REPUBLIC OF BENIN

Cellule d'Analyse de Politique Economique (CAPE)

COMMUNITY BASED MONITORING SYSTEM
(CBMS) – BENIN

PROJECT PROPOSAL

FINAL VERSION

June 28, 2004
I. Project Overview
1. Title of the Project: Community Based Monitoring System (CBMS) Benin

2. Project Proponent: **Cellule d'Analyse de Politique Economique (CAPE)**

**Abstract**: The Republic of Benin is situated in West Africa. The economic growth of Benin between 1960 and 1999, like that of the majority of the third world, was characterized by a saw tooth evolution. A diagnostic of the Beninese economy reveals a weakness of growth incapable of reducing poverty, the major economic policy objective. From a financial point of view, more than one in two Beninese is poor or vulnerable to poverty. Into this Beninese national context came the Poverty Reduction Strategy Paper (PRSP). The PRSP defined strategies for strong and sustainable growth and was adopted to put in place said strategies. To permit a real undertaking of the process and a real capitalization on the results, it is indispensable that local communities be associated at every step of the monitoring/evaluation of the PRSP. For this reason, the participation of the target populations will be preferred during the monitoring/evaluation process. For the above reasons, the CBMS-Benin proposes, in a context of decentralization, to observe the living conditions of populations in relatively limited groups (like those of the communes and/or the municipalities of the country).

II. Administrative Information
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III. Background

The Republic of Benin is situated in West Africa with an area of 112,622 square kilometers. In 2001 Benin had an estimated population of 6,353,207 inhabitants. The Beninese economy is open and is strongly dependant on its large neighbor, Nigeria (110-120 million inhabitants). The GDP per capita is weak, having been measured at 867 PPP (Purchasing Power Parity) per habitant in 1999 against 1607 PPA in Sub-Saharan Africa and 20357 PPP in industrialized countries. Benin is classified as one of the Least Developed Countries (LDC’s) and is eligible for the IMF initiative for Heavily Indebted Poor Countries (HIPC’s). It belongs to the Franc Zone, to the West African Economic and Monetary Union, and also to the Economic Community of West African States. The countries of this last community constitute Benin’s third largest commercial partner after the European Union and Asia.

The economic growth of Benin between 1960 and 1999, like that of the majority of the third world, was characterized by a saw tooth evolution. From 1960 to 1971 the growth rates of the Beninese economy were positive, on average 4.6%, except for in 1971 where GDP growth was – 1.5%. From 1974 to 1989, a period during which Benin opted for a Marxist-Leninist socialist regime, the Beninese economy saw both years of prosperity and years of crisis. From 1972 to
1981, the growth rate dropped progressively reaching –5.1% before staging a spectacular turnaround that carried the growth rate to its strongest historical level, 7.6% in 1985. A new economic crisis shook the country in 1987 pulling the growth rate negative to 1.7%. The Beninese economy reset itself slightly in 1988 with 3.8% growth before returning negative again to –2.4% growth in 1989, a year which saw the renunciation of Marxist-Leninist ideology. From 1990 to 2000, the Beninese economy experience consistent growth. From 3.4% in 1990 the growth rate quasi-stabilized around 5% in the period of 1996 to 1999; this coming after its 1991 to 1995 growth level on the order of 4%. From 1990 to 2000, the average rate of growth was 4.7%. The 2000 macroeconomic results suggested GDP growth of 5.8% and the projections for 2001 show a growth rate of 5.5%.

A diagnostic of the Beninese economy reveals a weakness of growth incapable of reducing poverty, the major economic policy objective. Over the last 10 years, the average rate of growth of the economy has been 4.7%, which, accompanied by demographic growth of 3.2%, has proven insufficient for poverty reduction.

As one would expect, a social diagnostic is more than alarming. According to the Human Development Index (HDI), Benin was ranked 145th out of 174 countries in 1995. On the basis of the Human Poverty Index (HPI), close to 47% of the Beninese population is deprived of essential human services; that is to say poor in the sense of the international community. The high value of the HPI is explained by poor household living conditions. The proportion of individuals at risk of dying before the age of 40 is 39.7%, with a life expectancy at birth of 53 years (1997) versus 64 years in developed countries.

