	X	X	X	X	PNLS,DNPS		
Form SE teams for the mosquito net distribution campaign using the IQAS methodology	X	X	X	X	PNLS,DNPS		
Conduct the survey on the gap in coverage during the campaign	X	X	X	X	PNLS,DNPS		
Prepare a detailed plan for data collection, calculation of results indicators and their analysis	X	X	X	X	PNLS,DNPS		
With respect to other SE activities							
Conduct studies on the therapeutic effectiveness of anti-malarial medication	X	X	X	X	PNLS,DNPS		
Conduct studies on vector resistance to insecticides	X	X	X	X	PNLS,DNPS		

Set up a pharmacovigilance system	X	X	X	X	PNLS, DNPS		
Conduct a qualitative study on equity and on the effect of the use of MIHD for children and pregnant women on the request for anti-malarial care	X	X	X	X	PNLS, DNPS		
Conduct a study on the economic and social costs of malaria	X	X	X	X	PNLS, DNPS		
Increase routine collection tools	X	X	X	X	PNLS, DNPS		
Ensure the smooth operation of SE routine data collection	X	X	X	X	PNLS, DNPS		
Strengthen epidemiological surveillance sentinel sites	X	X	X	X	PNLS, DNPS		
Implement the MIILD SE (SIG-L) and CTA plans	X	X	X	X	PNLS, DNPS		
Organize quarterly SE meetings	X	X	X	X	PNLS, DNPS		
Assess the CTA pharmacovigilance system	X	X	X	X	PNLS, DNPS		
Organize science days on malaria every two years	X	X	X	X	PNLS, DNPS		
Objective 11 : Strengthen the management capacity of the PNLP and of the health system							
<i>Works and acquisition of equipment, vehicles, motorcycles, etc.</i>							
Organize expansion works/store walkways (CAME) and various small rehabilitation/fit-up jobs					PNLS, DNPS		

DEVELOPMENT OF HEALTH INFRASTRUCTURES	Secure and maintain rolling stock and computer equipment	X	X	X	PNLS, DNPS			
	Organize launching of project	X	X	X	PNLS, DNPS			
	Implement the pest and pesticide management plan	X	X	X	PNLS, DNPS			
	Objective 12 : Develop regional referral health services							
	Construct and equip two (2) CHUs (Parakou et Cotonou)	2,000	10,000	48,000	DIEM, CPM			
	Objective 13 : Construct and equip health centers							
	Equip hospitals with critical materials and equipment	X	X	X	DIEM, CPM			
	Acquire medical and technical materials and equipment for 12 health centers to be built each year in border/landlocked areas at the rate of one (1) per department	X	X	X	DIEM, CPM			
	Construct and equip one (1) referral laboratory in Cotonou	X	X	X	DIEM, CPM			
	Complete the construction and equipment of the Donga CHD	X	X	X	DIEM, CPM			
DEVELOPMENT OF HEALTH INFRASTRUCTURES	Construct and equip a national blood transfusion center in Cotonou and rehabilitate the other departmental blood transfusion centers	X	X	X	DIEM, CPM			
	Rehabilitate the existing five CHDs	X	X	X	DIEM, CPM			
	Build and equip six (6) DDS	X	X	X	DIEM, CPM			
	Rehabilitate 15 area hospitals	X	X	X	DIEM, CPM			
	Build and equip nine (09) area hospitals	X	X	X	DIEM, CPM			

Build and equip 15 area offices	X	X	X	DIEM,CPM		
Build and equip an oncology research center	X	X	X	DIEM,CPM		
Equip private clinics with materials and equipment	X			DIEM,CPM		
Enclose in solid materials, the nurseries in the botanical gardens	X	X		DIEM,CPM		
Fit up four (4) research sites to identify and validate effective traditional treatments	X	X		DIEM,CPM		
Construct 20 distribution depots in area hospitals that do not have them	X	X	X	DIEM,CPM		
Acquire one (1) magnetic resonance imaging (MRI) for the CNHU in Cotonou	X	X	X	DIEM,CPM		
Acquire one (1) scanner for the Parakou university hospital	X	X	X	DIEM,CPM		
Renew the radiology material in university hospitals, the CHD, and area hospitals	X	X	X	DIEM,CPM		
Acquire 41 SAMU specialized ambulances, of which four (4) for the central level, twelve (12) for the intermediary level and twenty (25) for area hospitals	X	X	X	DIEM,CPM		
Acquire 77 SAMU ambulances for community health centers	X	X	X	DIEM,CPM		
Acquire 51 pick-up trucks, of which five (5) for the central level, twelve (12) for the intermediary level and 34 for health areas	X	X	X	DIEM,CPM		
Install the aerial communications network in all health centers that do not yet have them	X	X	X	DIEM,CPM		

DEVELOPMENT OF HEALTH INFRASTRUCTURES	Rehabilitate existing and defective aerial communications networks	X	X		DIEM,CPM		
	Link the SAMU to the independent communications system covering the entire national territory	X	X		DIEM,CPM		
	Equip the lacustrine health centers with motorized barks	X	X	X	DIEM,CPM		
	Acquire two (02) supervision vehicles for the national laboratory	X	X		DIEM,CPM		
	Acquire 12 utility vehicles, of which six (6) for the central level and six (6) for the intermediary level	X	X	X	DIEM,CPM		
	Acquire 46 supervision vehicles, of which six (6) for the central level, six (6) for the intermediary level and thirty four (34) for health areas	X	X	X	DIEM,CPM		
	Acquire 77 double cabin vehicles for community health centers	X	X	X	DIEM,CPM		
	Acquire 754 motorcycles, of which 154 for community health centers (77 for government midwives, 77 for nurses) and 600 for district health centers	X	X	X	DIEM,CPM		
	Acquire additional medical and technical equipment for health centers	X		X	DIEM,CPM		
	Acquire medical and technical equipment for health centers being completed	X		X	DIEM,CPM		
	Upgrade the equipment of auxiliary services (laundry, mortuary, kitchen)	X		X	DIEM,CPM		
	Upgrade the computer population (500 units)	X	X	X	DIEM,CPM		

Strengthen the technical support (laboratories, operating area, reanimation, traumatology, neonatology, pediatrics, maternity and surgical services, etc.) center at the central and departmental levels	X		X	DIEM,CPM		
Strengthen the technical support (laboratories, operating and reanimation areas, etc.) center in area hospitals	X		X	DIEM,CPM		
Equip the hospital centers, area hospitals, community health centers and district health centers	X		X	DIEM,CPM		
Computerize all CNHU, the other CHUs, CHDs, HZs, DDSs and BZSs	X	X	X	DIEM,CPM		
Create and equip maintenance services at the level of DDSs and of hospital centers	X	X	X	DIEM,CPM		
Train specialized staff (maintenance engineers and senior technicians) to strengthen the maintenance services	X	X	X	DIEM,CPM		
Acquire 5 workshop vehicles, of which two (2) for the central level and three (3) for the intermediary level	X	X	X	DIEM,CPM		
Objective 14 : Improve Nutrition						
NUTRITION IMPROVEMENT PROGRAM	X	X	X	DSF		
Organize the administration of two doses of vitamin A, coupled with disinfections	X	X	X	DSF		

Acquire medication for disinfections twice a year for children aged 9 to 59 months	X	X	X	DSF		
Resume activities that promote exclusive breastfeeding and the PMA/nut at the level of support groups	X	X	X	DSF		
Sign a partnership with national and community radio stations to promote nutrition activities	X	X	X	DSF		
Train 50 service providers on PMA/nut	X	X	X	DSF		
Support the monitoring of nutrition and PCIME community activities	X	X	X	DSF		
Train 10 mediators and 2 PLWHIV associations on providing nutritional support for PLWHIV	X	X	X	DSF		
Lobby traditional therapists to secure their participation in the implementation of the PMA/nut	X	X	X	DSF		
Acquire iron, Spirulina, and other products	X	X	X	DSF		
Celebrate World Breastfeeding Week	X	X	X	DSF		
Establish the <i>Foyer d'Apprentissage et du Renforcement Nutritionnel des Gestantes</i>	X	X	X	DSF		
Objective 15 : Support school sports and sports for youths						

PROMOTION DES ACTIVITES SPORTIVES ET LUDIQUES		Objective 16 : Develop healthy traditional recreation activities					
Organization of the estates general of sports					MCJSL/DGS		
Development of sports medical centers						Level of achievement	MS
Support for schools and preparation centers for sports elites						Number of schools supported	ME/PS
Objective 16 : Develop healthy traditional recreation activities							
Survey and codification of traditional recreation activities					MCJSL/DGL	Number of traditional recreation activities identified and codified	
Preparation of guides for healthy traditional games						Number of guides prepared	
Preparation of electronic elements for the traditional games identified (CD video)						Number of electronic elements on traditional games prepared	
Implementation of traditional recreation activities in school environments						Number of recreation activities implemented in school environments	
Preparation of a software program for traditional games						Number of software prepared for traditional games	
Rehabilitation of the <i>Hall des Arts</i>						Rate of physical achievement	
Development of a development framework for young girls based on Beninese cultural values (amazon, majorettes, voluntary)						Level of achievement	

