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I. Situation analysis

1. With a population growth rate of 3.25 per cent, Benin has an estimated 9.1 million inhabitants. Since 1999, the Government has drafted and implemented a series of documents setting out its Growth Strategy for Poverty Reduction, the latest of which covers the period from 2011 to 2015. The macroeconomic situation is characterized by average growth of 3.9 per cent between 2001 and 2011. That growth, however, has led to no significant improvement in the living conditions of the population. The human development index has been estimated at 0.427, compared with 0.430 in 2009, earning Benin the rank of 167th out of 187 countries. Income poverty, which is more prevalent in rural areas than in towns, affected 36.2 per cent of the population in 2011, compared with 35.2 per cent in 2009. Food poverty persists in Benin, with 12 per cent of households facing food insecurity in 2009. In addition, the Gini coefficient of 0.464 reveals unequal income distribution within the population. The labour market is characterized by an overall activity rate of 53 per cent (46 per cent for women) and a high rate of underemployment — 75.7 per cent for women and 69.4 per cent for men. Youth employment remains a major challenge, with 33 per cent of young people in gainful employment compared with 72.5 per cent for adults. With regard to welfare, less than 10 per cent of the population is covered by formal welfare systems, while social assistance programmes (help for the poorest) and food aid (school canteens) aimed at children and persons affected by HIV/AIDS are limited. Despite the efforts made to date, a sizeable part of the population remains without access to basic welfare or economic opportunities. According to the 2010 Millennium Development Goals Report and the 2012 progress report on the implementation of the Growth Strategy for Poverty Reduction for 2011 to 2015, with the exception of primary education, where the gross school enrolment ratio has reached 100 per cent and the ratio of girls to boys is approximately 0.8 to 1, the other targets in the areas of education, health and water will be difficult to achieve by 2015, although significant progress has been made in recent years. The principal cause of this situation is the slow economy, which is not generating enough jobs and income to combat poverty and social inequality. Moreover, poor governance remains an obstacle to good management of the economy and the implementation of the reforms needed to stimulate the country's economic, political and social development in a sustainable way.

2. In the area of governance, the progress of institutional and public-service reforms is negligible. The public administration's capacity for strategic planning and effective support for development remains low. Local governance and the transfer of skills and resources to the communes should be strengthened to enhance the services provided to grass-roots populations. The effectiveness and efficiency of monitoring mechanisms and systems remain major challenges, in particular at institutional level with regard to combating corruption. The same is true of access to justice for poor segments of the population and the effective exercise of individual rights, goals which will also be difficult to achieve by 2015. The deficiencies of the electoral process, in particular the instability and weakness of institutional capacities, the high cost of voting procedures and the failure to resolve electoral disputes in due time are matters of great concern.

3. Benin is facing huge environmental problems such as climate change, coastal erosion, deforestation and waste management. Approximately 20 areas of the country are severely affected by flooding every year. The amount of waste produced

annually is of the order of 161,512 tonnes. There is no monitoring of disposal sites and no selective sorting of refuse. In terms of energy, Benin remains dependent on external sources of supply to meet around 90 per cent of its needs, which increases the population's vulnerability to abrupt price rises. The national energy balance indicates a predominance of fuelwood, which represents approximately 60 per cent of final energy consumption and puts pressure on plant resources, as indicated by the rate of deforestation, estimated at 50,000 ha per year.

II. Past cooperation and lessons learned

4. During the 2009-2013 cooperation period, the privileging of national ownership and the leadership of the national authorities have enabled significant progress in United Nations Development Programme (UNDP) country programme interventions. These have been based on two main areas: (a) poverty reduction and sustainable development; and (b) promotion of good governance and participatory development.