From a financial point of view, more than one in two Beninese is poor or vulnerable to poverty. In 1999-2000, 29.6% of the population was counted as poor versus 28.9% in 1994-1995. Though the proportion of poor has remained relatively stable between the two periods, the severity of the phenomenon has increased. As well, one estimates that approximately 25% of the Beninese population is vulnerable to poverty.

A wider view indicates that rural poverty is more widespread but less intense and less severe than urban poverty. With respect to housing, poverty is more widespread in the rural setting. In the period 1994-1995 30.4% of the rural population was poor versus 24.2% poor in the urban population. In the period 1999-2000, incidence of poverty was more rural, but inequality was more markedly felt by urban poor.

In sum, the rigidity of production processes; the weakness of production and of productivity; and the permanence of economic structures founded: on the preponderance of a tertiary sector dominated by the informal, on an archaic primary sector weakened by the deterioration of the terms of trade, and on the insufficient contribution of the secondary sector were not modified by structural adjustment programs. The strategic levers of production remain in the hands of the state. This economic system has generated weak long-term growth, insufficient for reducing human poverty.

The reasons for this weak growth are to be found in the weakness of investment; the lack of basic infrastructure; the archaic agricultural production method; the low level of access to health care, education, potable water, etc.; the financial system that under-finances the economy, and the fiscal system that represses savings and enterprise.
Into this Beninese national context came the Poverty Reduction Strategy Paper (PRSP). The PRSP defined strategies for strong and sustainable growth and was adopted to put in place said strategies.

In the context of decentralization the first municipal and communal elections have been held in December, 2002. The present methodology for following household living conditions fits into the PRSP category for the same.

IV. Objectives

General objective

To reinforce poor community capacities in order to be able to involve them in the monitoring and evaluation of their own poverty.

Specific objectives

a To design a local monitoring system of poverty, in collaboration with the decentralized ministerial structures. The choice of the information to be collected and the method it will depend on the decentralization requirements and will complement the national poverty monitoring system implanted in support the PRSP, that is the observatory of social change.

b To pilot test the local monitoring system designed in order to assess its feasibility, sustainability and usefulness.

c To reinforce the local capacities to manage the local poverty monitoring system and use the information it provides

V. Research Activities

Among the activities of poverty monitoring and evaluation, the following minimum missions will be assured by CBMS:

- To assure, with the collaboration of decentralized ministerial structures (producers of data), the effective collection of information related to poverty on a permanent basis. The choice of information (frequency, nature, observed details) and so the poverty indicators necessary will depend on the existing situation and the objectives (in the strategy of the fight against poverty) of the commune or municipality. When needed, CBMS Benin will decide, with respect to the national PRSP, the general orientation of the PRSP at the local level.

- To organize the work between, on the one part, the information producers and, on the other part, the users of the data and the resulting analyses. In the majority of cases, data producers tend to ignore each other (in their attributions as well as in their finished products), wrongly thinking of each other as competitors. Furthermore, it is still rare for the non-information producing actors to be associated with data analysis.

- To analyze the information following an operational activity. The analysis of data does not have to limit itself to being a purely statistical exercise or just theoretical research. The results of these analyses need to be sufficiently concrete and pertinent so as to strike not only local authorities and NGO’s but also lenders of the sort that, in their decision-making, positively affect the reduction of poverty.
- To assure the synthesis of available information about poverty in the commune or municipality. The comprehension and analysis of poverty calls upon diverse technical and administrative competencies. Each specific field produces complimentary information; information that must be synthesized. CBMS Benin must assume this function of synthesis. CBMS Benin will be a focal point, to which one will address oneself to gain a rapid view of poverty and its evolution in the commune/municipality; and thus of the principal policies and measures of the fight against poverty working in the area.

- To assure the reinforcement of local population capacities with respect to monitoring and evaluation of poverty. The founding principle will be “Learning by doing.”

VI. Institutions and Personnel

A detailed profile of CAPE is attached as Appendix 1. The Community Based Monitoring System Benin (CBMS Benin) Project Team shall be comprised of:

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VII. Existing Poverty Monitoring Structures

The Observatory of Social Change (OSC) is the current governmental body chosen for the monitoring and evaluation of the poverty reduction strategy in Benin. Through the OSC, Beninese authorities should have the necessary capacities to:

1) Follow household living conditions and the presence of poverty.
2) Formulate, target and evaluate public policies initiated under the PRSP.