	Support for the organization of recreation activities in ministries						Number of ministries supported in the organization of recreation activities	All ministries
	Support for the organization of recreation activities for senior citizens						Number of recreation activities organized for senior citizens	
PRIORITY AREA: STRENGTHENING SOCIAL SECURITY								
Objective 1 : Promotion of the family								
PROMOTION DE LA PARENTE RESPONSABLE ET DU GENRE	Improvement of the living conditions of families					DF et OFFE	Number of sensitization sessions organized/Number of participants	UNFPA, SWISS COOP., DANIDA, UNDP
	Protection and preservation of family values					DF et OFFE	Number of regulatory laws passed	UNFPA, SWISS COOP., DANIDA, UNDP
	Promotion of peace and social stability					DF et OFFE	Number of IEC sessions organized/Number of participants	UNFPA, SWISS COOP., DANIDA, UNDP
	Support for orphanages and for other support structures					DF et OFFE	Number of support structures supported	UNFPA, SWISS COOP., DANIDA, UNDP
	Strengthening of the capacities of institutions that promote the family					DF et OFFE	Number of institutions strengthened	UNFPA, SWISS COOP., DANIDA, UNDP
Objective 2 : Advancement of women								
PROMOTION OF RESPONSIBLE PARENTING AND OF GENDER	Promotion of girls' and women's education and training					DPFG et OFFE	Number of IEC/CCC sessions organized within the community/Number of participants	UNFPA, SWISS COOP., DANIDA, UNDP
	Economic empowerment of women					DPFG et OFFE	Number of GF trained in associative life and in management	UNFPA, SWISS COOP., DANIDA, UNDP

PROMOTION OF RESPONSIBLE PARENTING AND OF GENDER		Objective 3 : Promotion of gender equity and empowerment of women					
Promotion of women's health					DPMG et OFFE	Number of IEC sessions organized/Number of participants in IEC sessions organized	UNFPA, SWISS COOP., DANIDA, UNDP
Improvement and respect of the social and legal status of women					DPMG et OFFE	Number of extension agents trained/Number of IEC session/Number of participants	UNFPA, SWISS COOP., DANIDA, UNDP
Valuing and taking into account the work of women					DPMG et OFFE		UNFPA, SWISS COOP., DANIDA, UNDP
Valuing cultures and traditions that are conducive to the fulfillment of women					DPMG et OFFE	Number of documentaries produced and disseminated	UNFPA, SWISS COOP., DANIDA, UNDP
Strengthening the capacity of institutions that promote women through the construction of the <i>maison internationale de la femme</i> , the construction of the <i>Observatoire de la Famille, de la Femme et de l'Enfant</i>					DPMG et OFFE	Number of institution strengthened	UNFPA, SWISS COOP., DANIDA, UNDP
Objective 3 : Promotion of gender equity and empowerment of women							
Improvement of the land code by allowing women to have access to land					DPMG et OFFE	Code document amended	UNFPA, SWISS COOP., DANIDA, UNDP
Facilitation of women's access, especially poor women, to micro-finance					DPMG et OFFE	Number of women who have obtained credit	UNFPA, SWISS COOP., DANIDA, UNDP
Literacy education in French for women					DPMG et OFFE	Number of women taught functional French	UNFPA, SWISS COOP., DANIDA, UNDP
Management training as a complementary measure to micro credit					DPMG et OFFE	Number of women trained in micro credit	UNFPA, SWISS COOP., DANIDA, UNDP

Building the capacities of institutions that promote gender equity and women's empowerment					DPIFG et OFFE		UNIFPA, SWISS COOP., DANIDA, UNDP
Objective 4 : Development of children and of adolescents							
Preparation and implementation of the strategy for the integrated development of the young child document(DIJE)					DEA et OFFE	Strategy document	
Protection of children and adolescents against ill-treatment and slavery					DEA et OFFE	Number of sensitization campaigns/Number of participants	UNICEF
Promotion of the access of children, boys and girls, to basic social services					DEA et OFFE	Percentage of children, female and male, with access to basic social services	UNICEF
Improvement of the food and nutritional of children					DEA et OFFE	Number of sessions on nutritional education organized/Number of participants	UNICEF
Building the capacity of entities working for the benefit of children and adolescents					DEA et OFFE	Number of structures strengthened	UNICEF
Objective 5 : Social advancement and solidarity							
SOCIAL ADVANCEMENT AND SOLIDARITY							
Socio – professional integration of handicapped persons					DRIPH	Number of handicapped persons trained and installed	
Establishment and/or strengthening of structures responsible for handicapped persons					DRIPH	Number of infrastructures created and / or strengthened	
Promotion of cultural and sports activities for handicapped persons					DRIPH	Number of competitions organized	
Initial and continuing training of teachers on the special education needs of handicapped children					DRIPH	Number of teachers trained or retrained	
Training of readaptation specialists					DRIPH	Number of technicians trained	

SOCIAL ADVANCEMENT AND SOLIDARITY	Adoption and implementation of the national action plan on aging				DRIPH	Number of persons sensitized to active aging
	Assumption of psychosocial responsibility for indigents, OEV, HIV/AIDS victims and other incapacitating diseases				DPSS	Number of sick persons taken care of
	Support for the implementation of protection and social security measures for informal sector workers				DPSS	Number of social security and mutual health structures created for informal sector workers
	Better management of vulnerability to shocks				DPSS	Number of safety stock for disaster victims
	Strengthening the capacity of structures that intervene in the development of social advancement and solidarity through notably the rehabilitation of the infrastructures of ministries, the above quota recruitment of eighty-four (84) social action controllers, twenty-four (24) senior social action technicians, one (01) senior planning technician and one (1) senior statistician				DRIPH and DPSS	Number of structures strengthened
Objective 6 : Promotion of socio-community initiatives						
PROMOTION OF SOCIO-COMMUNITY INITIATIVE	Support for the implementation of mutual solidarity associations at the community level				FADIB et FASNAS	Number of solidarity associations implemented that are operational
	Support for diagnostic, planning and community development activities through the granting of credits				FADIB et FASNAS	Number of studies financed
	Participation in the financing of community development projects				FADIB et FASNAS	Number of development projects financed
	Development of community intervention system				FADIB	Number of animators trained
	Support for the <i>Direction de la Protection Sociale et de la Solidarité</i> (DPSS) in the establishment and monitoring of the mutual solidarity associations				FADIB and FASNAS	Amount granted to DPSS
Development of partners and serve as an interface between the community and development partners				FADIB	Number of partners	

	Granting of credits to finance income-generating activities					FASNAS	Amount of credit granted /Number of credit beneficiaries
<p align="center">PROMOTION OF SOCIO-COMMUNITY INITIATIVE</p>	Development and support for solidarity at the community level					FASNAS	Amount granted to mutual solidarity associations/number of beneficiary associations
	Strengthening of community participation and of community leadership					FADIB	Number of IECs organized /Number of participants in IEC sessions organized
	Strengthening the capacities of structures working to development social advancement and solidarity					FADIB and FASNAS	Number of structures strengthened

ii. AXE 4 : PROMOTING GOOD GOVERNANCE

iii.

iv. PRIORITY AREA: ACCELERATING ADMINISTRATIVE REFORMS

v. Objective 1 : Promoting a culture of quality service within the Administration

vi. PROGRAMS	vii. MEASURES/ACTIONS	viii. DEADLINE			ix. Responsible bodies	x. Monitoring indicators	xi. Partner institutions
xii. xiii. xiv. xv. ORGANIZATION, STREAMLINING AND MODERNIZATION OF ADMINISTRATIVE STRUCTURES	xvi. Carry out a customer/client satisfaction survey on service provision by the administration xxv. Ensure effective implementation of customer relations services in all ministries xxvi. xxxiv. Develop quality standards with regard to reception, and train administration staff xxxv.	xvii. X	xviii. X	xix. X	xx. DPR/MRAI xxi.	xxii. Level of customer satisfaction xxiii.	xxiv.
		xxvii. X	xxviii. X	xxix. X	xxx. DPR/MRAI xxxi.	xxxii.	xxxiii.
		xxvi. X	xxvii. X	xxviii. X	xxxix. DPR/MRAI xl.	xli. Number of employees trained xlii.	xliii.
xliv. Objective 2 : Improving information dissemination within the administration							
xvi. xvii. ORGANIZATION, STREAMLINING AND MODERNIZATION OF ADMINISTRATIVE STRUCTURES	xlvi. Streamline the information master plan within the administration xlix. Implement administration lvii. Improve government Communications lviii.	l. X	li. X	lii. X	liii. DOPR/MRAI liv.	lv. Number of ministries equipped with intranet lxv.	lvi.
		lix. X	lx. X	lxi. X	lxii. DOPR/MRAI lxiii.	lxiv. Number of ministries equipped with intranet lxv.	lxvi.
		lxix. X	lxx. X	lxxi. X	lxxii. DOPR/MRAI lxxiii.	lxxiv.	lxxv.
lxvii. Objective 3 : Streamlining and stabilizing administrative organization and structure							
lxvii. lxviii.	xxxvii. Design simplified manuals of procedures for the	xxix. X	xc. X	xci. X	xcii. DPR/MRAI xciii.	xciv.	xcv.