5. The support and advice of UNDP in relation to development planning has yielded significant results in the domain of national capacity-building and the improvement of public policies and strategies such as the Growth Strategy for Poverty Reduction, sectoral policies and local development plans, which systematically incorporate all Millennium Development Goal targets within a consistent macroeconomic and budgetary framework. UNDP support has thus allowed 25 of around 30 sectoral ministries to develop their strategies and put them into operation. It should be noted that in 2008 only 4 of 26 ministries had such a strategy. The support of UNDP has also allowed the Government to put into operation its development aid policy and increase its capacity for dialogue with development partners by organizing the review of the implementation of the Growth Strategy for Poverty Reduction regularly and in a timely fashion. The accountability framework constituted by the annual Growth Strategy implementation review is functional and the preparation of the State budget now takes account of the recommendations resulting from the review. UNDP has made a major contribution to institutionalizing the function and culture of evaluation within the public administration. The changes are related to the establishment and successful operation of the National Office for the Evaluation of Public Policy and the adoption of a national evaluation policy accompanied by an operational action plan. UNDP intervention has also brought about an important change relating to the adoption of a national development aid policy. UNDP has promoted the employment of women and young people through the Songhai Centre and Business Promotion Center projects.

6. UNDP has supported the establishment of a computerized permanent voters' list, which has helped enhance democratic governance by modernizing the voters' list, reducing the long-term cost of elections and ensuring their credibility. The work of UNDP has also improved communication between parliament and the people and has strengthened citizen control, thus giving fresh impetus to parliament's work, with the creation of a parliamentary radio channel. It should be noted in this regard that the channel, which allows listeners to understand development questions better and follow parliamentary debates, has a large audience. By way of illustration, the vote on the budget is followed very closely by Beninese people. UNDP has contributed to the inclusion of gender in national and local strategies and policies, and to the development and implementation of a national policy to promote gender equality and a corresponding plan of action. It has also helped to improve the

effectiveness of the national response to HIV/AIDS by ensuring good governance in related initiatives and by developing innovative strategies for mobilizing resources to provide better care for persons living with HIV/AIDS and to combat stigmatization.

7. The examination of the authorities' response to the 2008 Assessment of Development Results and the midterm review of the country programme in June 2011 confirmed that the overall approach is correct but highlighted various concerns with regard to: (a) the weak synergy among interventions and the risk of fragmentation; (b) insufficient national ownership; (c) insufficient strategic partnerships and resource mobilization; (d) the incompleteness of the performance measurement framework. Apart from the above-mentioned weaknesses, the main lesson learned from the cycle now drawing to a close is that the Beninese administration is resistant to change, which does not facilitate progress in the reforms undertaken or the scaling up of development programmes. For its part, the country office has made full use of the resources from South-South cooperation and the UNDP regional centres. As part of the new country programme, UNDP will conduct more political advocacy to engage the authorities at the highest level and other actors in order to enhance the dialogue process to accelerate reforms and ensure their success. The country office has already forged several partnerships with a view to improving the welfare available at local level and stimulating entrepreneurship among women and young people through support for investments benefiting the poor.

III. Proposed programme

8. The programme is directly based on the planned results of the 2014-2018 United Nations Development Assistance Framework (UNDAF), taking account of the national priorities set by the Government in the Growth Strategy for Poverty Reduction. It is rooted in the discussions on the development agenda beyond 2015, the sustainable development goals and the conclusions of the United Nations Conference on Sustainable Development (Rio+20), and the conclusions, recommendations and Programme of Action of the Fourth United Nations Conference on the Least Developed Countries, held in Istanbul, Turkey, in May 2011. UNDP will focus on the three priority areas for action defined in the UNDAF and on its cross-cutting themes (human rights, gender and HIV/AIDS).

9. **Inclusive growth, employment, food security and welfare:** This priority area has three objectives: (a) support for the implementation and enhancement of the national capacities needed to accelerate rural growth, with an emphasis on the promotion of agricultural enterprises, the establishment and strengthening of centres for the incubation of agricultural entrepreneurship among young people and women, and support for young people trained in the setting-up and creation of viable enterprises; (b) support for the transformation of the economy through the formation of an enabling environment, and support for the creation of sustainable jobs, the agencies responsible for promoting employment, the financing of small and medium-sized enterprises and industries (SME/SMI), and public-private dialogue; and (c) acceleration of the achievement of the Millennium Development Goals at local level and resource mobilization in communes for the implementation of communal development plans. In order to increase the resilience of local communities, particularly women, the aims of the UNDP intervention will be to

introduce a social protection floor and enhance opportunities for income-generating activities within a common framework with the United Nations system.