As decided at the August 2, 2002 planning meeting of lenders, the OSC is divided into 4 large substructures whose work will converge towards the Permanent Secretary (PS) of the National Commission for Development and the Fight Against Poverty. These substructures are:

1) The System of Collection and Analysis of Aggregated Indicators
2) The System of Household Surveys
3) The System of Evaluation and Monitoring
4) The System of Impact Evaluation: This will manage punctual and thematic surveys under the responsibility of private research offices and civil society organizations.

The OSC is a system of monitoring and evaluation for the PRSP at the national level. Surely, it is desirable to know at the national scale the evolution of a number of socio-economic variables. However, in the actual state of things, the administrative registers don’t present sufficient coverage or reliability to be able to render such a service. Taking into account available human and financial resources, it is unrealistic to imagine that one could organize national data collection on an annual basis that would be, at the same time, reliable, rapid and useful.

Apart from the OSC, a national government structure, there is no poverty monitoring system at the national level and there are no decentralized poverty monitoring systems at the local level. Decentralized observatories in limited geographic locations or for limited sample populations would be able to rapidly furnish indicators of evolution and change. These indicators would be useful to local authorities too make the development plan. The observations in question are those that will be put in place by the CBMS. The OCS, being a national, non-decentralized structure, cannot have decentralized observatories (commune, arrondissement, quartier). For this reason, the creation of a decentralized observation structure like the CBMS is completely justified.

To permit a real undertaking of this decentralized poverty monitoring process and a real capitalization on the results; it is indispensable that local communities be associated at every step of the monitoring/evaluation of the PRSP. For this reason, the participation of the target populations will be preferred during the following/evaluation process.

For the above reasons, CBMS-Benin proposes, in a context of decentralization, to observe the living conditions of populations in relatively limited groups (like those of the communes and/or the municipalities of the country).

The results of the observatory will aid the local authorities and all actors of community development in the production, and analyzing of necessary information for local planning.

VIII. The need for a community-based monitoring survey

OCS is recently operational, despite this, local level poverty monitoring systems like CBMS Benin will still be needed. Municipalities and communes must create their own development strategies and lead their own efforts in the fight against poverty. To undertake these tasks, local
information of high quality is surely necessary. Because the CBMS can offer high quality information, some new local authorities have shown great interest in its creation.

IX. Methodology

Creating high quality information in the Beninese environment requires a dynamic and multi-phased research process. Both quantitative and qualitative data will be used together. Quantitative data are necessary for making statistical comparisons while qualitative data will paint a clearer picture of both the prevalence and severity of poverty.

The National Institute of Statistic and Economic Analysis (INSAE) will be involved at every phase on collect, treatment and analysis of data. Vodounou Cosme and Moustapha Moussiliou who are members of MIMAP Benin are also directors at INSAE. There will represent the Statistical Office.

Pilot phase: phase 1 (July 1, 2004-June 30, 2005)

The lowest level of decision-making under decentralization in Benin is the commune. Below communes there are arrondissements and even lower than arrondissements are quartiers de ville or village (Please see the flow chart explaining the functioning of the decentralized system as presented at Hanoi in January, 2003). The pilot phase will be undertaken in one quartier in the city of Cotonou. A quartier includes approximately 1000 households and includes approximately 4500 people.

9.1 The collection and treatment of data.

The method of investigation

Interviews and focus groups will be used. Focus groups will concentrate on the qualitative aspects of poverty. The interviews will be done with the assistance of questionnaires structured for the collection of quantitative data.

People involved in data collection

Data collection will be done by community representatives who will be educated and trained in collection techniques.

Mode of treatment

The data will be treated manually and with the aid of computer equipment.

Treatment

Treatment will be undertaken by specialized, recruited agents. The agents will be pulled from the local level after training of the local communities.