ON, STREAMLINING AND MODERNISATION OF ADMINISTRATIVE STRUCTURES	<p>cl. Prepare frameworks resulting from the government missions clarification initiative</p> <p>cli.</p>	X	cliii.	X	cliv.	clv. DPRA/MRAI clvi.	<p>implemented or drafted laws submitted to the National Assembly</p> <p>xlvii.</p> <p>Number of decrees adopted and implemented</p> <p>clviii.</p>	<p>clix.</p>	
clx. Objective 5 : Developing performance standards for administrative bodies									
<p>clxi.</p> <p>clxii.</p> <p>clxiii.</p> <p>clxiv.</p> <p>clxv.</p>	<p>clxvi. Adopt a consensual, results-based management model in ministries</p> <p>clxvii.</p>	X	xviii.	X	clxx.	clxxi. DPRI/MRAI clxxii.	<p>Number of ministries and government institutions implementing the adopted performance standards</p> <p>clxxv.</p>	<p>clxxv.</p>	
<p>PROMOTION AND DEVELOPMENT OF HUMAN RESOURCES AND CULTURE OF CHANGE</p>	<p>clxxvi. Implement contracts in the public administration</p> <p>clxxvii.</p> <p>clxxxv. Improve the motivation/sanction system for government employees</p> <p>clxxxvi.</p>	X	xxix.	X	lxxx.	clxxxi. DPRI/MRAI clxxxii.	<p>xxiv.</p> <p>xxiii.</p>	<p>xxiv.</p> <p>xxiii.</p>	
	<p>clxxxv. Improve the motivation/sanction system for government employees</p> <p>clxxxvi.</p>	X	xviii.	X	xxix.	clxxxi. DPRI/MRAI clxxxii.	<p>Percentage of government employees rewarded or sanctioned</p> <p>clxciv.</p>	<p>clxciv.</p>	
	<p>clxcv. Improve the organization of the African Administration and Public Service Days</p> <p>clxcvi.</p>	X	cviii.	X	xcix.	cc. DPRI/MRAI ccci.	<p>The Days are better organized</p> <p>ccciv.</p>	<p>ccciv.</p>	
ccv. Objective 6 : Promoting a new administrative culture									
<p>PROMOTION AND</p>	<p>ccvii. Promote civic and citizenship education for</p>	X	ccx.	X	ccxi.	ccxii. DPRI/MRAI	<p>ccxiv.</p>	<p>ccxv.</p>	

	Auditor General of the Republic						cccX.			
ccciii.	Organize a forum on the adoption of a law on performance	ccxv.	Xccxvi.		ccxvii.		ccxx.			ccxxi.
ccciv.										
Objective 9 : Ensuring the quantitative and qualitative management of human resources for a development-oriented administration										
ccciii.	Establish an integrated human management system (SIGRH)	ccxiv.	Xccxiv.	Xccxvi.	Xccxvii.	Xccxviii.	DGFP	SIGRH for the management of government employees	cccli.	DPP, MDEF/DG TCP,DGB, DOI
ccciii.	Enforce legislation, rules and procedures governing public administration in Benin	ccclv.	Xccclvi.	Xccclvii.	Xccclviii.	Xccclix.	MTFP/IGSEP	Number of sensitization sessions on moral and ethical practices	ccclxii.	
ccciii.	Design a responsible and equitable motivation policy in the public service	ccclxv.	Xccclxvi.	Xccclxvii.	Xccclxviii.	Xccclxix.	MTFP/DGFP/DGRCE	Policy document available	ccclxxii.	
ccciv.	Finalize the revision of the general statutes of public services and the regulatory implementation instruments	ccclxxv.	Xccclxxvi.	Xccclxxvii.	Xccclxxviii.	Xccclxxix.	MTFP/DGFP	New statutes of the public service	ccclxxii.	
ccciii.	Extend the transfer of responsibilities for human resources management to government ministries and institutions	ccclxxxv.	Xccclxxxvi.	Xccclxxxvii.	Xccclxxxviii.	Xccclxxxix.	MTFP/DGFP	Number of highly populated ministries having benefited	ccclxxcii.	
ccciii.	Initiate the design of organic frameworks in all government ministries and institutions	ccclxcv.	Xccclxcvi.	Xccclxcvii.	Xccclxcviii.	Xccclxcix.	MTFP/DPP/DGFP		ccclcdi.	
HUMAN RESOURCES MANAGEMENT										

	<p>cdxiv. Develop the national policy on recruitment in the public service and the multiyear recruitment plan in the public service</p>	<p>cdv. X</p>	<p>cdvi. X</p>	<p>cdvii. MTFP/DGFP cdviii.</p>	<p>cdix.</p>	<p>cdx.</p>	
<p>cdliii.</p>	<p>cdxi. Computerize and digitalize individual government staff records</p>	<p>dxiii. X</p>	<p>cdxv. X</p>	<p>cdxvi. MTFP/DGFP cdxvii.</p>	<p>cdxviii. Number of government staff records processed dxix.</p>	<p>cdxxx.</p>	
<p>cdxxii.</p>	<p>cdxxi. Promote the fight against impunity in the public service</p>	<p>xxiii. X</p>	<p>xxiv. X</p>	<p>cdxxvi. MTFP/DGFP cdxxvii.</p>	<p>cdxxviii. Number of sessions held by the discipline committee each year; number of draft decisions on sanctions</p>	<p>xxix.</p>	
<p>lxxxxi.</p>	<p>cdxxx. Bringing government closer to the population: capacity building for staff in deconcentrated units, municipalities and civil society with regard to recruitment, human resources management and training.</p>	<p>xxxii.</p>	<p>xxiv. X</p>	<p>cdxxxv. MTFP/DGRCE/DGFP/DGT/D cdxxxvi.</p>	<p>cdxxxvii. Number of deconcentrated unit staff and local elected officials who have received human resources management training</p>	<p>xxxix.</p>	
<p>cdxli.</p>	<p>Organization, and institutional, material and human capacity building for DDTPs to better help local communities (organizational audit, support for the management reinforcement of</p>	<p>cdxli. X</p>	<p>lxliiii. X</p>	<p>cdxliiv. MTFP/SGM/DGT cdxliiv.</p>	<p>cdxlii. Number of DDTPs whose capacities have been reinforced</p>	<p>xlvi.</p>	

	community and civil society resources, and development of poverty reduction framework, they were promotion of Social Security mutuals, retirement insurance, and occupational health).											
cdlxix. Objective 10 : Developing human capital to contribute in the improvement of economic performance												
cdl.	Design the national training policy and the multiyear government employee training plan	dlxiv.	X	dlxv.	X	dlxvi.	X	dlxvii.	MTFP/DGRCE	cdlxix.	Framework document on the national training policy; number of government ministries and institutions which have designed the multiyear training plan	dlxx.
cdlii.												
cdliii.												
cdliv.												
cdlv.												
cdlvi.												
cdlvii.												
cdlviii.												
cdlix.												
cdlx.												
cdlxi.												
cdlxii.												
PROFESSIONAL DEVELOPMENT OF GOVERNMENT EMPLOYEES												
cdlxxi.	Boost business competitiveness by reinforcing the capacities of their human resources	xxiii.	X	xxiv.	X	lxxxv.	X	dlxxvi.	MTFP/FODEFCA	lxxviii.	Number of training plans financed and number of people trained	lxxx.
cdlxxii.												
cdlxxx.	Study the feasibility of creating a structure to train and retrain government employees	xxiii.		xxiv.		lxxxv.		lxxxvi.	MTFP/DPP/DGFP/DGRCE/INFOSEC	xxxviii.	Feasibility study document	cdxc.
cdlxxxii.								xxvii.		xxix.		
cdlxxci.	Develop partnerships with employment promotion bodies and micro finance institutions within the framework of local development to facilitate youth integration, as well	xciii.	X	xciv.	X	lxxxv.	X	cdxvi.	MTFP/DGRCE/FODEFCA	lxcviii.	Number of young people, women, and other performing groups	d.