10. **Governance, participation and decentralization:** There are five key objectives in this area: (a) support for the design and implementation of economic and social reforms to achieve the socioeconomic transformation of Benin; (b) institutional, strategic and technical support in planning, macroeconomic management, multi-year budget planning, monitoring and evaluation, and support for the national statistical system. UNDP will also consolidate its efforts to make the aid policy action plan operational; (c) technical and institutional capacity-building for the National Assembly to allow it to exercise its constitutional prerogatives. UNDP will also intensify its advocacy work to mobilize resources in support of the other public institutions involved in the consolidation of the rule of law. This support is being continued to guarantee better citizen participation, effective citizen control and cooperative good governance; (d) support for mechanisms to ensure the sustainability of institutions and tools for electoral management and political dialogue in order to enhance peace and trust among the actors; and (e) improved access for Beninese people to efficient judicial services, legal empowerment of the poor and institutional and technical capacity-building in the judiciary with a view to effectively combating corruption.

11. **Management of the environment, climate change and disasters:** Initiatives in this area have three main objectives: (a) improvement of environmental governance through capacity-building in national management for the preservation of a healthy and sustainable environment, the management and preservation of natural resources and the provision of easier access to renewable energy sources (solar energy) through the mobilization and engagement of the private sector, which creates jobs and wealth benefiting women and young people; (b) preservation of protected ecosystems; (c) advocacy and policy dialogue with a view to supporting the formulation of strategies for supporting communities and using technologies to adapt to the effects of climate change, and early-warning capacity-building in national institutions to raise incomes, particularly among young people and women, through the reduction of crop loss and an increase in investments; and (d) revitalization of the platform for the national, decentralized management of risks and natural disasters, taking account of the needs of target groups, in particular women.

12. Cross-cutting support will be provided in the following areas: (a) Advocacy in favour of the implementation of the national policy to promote gender equality through capacity building in national institutions, civil society and local communities, with a view to improving the representation of women in decision making bodies. The protection of women against discrimination, violence, physical abuse and exploitation will be a priority in the initiatives undertaken. (b) Better integration of the question of HIV/AIDS into public policy and strategies, and the promotion of good governance in the domain of HIV/AIDS.

IV. Programme management, monitoring and evaluation

13. In the light of what has been achieved in terms of Government ownership, the country programme will be implemented nationally. The implementing methods will be selected on a case-by-case basis taking account of the outputs and the capacities of the implementing partners. In exceptional situations, implementation will be

conducted by UNDP itself, with the agreement of the Government. UNDP may use the fast-track procedure where necessary. The annual audits of projects and programmes will continue to be systematic and mandatory. The use of United Nations Volunteers, the expertise of the UNDP regional centre and South-South cooperation will be preferred. Internally, the country office will enhance its organization on the basis of thematic intervention areas and ensure that it has the human, financial and operational resources necessary to contribute to the outcomes anticipated in the 2014-2018 UNDAF.

14. Certain issues, such as corruption, the politicization of the administration, electoral tensions and polarization, the existence of several centres of decision-making, repeated strikes and natural disasters continue to hinder the process of development. The withdrawal of certain donors because of the international economic crisis could also affect the potential for resource mobilization. The achievement of this programme's results will depend on the effort made by all stakeholders on the basis of a risk management plan.

15. The Growth Strategy for Poverty Reduction and UNDAF monitoring and evaluation mechanisms implemented by the Government constitute the frame of reference for the monitoring and evaluation of the programme. As part of the joint support of the United Nations system, UNDP will provide capacity-building to the Management and Coordination Unit of the National Statistics Institute to ensure the availability and reliability of statistical data to measure the effects of the country programme, and will organize, in conjunction with the Government, the quarterly reviews of the programme by intervention area. The UNDP country office will ensure the regular implementation of the programme's evaluation plan. The annual reviews will be conducted in conjunction with entities of the United Nations system.