X. Activities

The pilot phase you is the phase 1 will includes these activities:

a. review of existing data;
b. conduct of consultations with other government agencies and local government units;
c. preparation of detailed design of the CBMS;
d. development of questionnaire;
e. pre-testing of data collection instruments;
f. preparation of enumerators manual, processing forms and processing manual;
g. presentation of proposed design in a workshop participated in by various stakeholders
h. revision of the CBMS design, incorporating comments given during the workshop

The outputs (phase 1)

The outputs of the pilot test are:
a. Assessment of existing data
b. Detailed design of the CBMS including list of indicators, who will be the enumerators
c. Questionnaire
d. Enumerators' Manual
e. Processing forms and manual
f. Workshop documentation.

After the phase 1, there will be a second phase which will focus on the implementation of CBMS in selected sites.

Phase 2

The phase 2 will be undertaken in selected sites included rural area and urban area.

1. Networking with key persons in selected sites
2. Conduct of training of enumerators and data processors
3. Conduct of survey in selected sites
4. Consolidation and processing of data
5. Analysis and primary report writing of survey in selected sites
6. Validation of primary report at local level
7. Final report writing of survey in selected sites
8. Workshop2: Dissemination of results at local and national level
9. Construction of household's map indicators
10. Workshop3: Dissemination of household's map at local level

The outputs (phase 2)

Final report writing available,
Map indicators available,
The authorities have a tool to reinforce their capacities to manage the local poverty monitoring system

XI. Nature of Information about Population Living Conditions

To follow the living condition of households at the level of communes and municipalities, two types of information will be collected: social sectoral statistics and data about the situation and behavior of economic agents obtained through household census.
The social sectoral statistics give an image of the situation of individuals and households in the principal socio-economic domains. They are related to access:

- To health care: number of hospital beds, number of doctors per inhabitant, frequency of consultations, fraction of expenses devoted to health care, cost of consultations, mortality rate, morbidity rate, etc.
- To education: number of schools, number of children per class, rate of education, dropout rate, literacy rate, fraction of expenses devoted to education, etc.
- To food and nutrition: fraction of expenses devoted to food and nutrition, weight/height ratio, rate of emaciation, rate of retarded growth, etc.
- To the labor market: Rate of activity, unemployment rate, fraction of income from salary, etc.
- To housing: occupation status, presence of potable water and electricity, sanitation of area, etc.

The data collection and the primary data processing, up to the point of providing a small set of simple indicators, will be done locally with the help of the CBMS Benin Team.

Generally, most of these statistics are furnished by the concerned ministers (education, health, labor, housing, tourism, etc.). The census data which is collected on household characteristics and behavior with questionnaire will allows us:

1) To create a profile of poverty.
2) To characterize poor households.
3) To establish the relationship between access to goods and services offered and the socio-economic situation of a household.
4) To analyze the impact of different policies on the situation and behavior of households.