<p>dxcii.</p> <p>self-sufficiency for women and other vulnerable groups</p>	<p>diii. X</p>	<p>div. X</p>	<p>dv.</p>	<p>dvi. MTFP/IGSEP/INFOSEC dvii.</p>	<p>xcix. dviii. Number of government ministries and institutions that have prepared procedures manuals</p>	<p>dx.</p>	
<p>dii.</p> <p>di. Initiate the preparation of procedures manuals in bulk of that ministries and institutions</p>	<p>dxiii. X</p>	<p>dxiv. X</p>	<p>dxv. X</p>	<p>dxvi. MTFP/DPP/CPPE dxvii.</p>	<p>dix. dxviii. Status of implementation of the development plan timeline</p>	<p>dxix.</p>	
<p>dxii.</p> <p>dxxi. Improve INFOSEC framework for reception and training (preparation of the INFOSEC development extension of training units, introduction of TIC and acquisition of equipment)</p>	<p>xxiii. X</p>	<p>xxiv. X</p>	<p>xxv. X</p>	<p>dxvi. MTFP/DPP/INFOSEC dxvii.</p>	<p>dxix. dxviii. Status of implementation of the development plan timeline (including the number of new training units)</p>	<p>dxix.</p>	
<p>dxii.</p> <p>dxxi. Improve INFOSEC framework for reception and training (preparation of the INFOSEC development extension of training units, introduction of TIC and acquisition of equipment)</p>	<p>xxiii. X</p>	<p>xxiv. X</p>	<p>xxv. X</p>	<p>dxvi. MTFP/DPP/INFOSEC dxvii.</p>	<p>dxix. dxviii. Status of implementation of the development plan timeline (including the number of new training units)</p>	<p>dxix.</p>	
<p>dxii.</p> <p>dxxi. Improve INFOSEC framework for reception and training (preparation of the INFOSEC development extension of training units, introduction of TIC and acquisition of equipment)</p>	<p>xxiii. X</p>	<p>xxiv. X</p>	<p>xxv. X</p>	<p>dxvi. MTFP/DPP/INFOSEC dxvii.</p>	<p>dxix. dxviii. Status of implementation of the development plan timeline (including the number of new training units)</p>	<p>dxix.</p>	
<p>dxii.</p> <p>dxxi. Improve INFOSEC framework for reception and training (preparation of the INFOSEC development extension of training units, introduction of TIC and acquisition of equipment)</p>	<p>xxiii. X</p>	<p>xxiv. X</p>	<p>xxv. X</p>	<p>dxvi. MTFP/DPP/INFOSEC dxvii.</p>	<p>dxix. dxviii. Status of implementation of the development plan timeline (including the number of new training units)</p>	<p>dxix.</p>	
<p>dxii.</p> <p>dxxi. Improve INFOSEC framework for reception and training (preparation of the INFOSEC development extension of training units, introduction of TIC and acquisition of equipment)</p>	<p>xxiii. X</p>	<p>xxiv. X</p>	<p>xxv. X</p>	<p>dxvi. MTFP/DPP/INFOSEC dxvii.</p>	<p>dxix. dxviii. Status of implementation of the development plan timeline (including the number of new training units)</p>	<p>dxix.</p>	

	<p>dxli. Build and equip the head office of FODECFA</p> <p>dxlii.</p>	<p>lxliii.</p>	<p>lxliv. X</p>	<p>dxliv. X</p>	<p>dxlvi. MTFP/DPP / FODEFCA dxlvii.</p>	<p>dxlviii. Head office for FODEFCA</p>	<p>dl.</p>
<p>dli. Design and implement the framework for mobilizing and using the Beninese Diaspora, including the preparation of the roster of Beninese professionals in the Diaspora</p> <p>dlii.</p>	<p>dliiii. X</p>	<p>dliiv. X</p>	<p>dliiv. X</p>	<p>dlivi.</p>	<p>dxlix. Framework document for mobilizing and using the Beninese Diaspora</p>	<p>dlix.</p>	
<p>dlx. Preparation and adoption of a policy and strategy document for the promotion of national expertise</p> <p>dlxi.</p>	<p>dlxii. X</p>	<p>dlxiv.</p>	<p>dlxv. MTFP-DGRCE dlxvi.</p>	<p>dlxvii. Document validated and transmitted to the Cabinet for adoption</p>	<p>dlxix. DPP</p>	<p>dlxix. DPP</p>	
<p>dlxx. Extend the dual system of apprenticeship training to the different trades</p> <p>dlxxi.</p>	<p>dlxxii. X</p>	<p>dlxxiv. X</p>	<p>dlxxv. MTFP/DGRCE/FODEFCA/CP PE xxvi.</p>	<p>dlxxvii. Ten new trades developed in the dual system</p>	<p>dlxxix. XXIX.</p>	<p>dlxxix. XXIX.</p>	
<p>dlxxx. Establish the culture of continuing education within enterprises, consular and business organizations for the design of training plans</p> <p>dlxxxi.</p>	<p>dlxxxii.</p>	<p>dlxxxiv. X</p>	<p>dlxxxv. MTFP/DGRCE/FODEFCA xxvi.</p>	<p>dlxxxvii. Number of enterprises which have introduced training plans to FODEFCA</p>	<p>dlxxxix. XXIX.</p>	<p>dlxxxix. XXIX.</p>	
<p>dlxc. Reinforce the capacities of trainers in training organizations</p> <p>dlxci.</p>	<p>dlxcii.</p>	<p>dlxciv. X</p>	<p>dlxcv. MTFP/DGRCE/FODEFCA dlxcvi.</p>	<p>dlxcvii. Number of trainers trained each year</p>	<p>dlxcix. XXIX.</p>	<p>dlxcix. XXIX.</p>	
<p>dlc. Design the framework of collaboration for research-action in the public administration, with quality control</p>	<p>dlcii.</p>	<p>dlciv.</p>	<p>dlcvi.</p>	<p>dlcvi. Act of creation of a collaborative framework for</p>	<p>dlcix.</p>	<p>dlcix.</p>	

	dci.						research-action in the public administration on	
	dcc. Develop partnerships with employment promotion structures and micro finance institutions within the framework of local development to facilitate youth integration and the self-sufficiency among women and other vulnerable groups	dxxii. X	dxxiii. X	dxxiv. X	dxxv. X	dxxvi. MTFP/DGRCE/FODEFCA	dxxvii. Number of young people, women and other vulnerable groups trained and installed in the territories	dxxix.
dccxi.							dxxviii.	
	dccxx. Objective 11 : Contributing to poverty reduction through the promotion of decent work							
dcccxi.	Disseminate the legal instruments governing the sectors of labor and public service	dccciii. X	dccciv. X	dcccv. X	dcccvi. MTFP/DGT		dcccvii. Number of workers with knowledge of the legal instruments	dcccxi. DGFP, IGSEP, DDTFP
dcccii.							dcccix.	dcccxi.
dccciii.	Adopt and implement the framework policy document on security, occupational health, and HIV/AIDS control at work	dccciv. X	dcccv. X	dcccvi. X	dcccvii. MTFP/DGT		dcccix.	dcccxi.
dccciv.							dcccxi.	
dcccv.							dcccxi.	
dcccvi.							dcccxi.	
dcccvii.							dcccxi.	
dcccviii.							dcccxi.	
dcccix.							dcccxi.	
dcccxi.	Disseminate national and international legal instruments on HIV/AIDS at work	dccciv. X	dcccv. X	dcccvi. X	dcccvii. MTFP/CNSS/DGT		dcccix.	dcccxi.
dcccii.							dcccxi.	
dccciii.	Prepare and implement a policy and an action plan	dccciv. X	dcccv. X	dcccvi. X	dcccvii. MTFP/DPP/DGT		dcccix.	dcccxi.

LABOUR AND
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xxxix.	ccxx.	Draft new codes	xxxii.	xxiii.	xxiv.	xxxv.	xxvi.	xxvii.
cccxi.	cccxi.	Conduct institutional audits and evaluations	cccii.	X ccciii.	X ccciii.	X ccciv.	ccciv.	cccvi.
cccxli.	cccxi.	Carry out program definition studies	ccciii.	cccix.	cccix.	cccxi.	cccxi.	ccciii.
cccxliv.	cccxi.	Carry out a review of judicial sector expenditures	ccciv.	cccvi.	lxxvii.	lxxviii.	lxxviii.	lxxx.
cccxlvi.	cccxi.	Reproduce and distribute the employee manual	lxxxii.	lxxxiii.	lxxxiv.	lxxxv.	lxxxvi.	lxxxvii.
cccxlviii.	cccxi.	Monitor and evaluate programs	lxxxix.	lxxxix.	lxxxix.	lxxxix.	lxxxix.	lxxxix.
cccxcix.	cccxi.	Establish a Legal and Judicial Data Information and Management System	lxxxvii.	lxxxvii.	lxxxviii.	lxxxix.	lxxxix.	lxxxix.
	cccxi.	Make the Ministry library operational	lxxxiv.	lxxxv.	lxxxv.	lxxxvi.	lxxxvii.	lxxxviii.
	cccxi.	Provide the MJCRI with adequate human resources	cm.	cmi.	cmii.	cmiii.	cmiv.	cmv.
	cmvi.	Design and implement a professional development plan for judicial sector staff	cmvii.	cmviii.	cmix.	cmx.	cmxi.	cmxii.
	cmxiii.	House directorates and central services in adequate buildings	cmxiv.	cmxv.	cmxvi.	cmxvii.	cmxviii.	cmxix.
	cmxx.	Reinforce central services equipment	cmxxi.	cmxxii.	cmxxiii.	cmxxiv.	cmxxv.	cmxxvi.
	cmxxvii.	Create a computer network connecting the Ministry to jurisdictions, and build its communication capacities	cmxxiii.	cmxxix.	cmxxx.	cmxxxi.	cmxxii.	cmxxiii.
	cmxxiv.	Prepare the MJCRI strategic plan	cmxxv.	cmxxvii.	cmxxviii.	cmxxix.	cmxxix.	cmxxl.
	cmxli.	Operation off the DPP	cmxlii.	cmxliii.	cmxliv.	cmxlv.	cmxlv.	cmxlvii.
	cmxliiii.	Operation of the DRH	cmxlix.	cm.	cmli.	cmlii.	cmliii.	cmliiv.
	cmxlv.	Operation of Ministry's permanent Secretariat	cmxli.	cmxlii.	cmxliii.	cmxliiv.	cmxli.	cmxli.
	cmxliii.	Operation of the DRFM	cmxliii.	cmxliiv.	cmxli.	cmxli.	cmxli.	cmxliii.
	cmxlix.	Operation of the CPMP	cmxli.	cmxlii.	cmxliii.	cmxliiv.	cmxli.	cmxli.
	cmxli.	Compensate victims	cmxlii.	cmxliii.	cmxliiv.	cmxli.	cmxli.	cmxli.
	cmxli.		cmxli.	cmxli.	cmxli.	cmxli.	cmxli.	cmxli.
	lxxxviii.	Provide the <i>Ecole Supérieure de la Magistrature</i> with	lxxxviii.	lxxxviii.	lxxxviii.	lxxxviii.	lxxxviii.	lxxxviii.