16. Strategies for resource mobilization and institutional communication for development will be implemented to support the programme. UNDP will use its regular resources and will mobilize the resources of its traditional and other partners (the BRICS countries, i.e. Brazil, the Russian Federation, India, China and South Africa), particularly in the fields of new technologies and the green economy. The use of counterpart financing and co-financing with the Government will continue.

Annex

Results and resources framework for Benin (2014-2018)

<i>Contributions of the Government</i>	<i>Contributions of other partners</i>	<i>Contributions of UNDP</i>	<i>Indicators, baselines and targets for UNDP contributions</i>	<i>Indicative outputs from the country programme</i>	<i>Indicative resources by outcome (in thousands of United States dollars)</i>
National priorities — Area 1: Sustainable acceleration of growth and of the transformation of the economy. Area 3: Strengthening of human capital. Area 5: Balanced, sustainable development of the national territory					
Programme/UNDAF outcomes: By 2018, the income of populations in rural and peri-urban areas, in particular young people and women living in the targeted communes, will increase and their food security will improve.					
Outcome indicators: (a) poverty index (P0, P1, P2) (disaggregated by age, sex and place of residence); (b) average per capita expenditure (disaggregated by age, sex and place of residence); and (c) prevalence of food insecurity (disaggregated by age, sex and place of residence).					
The Government will develop strategic partnerships for resource mobilization, make resources available from the national budget and improve the framework for public-private partnerships. Local communities will continue to adopt and implement inclusive plans for accelerating the achievement of the Millennium Development Goals.	The West African Development Bank, the African Development Bank and Japan will continue to contribute financially to the promotion of agricultural entrepreneurship among young people and in the Millennium Villages. The Songhai Centre will continue its technical support for the promotion of agricultural entrepreneurship. The United Nations Capital Development Fund and the Belgian Fund for Food Security will continue their contributions in the area of food security at local level.	UNDP will support entrepreneurship among young people and women and their access to financial services, public-private dialogue and the fostering of an enabling environment for SME/SMI, as well as the provision of welfare at local level, the creation of sustainable jobs for young people and women and the mobilization of resources by communes.	Output 1: Indic. 1.1: Number of young people aged between 15 and 24 trained in agricultural entrepreneurship (baseline: 1,000; target: 5,000. Indic. 1.2: Number of women trained in agricultural entrepreneurship (baseline: 100; target: 500). Indic. 1.3: Number of young people aged between 15 and 24 having received material and financial support to establish businesses (baseline: 450; target: 4,000). Indic. 1.4: Number of women having received material and financial support to establish businesses (baseline: 45; target: 300). Output 2: Indic. 2.1: Number of agencies promoting employment and financing with support at local level (baseline: 3; target: 12). Indic. 2.2: Number of young entrepreneurs trained and supported in the establishment of businesses (baseline: 150; target: 1,150). Output 3: Indic. 3.1: Number of low-income and vulnerable households having received support for the establishment of an income-generating activity (baseline: 0; target: 1,000).	1. Young people and women have more capacities, skills and installation facilities for self-employment, agricultural entrepreneurship and the establishment of small, medium-sized and microenterprises in rural and peri-urban areas. 2. The Government, local communities and civil society organizations have the capacity to establish an enabling environment for the emergence and development of microenterprises, SME/SMI and job creation. 3. Grass-roots communities, low-income populations and vulnerable groups have enhanced capacities (social safety nets, income transfers, appropriate techniques and technologies) to ensure their food security and access to markets.	Regular resources: 6 000 Other resources: 37 430