These data come from a census of household that can combine qualitative and quantitative methods. Household census for the four reasons above, remain absolutely indispensable to any study of poverty. The questionnaire we’ll be revised with the collaboration of the members of MIMAP who are National Institute of Statistic and Economic Analysis (INSAE).
<table>
<thead>
<tr>
<th>Domain</th>
<th>Data to Collect</th>
<th>Indicators</th>
</tr>
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<tbody>
<tr>
<td>Demography and Social</td>
<td>- Population by age and by sex</td>
<td>Population by age, sex; population structure; sex of head of household; etc.</td>
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<tr>
<td>Characteristics</td>
<td>- Number of households</td>
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<td></td>
<td>- Household size</td>
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<tr>
<td>Education</td>
<td>- Access to education: distance, infrastructure, number of students, etc.</td>
<td>Student/teacher ratio; average distance from home; rate of primary, secondary and higher education; distribution of educated population by age and sex; proportion of illiterates by age and sex; etc.</td>
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<tr>
<td></td>
<td>- Level of education</td>
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<tr>
<td></td>
<td>- Literacy</td>
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<tr>
<td>Health and Nutrition</td>
<td>- Access to health services: distance, infrastructure, etc.</td>
<td>Average distance to health centers; prevalence of frequent illnesses, rate of maternal, infant, child/juvenle mortality; number of doctors per inhabitant, number of midwives per inhabitant, proportion of children suffering from slight malnutrition, malnutrition or severely emaciated.</td>
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<td></td>
<td>- Current illnesses</td>
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<td></td>
<td>- Maternal and infant mortality</td>
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<td></td>
<td>- Number of doctors</td>
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<td></td>
<td>- Number of midwives</td>
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<td></td>
<td>- Anthropometric measures</td>
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<tr>
<td>Access to Water and Sanitation</td>
<td>- Sources of provisioning</td>
<td>Proportion of inhabitants using different types of sources; average distance; proportion of inhabitants using different types of toilets; etc.</td>
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<tr>
<td></td>
<td>- Distance from source to home</td>
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<td></td>
<td>- Types of toilets used</td>
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<td></td>
<td>- Method of disposal of household waste and used water</td>
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<tr>
<td>Employment</td>
<td>- Working age population</td>
<td>Proportion of total population that is active; proportion unemployed or underemployed by age, sex; etc.</td>
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<td></td>
<td>- Unemployment (city)</td>
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<td></td>
<td>- Under-employment (rural area)</td>
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<tr>
<td>Level of Life and Poverty</td>
<td>- Income</td>
<td>Proxy to measure income; total expenditures; incidence of monetary poverty by age, by sex; etc.</td>
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<tr>
<td></td>
<td>- Expenditures</td>
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<td></td>
<td>- Incidence of poverty</td>
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<tr>
<td>Productive Assets</td>
<td>- Landlessness and land distribution</td>
<td>Land distribution by people, proportion of ownership, proportion of ownership of other productive assets</td>
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<td>- Land utilization pattern</td>
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<td></td>
<td>- Ownership of agricultural / other productive assets</td>
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<tr>
<td>Access to Credit and Market</td>
<td>- Access to and sources of credit</td>
<td>Proportion of people who have access to credits, to major commodities</td>
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<td></td>
<td>- Price of basic / major commodities</td>
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<tr>
<td>Crisis and crisis coping</td>
<td>- Nature / type of crisis</td>
<td></td>
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<td></td>
<td>- Adopted coping measures</td>
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**XII Data Analysis**

Data analysis will be done by professional researchers from CBMS and MIMAP. These researchers will receive input from local elected officials at each step in their analysis. The preliminary analysis will done by the local people.
XIII Dissemination

Dissemination will be done at all local levels: the commune, the arrondissement and the quartier.

Means of dissemination

Dissemination will be done through workshops presenting the results; pamphlets; radio and television programs; and the local press.

XIV Short and Medium-Long Term Activities

In the short term, the CBMS Benin will work:
- For the creation of decentralized poverty monitoring structures in the chosen pilot locality
- For the finalization of the document that will determine precisely:
  i. The types of relationships between CBMS Benin and the municipality/commune
  ii. The methods of collaboration with other national or local structures
  iii. The method of intervention.
- To make contact with local elected officials and different administrative districts of the pilot phase.
- To present CBMS Benin; its structures, objectives and interventions; and the actions expected of both the elected officials and the benefiting population.

In the medium, the CBMS-Benin will concentrate on:
- improve capacity of local members team,
- and to assist them in:
  - The collection of already available data or data that could be made available from producing structures,
  - The elaboration of follow-up tools with respect to specific factors of each chosen locality.
- The testing and validation of said tools with respect to their pertinence and ability to effectively monitor the level and evolution of poverty at the chosen locality (ies).
- Complimentary local surveys
- The analysis of data; reporting; restitution and feedback at the local level; and the proposition of strategies.

In the long term the local member’s team may be able to assume all the phases themselves.
XV Système de fonctionnement de l’OCS

Gouvernement pour stratégie de développement

Ministère des Finances et de l’économie

Ministère du Plan et de la Prospective

Commission Nationale pour le développement et la Lutte contre la Pauvreté

Observatoire du Changement social

Composante 1

Composante 2

Composante 3

Composante 4

Commune
MAIRIE

Conseil consultatif
Instance de décision : situation par arrondissement agrégé au niveau de la commune

Arrondissement
Chef d’arrondissement

Conseil de l’arrondissement :
synthèse des données

Quartier de ville ou village

Conseil du quartier
CBMS : collecte informations de base