A LEGAL SYSTEM THAT IS EFFICIENT, CREDIBLE AND ACCESSIBLE

	dxxxv. Technical and financial support for eight (08) NGOs	xxvi.	xxvii.	xxviii.	xxix.	ccxc.	ccxc.	ccxc.
	ccxcii. Strengthen the mechanisms for legal pursuit of crimes against children	xciii.	xciv.	xcv.	xcvi.	xcvii.	xcvii.	ccviii.
	ccxcix. Support for the National Policy for the Promotion of Human Rights	mccl.	mccli.	mcclii.	mccliii.	ccdiv.	ccdiv.	ccdiv.
	mcclvi. Hold the sessions of the National Consultative Council on Human Rights (<i>Conseil National Consultatif des Droits de l'Homme</i>)	cdvii.	cdviii.	cdix.	ncdx.	ccdx.	ccdx.	ccdxii.
	mcclxiii. Hold the sessions of the National Committee for Monitoring International Instruments (<i>Comité National de Suivi des Instruments Internationaux</i>)	dxiv.	cdxv.	dxvi.	dxvii.	xxviii.	xxviii.	dxix.
	mcclxxx. Ensure the promotion of human rights personnel expenditure	dxixii.	xxiii.	xxiv.	dxv.	xxvi.	xxvi.	xxvii.
	mcclxxi. Purchase of goods and services	xxix.	lxxx.	xxx.	xxxii.	xxxiii.	xxxiii.	xxxiv.
mcclxxxv. Objective 11: Increasing assistance to children and to adolescents								
xxxvi.	cdxlv. Strengthen human resources	dxlv.	dxlvi.	dxlvii.	dxlviii.	cdcli.	cdcli.	cdcli.
xxxvii.	mcclii. Prepare the plan to implement the recommendations of the benchmark study on juvenile delinquency in Benin	dxliii.	cdliv.	cdlv.	cdlvi.	dlvii.	dlvii.	dlviii.
xxxix.	mcclix. Reinforce equipment	cdlx.	cdlxi.	cdlxii.	cdlxiii.	dlxiv.	dlxiv.	dlxv.
mcclxl.	cdlxvi. Training and reinsertion of inmates	lxvii.	lxviii.	lxlix.	dlxx.	dlxxi.	dlxxi.	dlxxii.
cdxli.	dlxxiii. Prevention of juvenile delinquency through information, education and communication actions	xxiv.	lxv.	xxvi.	xxvii.	xxviii.	xxviii.	xxix.
cdxlii.	cdlxxx. Organize consultation and orientation committee	xxx.	xxxii.	xxxiii.	xxiv.	xxxv.	xxxv.	xxxvi.
cdxliii.								
STRENGTHEN THE PROTECTION OF HUMAN RIGHTS, AND THE RIGHTS OF CHILDREN, YOUTH AND ALL VULNERABLE								

POPULATIONS		sessions between actors	CSEA									
xxxvii.	Pursue equipment of dispensaries for the treatment of CSEA inmates	xviii.		xxix.	cdxc.		dxci.		dxcii.			xciii.
cdxcv.	Continue support to departmental committees for the rights of children	dxcv.		xcvi.	xcvii.		cviii.		xcix.			md.
mdi.	Pursue support for the installation of community committees for the rights of children	mdii.		ndiii.	mdiv.		mdv.		mdvi.			ndvii.
mdviii.	National commission for the rights of children	ndix.		mdx.	mdxi.		ndxii.		dxiii.			dxiv.
mdxv.	Visit of the section for minors in the civil prisons of Benin	dxvi.		dxvii.	xviii.		dxix.		ndxx.			dxxi.
ndxxii.	Organization of CSEA monitoring missions	xxiii.		xxiv.	dxv.		xxvi.		xxvii.			xviii.
ndxxx.	Organization of CNDE sessions	dxxx.		xxxi.	xxxii.		xxxiii.		xxxiv.			xxxv.
dxxxvi.	Organization of sensitization visits, for animators and inmates, of support structures for children who need special protection measures	xxvii.		xviii.	xxix.		mdx.		ndxli.			dxlii.
ndxlvi.	Pursue the development of the data base on the status of the rights of children in Benin	dxliv.		dxlv.	dxlvi.		xlvii.		xlviii.			dxlix.
mdl.	Regulate, organize and implement the national policy on supervised education and the legal protection of children and youth (Personnel DPJE)	mdli.		ndlii.	ndliii.		ndliv.		ndlv.			ndlvi.
mdlviii.	Construction and equipment of a 60-room dormitory at the CNSEA	dlviii.		ndlix.	mdlx.		ndlxi.		dlxii.			dlxiii.
ndlxv.	Construction and equipment of a boarding facility for girls	dlxv.		dlxvi.	lxvii.		xviii.		dlxix.			dlxx.
ndlxxi.	Equipment of the office of educators	lxxii.		xxiii.	xxiv.		lxxv.		xxvi.			xxvii.

	lxxviii. Purchase of sports equipment	xxix.	lxxx.	xxxi.	xxxi.	xxxi.	xxiii.	xxiv.
	lxxxv. Equipment of a library	xxvi.	xxvii.	xxviii.	xxix.	xxix.	ndxc.	dxci.
	ndxcii. Construction of an equipment of a kitchen for the Aglangandan CSEA	xciii.	xciv.	dxcv.	xcvi.	xcvi.	xcvii.	cviii.
	ndxcix. Construction of a multi-purpose room at the Aglangandan CSEA	mdc.	mdci.	ndcii.	dciii.	dciii.	dciv.	ndcv.
	mdcvi. Exchange visits	lcvii.	cviii.	dcix.	ndex.	ndex.	dcxi.	lxxii.
	ndcxiii. Execute, monitor and evaluate sub-program activities	cxiv.	dcxv.	cxvi.	cxvii.	cxvii.	cxviii.	lxxix.
	ndcxx. Complete the Aglangandan CSEA	cxxi.	cxxii.	xxiii.	xxiv.	xxiv.	cxxv.	xxvi.
	cxxvii. Construction of the Parakou and Aplahoué CSEAs	xviii.	xxix.	cxxx.	xxxi.	xxxi.	xxxii.	xxiii.
	mdcxxxiv. Objective 12 : Promoting international cooperation and solidarity							
cxxxv.	ndcxlii. Negotiations and signature of agreements with bilateral and multilateral partners	xlxiii.	xlxiv.	xlxv.	xlxvi.	xlxvi.	xlxviii.	cxlix.
cxxxvi.	mdcl. Regular intergovernmental negotiation sessions and joint cooperation commissions held	ndcli.	ldcli.	ldcliii.	ldcliv.	ldcliv.	ndclvi.	clvii.
cxxxvii.	delviii. Coordinate and monitor of decentralized cooperation with external partners	ldclix.	ldclx.	ldclxi.	ldclxii.	ldclxii.	ldclxiv.	clxv.
cxxxviii.					ldclxiii.	ldclxiii.		
ndcxli.		lxvii.	lxviii.	lxlix.	ldclxx.	ldclxx.	ldclxxii.	xxiii.
ndcxli.					ldclxxi.	ldclxxi.		
	PROMOTION OF INTERNATIONAL COOPERATION AND SOLIDARITY							

	the African continent							taken for peacekeeping		
mdclxxiv. Objective 13 : Promoting Beninese diplomacy										
lxxxv. lxxxvi. lxxxvii. lxxxviii. lxxxix. clxxx. clxxxI. lxxxii. lxxxiii.	lxxxiv. Renew of the senior staff and heads of embassies and consulates	lxxxv. X	lxxxvi. X	lxxxvii. X	lxxxviii. Cabinet, DRH	lxxxix. Cabinet, DRH	lxxxv. X	lxxxvi. X	lxxxvii. X	lxxxviii. Cabinet, DRH
	lxxxv. Prepare a development-based road map for new ambassadors	lxxxvi. X	lxxxvii. X	lxxxviii. X	lxxxix. CAP, DPP	lxxxv. X	lxxxvi. X	lxxxvii. X	lxxxviii. X	lxxxix. CAP, DPP
	lxxxv. Redeploy existing positions in terms of geopolitical centers based on the new economic vision	lxxxvi. X	lxxxvii. X	lxxxviii. X	lxxxix. CAP, DRECI	lxxxv. X	lxxxvi. X	lxxxvii. X	lxxxviii. X	lxxxix. CAP, DRECI
	lxxxv. Create new positions	lxxxvi. X	lxxxvii. X	lxxxviii. X	lxxxix. CAP, DPP	lxxxv. X	lxxxvi. X	lxxxvii. X	lxxxviii. X	lxxxix. CAP, DPP
	lxxxv. Financial assessment and monitoring of infrastructure construction and renovation works abroad	lxxxvi. X	lxxxvii. X	lxxxviii. X	lxxxix. DPP	lxxxv. X	lxxxvi. X	lxxxvii. X	lxxxviii. X	lxxxix. DPP

	ccxxv. Establish a permanent structure aimed at placing Benin senior officials in international organizations	xxvi. X	xxvii. X	xxviii. X	ccxxix. DOI, CAP cxxx.		ccxxi. Number of candidates supported per year	xxxii.
	ccxxiii. Create a service for users and for the Diaspora in diplomatic and consular services	xxiv. X	xxxv. X	xxvi. X	xxxvii. DACC xxxviii.		ccxxix. Level of satisfaction and opinion of national foreign users	lccxl.
mdcexli. Objective 14 : Supporting the organizational development of Benin expatriates in their host countries								
ccxlii.	mdcxl. Prepare a Strategic Co-development Plan for Benin	xxlvi. X	xlvii. X	xlviii. X			mdccl. Strategic Co-development Plan	mdccli. DPP
ccxliii.	mdccli. Define and implement a mobilization and utilization framework for the Beninese Diaspora	xxliii. X	xxciv. X	xxciv. X			mdcclvii. Framework document for mobilization and use of Beninese Diaspora is implemented	mdcclviii. ANBE
ccxliv.	mdclx. Census of Beninese abroad	xxcix. X	xxcli. X	xxcii. X			mdclxiv. Data base on expatriate Beninese available	mdclxv. DRBE
					mdclxiii. ANBE			mdclxv. DRBE.
mdcclxvi. Objective 15 : Working for the effective and sustained involvement of Beninese abroad in the economic and social development of Benin								
clxvii.	mdclxxi. Mobilize experts and other resources in the Diaspora for national development	lxxii. X	lxxiii. X	lxxiv. X			mdclxxvi. Ten experts are mobilized per year	clxxvii. DRBE/ANBE
clxviii.	lxxviii. Organize IEC actions for Beninese abroad	lxxx. X	lxxxi. X	lxxxii. X		mdclxxv. CO/MIDA	lxxxiv. 25 IEC sessions are organized	clxxv. ANBE
clxxix.	lxxxvi. Create an environment that is conducive for investments by Beninese abroad and / or their partners for national development	lxxvii. X	lxxviii. X	lxxix. X			mdclxxci. All laws promoting investment are adopted	lccxcii. MIC
					mdcxc. DRBE/ANBE			

	ccciii. Monitor humanitarian and socio-community actions of Beninese abroad within Benin	xciv. X	xcv. X	xcvi. X			xcviii. ANBE	xcviii. 15 projects by expatriate Beninese are monitored	ccxcix. DRBE
dccc.	adccci. Produce and show a documentary film on actions of Beninese abroad	ccciii.	ccciv.	cccv.			dcxcvi.		cccviii.
dcccii.									
mdcccxix. Objective 16 : Strengthening Benin's position at the sub-regional and regional levels									
dccc.	cccxiv. Establish the Regional Integration Oversight body	ccciv. X	ccxvi. X	cxvii. X			ccviii. DIA	cccix. The Regional Oversight body created	lcccxx. DPP
cccxi.	cccxi. Efficient implementation by Benin of the decisions of inter-African bodies	xxxii. X	xxiii. X	xxiv. X			cccxxv. DIA	cccxvi. 100 % of decisions are implemented in an efficient manner	cccxvii.
cccxii.	cccxiii. Promote and place senior staff in sub-regional and regional organizations	xxix. X	xxx. X	xxxi. X			cccxxii. DIA	cccxxiii. Three (03) senior officials at least are placed in inter-African organizations or institutions	cccxxiv. DFP/MTFP
mdcccccxxv. Objective 17 : Consolidating democracy and good governance									
xxxvi.	dccc.	ccxli.	cxlii.	cxliii.			cxliv.		cccxvi.
xxxvii.									
xxxviii.									
xxxix.	cccxvii. Implement the different phases of the MAEP in view of submission for assessment, as soon as possible, to the Forum of Heads of State of the	cxlviii. X	cxlix. X	cccl. X			cccli. DIA	ccccli. The 2006 assessment conducted on time	ccccli. Coordinator

mdccclxxiii.

CLIV. AXE 5: BALANCED AND SUSTAINABLE DEVELOPMENT OF THE NATIONAL TERRITORY					
ccclxv. PROGRAMS	ccclxvi. MEASURES/ACTIONS	ccclxvii. TIMEFRAME	ccclxviii. Entities responsible	ccclxix. Monitoring indicator	ccclxx. Partner entities
mdccclxxii.	mdccclxxiii.	ccclxxv. ccclxxvi. ccclxxvii. ccclxxviii. ccclxxix.	ccclxxvii.	mdccclxxviii.	mdccclxxix.
mdccclxxx. PRIORITY AREA: SUSTAINABLE REGIONAL AND LOCAL DEVELOPMENT					
mdccclxxxi. Objective 1: Develop institutional framework for town and regional planning					
ccclxxii. ccclxxiii. ccclxxiv. ccclxxv. ccclxxvi.	Develop, validate, and disseminate spatial agenda Develop, validate, and implement SDAT Design, validate, and disseminate Territorial and Sectoral Development Plans Develop and disseminate criteria for Prefectures' approval of local-level space planning documents Draw up Framework Law on town and regional planning Formulate and approve financial mechanisms for town and regional planning Activate funds to finance projects and investments emerging from town and regional planning	ccclxxix. ccclxxx. ccclxxxi. ccclxxxii. ccclxxxiii. ccclxxxiv. ccclxxxv. ccclxxxvi. ccclxxxvii. ccclxxxviii. ccclxxxix.	ccclxxx. ccclxxxii. ccclxxxiii. ccclxxxiv. ccclxxxv. ccclxxxvi. ccclxxxvii. ccclxxxviii. ccclxxxix.	Spatial agenda available SDAT available Guidelines available Criteria available at prefectural offices Framework law available Operational mechanisms	Sectoral ministries Sectoral ministries Sectoral ministries MSPCL MSPCL MDEF MDEF
ccclxxxvi. Objective 2: Promote new levels of territorial organization and their subsequent development					
ccclxxvii. ccclxxviii. ccclxxix. ccclxxx.	Help municipal councils to create and formalize development territories Help develop and obtain approval of territorial and municipal schemes Help draw up proposed development territories Help municipalities and	ccclxxxv. ccclxxxvi. ccclxxxvii. ccclxxxviii. ccclxxxix.	ccclxxxvii. ccclxxxviii. ccclxxxix.	24 development territories created 24 territorial schemes established 24 proposed territories drawn up Government	Municipalities Municipalities Municipalities Municipalities

mmlxiii. Objective 4: Prepare spatial analysis of development and apply it to sectoral policies								
mlix. NATIONAL TOWN AND REGIONAL PLANNING PROGRAM (PRONAT)	mlixv. Establishment of national observatory for spatial analysis of development (ONAS) and of its relay points	LXVI.	XVII.	mlixviii.	mmlxix.	DAT	mmlxx. Observatory created and operational	mmlxxi.
	mlixvii. Create a database on territories	XXIII.	XXIV.	mlixxxv.	mmlxxvi.	DAT	mlixvii. Database on territories available	mlixviii.
	mlixix. Help develop information and instructions for the benefit of sectors and local governments	XXX.	XXXI.	XXXII.	mlixxxxiii.	DAT	mlixix.	mlixxxv.
MMLXXXVI. Objective 5: Establish financing instruments for town and regional planning								
mxcvii. NATIONAL TOWN AND REGIONAL PLANNING PROGRAM (PRONAT)	mxcv. Develop FIAT and procedures manual	XCVI.	CVII.	CVIII.	mxcxcix.	DAT	mxcv. FIAT and procedures manual developed	mxcvi.
	mxcvii. Develop PAT and procedures manual	MCIII.	MCIV.	MCV.	mxcvvi.	DAT	mxcvii. PAT formulated, along with procedures manual	mxcviii.
	mxcix. Establish FIAT and PAT management bodies	MCX.	MCXI.	MCXII.	mxcxxxiii.	DAT	mxcix. Managerial bodies of FIAT and PAT set up and operational	mxcv.
	mxcvi. Finance projects eligible for funding	XXVII.	XXVIII.	XXIX.	mxcxxx.	DAT	mxcvi. Level of project financing	mxcxxii.
mxcxxiii. Establish monitoring/evaluation of projects financed	XXIV.	XXV.	XXVI.	mxcxxxvii.	DAT	mxcxxiii. Projects financed are monitored and evaluated	mxcxxix.	
mmcxv. Objective 6: Strengthen legal and institutional framework governing decentralization and regionalization								
mxcxxxi. NATIONAL TOWN AND REGIONAL PLANNING PROGRAM (PRONAT)	mxcv. Continue and complete drafting of legal texts on decentralization and regionalization	mxcvii.	mxcviii.	mxcviii.	mxcclix.	MISPCL (MD, DGAT, MCL)	mxcv. Legal institutional framework appropriate	mxccli.
	mxcvii. Evaluate and prepare legal texts on decentralization and regionalization	mxcviii.	mxcviii.	mxcviii.	mxcclvi.	MD, DGAT	mxcvii. All legal measures enacted	mxcviii.
	mxcix. Develop laws on municipal land tenure	mxcxi.	mxcxi.	mxcxi.	mxccliii.	MD, DGAT, MCL	mxcix. Draft law prepared and submitted to the Council of Ministers	mxcxv.
	mxcvi. Identify chief towns of new <i>départements</i> and set up new prefectures	mxcviii.	mxcviii.	mxcviii.	mxcclxx.	MISPCL, Government	mxcvi. Decree identifying chief towns of <i>départements</i> is enacted	mxcviii.
mxcxxiii. Organize democratic selection of council members at <i>arrondissement</i> , village and city	mxcxxv.	mxcxxvii.	mxcxxvii.	mxcclxxvii.	MISPCL, Municipalities,	mxcxxiii. Infra-municipal bodies are in place and operational	mxcxxix.	mxcclxxv.

	neighborhood levels, in accordance with Law 97-029 of January 15, 1999				8	9	Prefectures		
	clxxx. 1.2 Design a new strategy for dissemination of texts and documents	clxxxii.	clxxxiii.				clxxxiv.	clxxxv.	lxxxvi.
	xxxvii. 121 Translate documents on decentralization into national languages	2xxxviii.	2xxxix.	2mcxc.	2	0			lxxxvii.
	cxci. 122 Design appropriate methods for functional literacy and teaching of concepts involved in the decentralization process	2cxv.	2cxvi.	2cxvii.	2	0			lxxxviii.
	mmcci. 123 Implement the functional literacy method	2mccii.	2mcciii.		2	0			lxxxix.
	ccviii. 124 Monitor and evaluate literacy activities	2mccix.	2mccx.	2mccxi.	2	0			lxxxv.
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cccl. 3.3 Expand communication concerning decentralization and regionalization	cccxi. 2 0 0 7	2cxciii. 2 0 0 8	2cxciii. 2 0 0 8	2cxciii. 2 0 0 8	cccxlvi. The population is better informed of the RAT process	cccxlvi.
cxlvii. 3.4 Facilitate assimilation of municipal management tools	cxlviii. 2 0 0 7	2cxlix. 2 0 0 8	2cxlix. 2 0 0 8	2cxlix. 2 0 0 8	ccccli. Study specifications, bid opening reports, and names of firms selected	ccccli.
cccliv. 341 Prepare studies and disseminate their results	ccclv. 2 0 0 7	2ccclvii. 2 0 0 8	2ccclvii. 2 0 0 8	2ccclvii. 2 0 0 8	cccclix. Study specifications, bid opening reports, and names of firms selected	cccclix.
ccclxi. 342 Develop management and decision-making tools	ccclxii. 2 0 0 7	2ccclxiv. 2 0 0 8	2ccclxiv. 2 0 0 8	2ccclxiv. 2 0 0 8	cccclxvi. Number of tools developed	cccclxvii.
clxviii. 3.5 Strengthen the capacity of government entities to support municipalities	clxix. 2 0 0 7	2clxx. 2 0 0 8	2clxx. 2 0 0 8	2clxx. 2 0 0 8	cccclxiv. Validation report	cccclxiv.
clxxv. 351 Strengthen capacity of MD to implement monitoring/evaluation	clxxvi. 2 0 0 7	2clxxviii. 2 0 0 8	2clxxviii. 2 0 0 8	2clxxviii. 2 0 0 8	cccclxxx. Capacities strengthened	cccclxxx.
lxxxii. 352 Prepare policy paper on decentralization	lxxxiii. 2 0 0 7	2lxxxv. 2 0 0 8	2lxxxv. 2 0 0 8	2lxxxv. 2 0 0 8	cccclxxxviii. Validation report	cccclxxxviii.
lxxxix. 353 Implement RAT strategy document	lxxxix. 2 0 0 7	2lxxxix. 2 0 0 8	2lxxxix. 2 0 0 8	2lxxxix. 2 0 0 8	cccclxxxv. Number of training sessions held to obtain backing by actors	cccclxxxv. MRAI, MDEF
lxcxvi. 354 Establish Municipal Support Fund (<i>Fonds d'appui au développement des communes</i>)	lxcxvii. 2 0 0 7	2lxcxviii. 2 0 0 8	2lxcxviii. 2 0 0 8	2lxcxviii. 2 0 0 8	cccclxxi. Fund established and operational	cccclxxi. MDEF
lxccliii. 355 Implement Municipal Development Tax (<i>Taxe de développement communal, TDL</i>)	lxccliv. 2 0 0 7	2lxcclvi. 2 0 0 8	2lxcclvi. 2 0 0 8	2lxcclvi. 2 0 0 8	cccclxxviii. TDL implemented	cccclxxviii.
lxcclx. 3.8 Promote decentralized cooperation and intermunicipality	lxcclxi. 2 0 0 7	2lxcclxii. 2 0 0 8	2lxcclxii. 2 0 0 8	2lxcclxii. 2 0 0 8	cccclxxv. Decentralized cooperation and intermunicipality promoted	cccclxxv.
lxcclvii. 3.9 Government allocation	lxcclviii. 2 0 0 7	2lxcclviii. 2 0 0 8	2lxcclviii. 2 0 0 8	2lxcclviii. 2 0 0 8	cccclxxx. Prefectures' capacities	cccclxxx.
lxcclxi. 391 Government support for	lxcclxii. 2 0 0 7	2lxcclxiii. 2 0 0 8	2lxcclxiii. 2 0 0 8	2lxcclxiii. 2 0 0 8	cccclxxxviii. Prefectures' capacities	cccclxxxviii. MDEF

	capacity-building at prefectural level	0 0 7	0 0 8	0 0 9	strengthened		
xxviii.	392 Government financial support to municipalities	xxxix. 0 0 7	lxxxi. 0 0 8	cdxli. 0 0 9	cdxliii. Municipalities enjoy Government support	cdxliv. MDEF	
cdxiv.		cdxlv. 0 0 7	lxxvii. 0 0 8	lxviii. 0 0 9	mmcdlix.	mmcdli.	
ncdlii.	4: Reform the monitoring/evaluation of territorial administration					cdlviii.	
ncdlx.	4.1 Introduce a performance chart monitoring/evaluation of RAT	ncdliii. 0 0 7	ncdliv. 0 0 8	ncdlv. 0 0 9	ncdlvi.	ncdlvii.	
cdlxvi.	411 Identify indicators of RAT success	ncdlx. 0 0 7	ncdli. 0 0 8	ncdlii. 0 0 9	ncdliiii.	ncdlxiv.	
lxxiii.	412 Establish and implement, on an annual basis, a collaborative action program involving entities managing the RAT	lxxiv. 0 0 7	lxxv. 0 0 8	lxxvi. 0 0 9	cdlxxi. Performance indicators are known	cdlxxii.	
cdlxxx.		lxxxii. 0 0 7	lxxxiii. 0 0 8	lxxxiv. 0 0 9	lxxxv.	lxxxvi.	
xxxvii.	4.2 Evaluate decentralization process	xxxviii. 0 0 7	cdxc. 0 0 8	cdxc. 0 0 9	cdxcii. Process evaluated and impact identified	cdxciii.	
cdxciv.	4.3 Create a framework for collaboration between all actors involved in decentralization and local development					mm.	
mmdi.	431 Operationalize framework for collaboration among national actors and donors	cdxcv. 0 0 7	cdxcvi. 0 0 8	cdxcvii. 0 0 9	cdxcix.	mdvii.	
mdviii.	432 Establish regionalized structures for coordination at <i>département</i> and/or municipal level	mdix. 0 0 7	mdix. 0 0 8	mdix. 0 0 9	mdxiii. Number of structures established	mdxiv.	
mmdxv. PRIORITY AREA: ENVIRONMENT AND QUALITY OF LIFE							
mmdxvi. Objective 1: Ensure sustainable use of production potential in agriculture, livestock and fisheries							

L MANAGEMENT PROGRAM	<i>d'actions pour la gestion de l'environnement, PLAGE) in all municipalities and set up rural savings and loan associations for environmental protection (CREPPE) in disadvantaged villages</i>					32 CREPPEs set up, equipped and rendered operational	
dclxlii. Implement intermunicipal environmental management mechanisms	dclxliv.	dclxliv.	dclxlvi.	dclxlvii.	ME:PN	cxlviii. 20 CREPPE become operational during the first year; 02 CHEDs developed and set up	dclxix. PNUD (PAMOPNGE), local governments, national and international non-governmental structures (NGSs)
mmdl. Objective 8: Values, abilities, and practical responses needed for rational environmental management are internalized by the population							
NATIONAL ENVIRONMENTAL MANAGEMENT PROGRAM	mdclii. Prepare and implement the action plan for communication in the environmental sector	mdcliii.	mdcliv.	mdclvi.	ABE/M EPN	mdclviii. Plan is available; two (2) actions under the plan are financed and implemented	dclviii. DPE
	mdclix. Identify requirements in terms of communication with target groups and opinion surveys on their expectations, and take corresponding action	dclx.	dclxi.	dclxiii.	ABE/M EPN	dclxiv. Day-long public dialogue workshop is held to promote 'ecologically aware' citizenry; five (5) actions proposed by the population during this workshop are financed	dclxiv. DPE
	dclxvi. Strengthen the environmental communication plan, which incorporates formal education and literacy training	dclxvii.	dclxix.	dclxx.	ABE/M EPN	dclxxi. 1,500 image boxes published; Manual on use of training cards is published; Communication plan for literacy sector is drawn up	dclxxii. INFRE-DEP-DES; Literacy director
mdclxxiii. Objective 9: Integrate environmental concerns into all areas, and implement recommendations emerging from the Forum on Environmental Governance							
NATIONAL ENVIRONMENTAL MANAGEMENT PROGRAM	dclxxv. Strengthen and operationalize managerial bodies of CNDD, and implement recommendations of Forum on Environmental Governance	dclxxvi.	dclxxviii.	dclxxix.	CNDD/ME:PN	dclxxx. All bodies are functional; 75% of recommendations are implemented	dclxxxi. DGE/ABE

mmdcccxli. Objective 18: Manage the participatory development of protected areas	
ccxli. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Implement development plans for protected areas</p> <p>Implement a system of management of ecological and environmental data on protected areas</p> <p>Establish and a sustainable financing mechanism and render it operational</p> <p>Operationalize a regional management body for protected areas</p>
ccxlii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Implement pilot activities under the PAN/LCD</p> <p>Manage humid zones in southern and Niger Valley areas of Benin in an ecological manner through establishment of bioreerves</p>
ccxliii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Complete national and regional forestry inventories</p> <p>Prepare and implement master plans for fuelwood provision to the 8 largest urban centers</p>
mmdcccxliii. Objective 21: Sustainable management of government-owned plantations	
ccxliiii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Inventory and mapping of 8,946,764 ha of forestry resources</p> <p>Establishment of a system of cartographic and computerized monitoring of forestry resources</p>

mmdccclxxi. Objective 19: Manage natural resources of protected areas on a sustainable basis, and involve adjacent populations in the participatory development process	
clxxii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Implement development plans for protected areas</p> <p>Implement a system of management of ecological and environmental data on protected areas</p> <p>Establish and a sustainable financing mechanism and render it operational</p> <p>Operationalize a regional management body for protected areas</p>
clxxiii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Implement pilot activities under the PAN/LCD</p> <p>Manage humid zones in southern and Niger Valley areas of Benin in an ecological manner through establishment of bioreerves</p>
clxxiiii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Complete national and regional forestry inventories</p> <p>Prepare and implement master plans for fuelwood provision to the 8 largest urban centers</p>
mmdccclxxii. Objective 20: Continue implementation of National Action Plan to Prevent Desertification (PAN/LCD)	
clxxv. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Inventory and mapping of 8,946,764 ha of forestry resources</p> <p>Establishment of a system of cartographic and computerized monitoring of forestry resources</p>

mmdccclxxii. Objective 20: Continue implementation of National Action Plan to Prevent Desertification (PAN/LCD)	
clxxvi. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Implement development plans for protected areas</p> <p>Implement a system of management of ecological and environmental data on protected areas</p> <p>Establish and a sustainable financing mechanism and render it operational</p> <p>Operationalize a regional management body for protected areas</p>
clxxvii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Implement pilot activities under the PAN/LCD</p> <p>Manage humid zones in southern and Niger Valley areas of Benin in an ecological manner through establishment of bioreerves</p>
clxxviii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Complete national and regional forestry inventories</p> <p>Prepare and implement master plans for fuelwood provision to the 8 largest urban centers</p>
mmdccclxxiii. Objective 21: Sustainable management of government-owned plantations	
clxxix. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	<p>Inventory and mapping of 8,946,764 ha of forestry resources</p> <p>Establishment of a system of cartographic and computerized monitoring of forestry resources</p>

mmcmxv. Objective 22: Promote water and soil conservation and management techniques					
mmxvi. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	mmxvii. Prepare and implement plans for development and protection of riverbanks, watercourses, mangrove swamps, marshes, lowlands, water retention features, and headwaters of springs.	mmxviii. Xcmxx.	cmxxi. DGFRN / cmxxii. MEPN	mmxxiii. Development and protection plans are prepared and implemented for at least 50% of riverbanks, watercourses, mangrove swamps, marshes, lowlands, water retention features and headwaters of springs	mmxxiv.
mmcmxxv. Objective 23: Expand offerings showcasing and exploiting biodiversity					
mmxxvi. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	mmxxvii. Implement development plan for parks and wildlife preserves	mmxxviii. Xmxxx.	mmxxxi. DGFRN / mmxxxi. MEPN	mmxxxi. 5 parks, 5 hunting preserves, creation of 2 new protected areas	mmxxiv.
	mmxxv. Introduce 'game ranching' and administer it via force account	mmxxvii. Xxxxviii.	mmxxix. ncmxl.	3 'game ranches' created and administered	ncmxi.
	cmxlii.	xlxiii.	mxlv.		mxlviii.
	cmxlix.	cmli.	cmlii.		cmli.
ncmli. Objective 24: Strengthen institutional, technical, and financial capacities of the forestry administration and those of other actors to enhance sub-sectoral performance in sustainable natural resource management					
cmliii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	cmliii.	cmlix.	cmlii.		cmli.
	cmliii.	cmlix.	cmlii.		cmli.
	cmliii.	cmlix.	cmlii.		cmli.
mmcmkxxii. Objective 25: Strengthening of institutional, technical, and financial capacities of forestry administration and other actors					
mlxxxiii. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)	mlxxxiv. Develop a legal framework for regulation and sustainable management of information about forests and natural resources	mlxxxv.	mlxxxvi. Xlxxxvii.	mlxxxviii. DGFRN /MEPN	mlxxx.
					At least 3 regulatory texts on management of forests and natural resources are updated and disseminated; Mechanisms for sustainable management of the sub-sector are developed and implemented
mmcmkxxxi. Objective 26: Strengthen intervention capacities of various actors involved in protected areas					
lxxxiii. SUSTAINABLE NATURAL	lxxxiii. Affected populations involved in the preparation and	lxxxv.	lxxxvi.	lxxxvii. DGFRN /MEPN	lxxxix.
					Participatory development plans for

<p>RESOURCE MANAGEMENT PROGRAM (PGDRN)</p>	<p>implementation of participatory development plans manage natural resources in the protected area in a sustainable manner</p>				<p>the protected area are prepared and implemented; intervention capacities of various actors are strengthened; Economically promising sectors promoting natural resources are developed.</p>	
<p>mmcmxc. Objective 27: Re-energize planning and monitoring/evaluation system for forestry sub-sector</p>						
<p>mmcmxc. SUSTAINABLE NATURAL RESOURCE MANAGEMENT PROGRAM (PGDRN)</p>	<p>mmcmxcii.</p>	<p>mmxciii.</p>	<p>mmxciv.</p>	<p>mmxcvi. DGFRN / mmxcvii. MEPN</p>	<p>mmxcviii. Planning and monitoring/evaluation system for forestry sub-sector is in place and operational.</p>	<p>mmcmxcix.</p>