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National priority — Area 4: Promotion of good governance					
Programme/UNDAF outcomes: By 2018, national and local institutions will apply more thoroughly the good practices and principles of inclusive, transparent and responsible governance.					
Outcome indicators: (a) rate of implementation of capital expenditure from the resources of the general State budget (on the basis of expenditure approved) in the social sectors (education, health, family, justice, water and agriculture); (b) rate of implementation of the capital budgets of the selected communes; (c) number of regulations adopted by the legislature; and (d) number of communes which produce social performance indicators every year.					
The Government will improve the provision of public services through administrative and institutional reforms with a view to managing development. It will ensure civic and citizenship education and enhance local governance through decentralization. It will implement the recommendations of the national assessment of the Millennium Development Goals (beyond 2015) and will promote the access of low-income groups to justice. The Government will promote cooperative governance and peace, and will implement an effective and credible electoral system.	The World Bank, the European Union, the International Monetary Fund, the West African Development Bank, the African Development Bank and the West African Economic and Monetary Union (UEMOA) will enhance their contribution to the implementation of administrative, institutional and economic reform and the promotion of the private sector. The Swiss Agency for Development and Cooperation, the German Agency for International Cooperation (GIZ) and other partners will continue to support local governance.	UNDP support will target economic, political and social reforms and national capacity-building in the fields of planning, programming, budgeting, monitoring and evaluation, taking account of human rights and the achievement of sustainable development goals. UNDP will also support the public policies of good governance, anti-corruption measures and access to justice for the poorest. UNDP will support the institutions responsible for preserving the rule of law and democracy, and will encourage citizen participation and the participation of women in decision-making and public-policy monitoring.	Output 1: Indic. 1.1: Number of managers (Directorate of Planning and Programming, Directorate of Financial Resources and Equipment, technical directors and heads of monitoring and evaluation) at each targeted ministry trained annually in the use of the tools for putting the programme budget into operation, including social budgeting (baseline: 2; target: 10). Indic. 1.2: Number of local elected representatives and commune employees in each targeted commune who are trained annually in communal control of infrastructure (baseline: 1; target: 11). Indic. 1.3: Proportion of the targeted communes with a territorial information system (baseline: 14 per cent; target: 100 per cent). Output 2: Indic. 2.1: Number of sectoral strategies developed or updated (baseline: 5; target: 15). Indic. 2.2: Number of annual Growth Strategy for Poverty Reduction progress reports (baseline: 1; target: 6). Indic. 2.3: Availability of the annual reports on the implementation of communal development plans (baseline: yes; target: yes). Output 3: Indic. 3.1: Availability of the Strategic Plan of the National Assembly (baseline: 0; target: 1).	1. The Government and the targeted communes have enhanced capacities to conduct administrative, economic and institutional reforms and to implement development policies and programmes. 2. National, local and sectoral planning, programming, budgeting, monitoring and evaluation and macroeconomic management processes and capacities are enhanced. 3. The National Assembly and the other State institutions have the capacities necessary to discharge their constitutional prerogatives more effectively. 4. Institutions, civil society organizations and the media have enhanced capacities to participate in the inclusive development process and lead electoral processes more effectively. 5. The key actors of the justice system at national and	Regular resources: 5 000 Other resources: 15 000

<i>Contributions of the Government</i>	<i>Contributions of other partners</i>	<i>Contributions of UNDP</i>	<i>Indicators, baselines and targets for UNDP contributions</i>	<i>Indicative outputs from the country programme</i>	<i>Indicative resources by outcome (in thousands of United States dollars)</i>
			<p>Indic. 3.2: Number of organizational audits of national institutions conducted (baseline: 2; target: 7).</p> <p>Output 4: Indic. 4.1: Percentage of partner civil society organizations experienced in development issues (baseline: 40 per cent; target: 100 per cent). Indic. 4.2: Number of civil society organizations involved in the dialogue paving the way for a calmer political and social climate (baseline: 10; target: 77).</p> <p>Output 5: Indic. 5.1: Proportion of key actors of the justice system in the targeted communes trained to implement the appropriate procedures and mechanisms facilitating access to justice for vulnerable groups (baseline: 30 per cent; target: 100 per cent).</p>	local levels are capable of implementing appropriate procedures and mechanisms facilitating access to justice for vulnerable groups.	

National priorities — Area 5: Balanced, sustainable development of the national territory

Programme/UNDAF outcomes: By 2018, institutions and the population of the target communes will more effectively manage the environment, natural and energy resources, living conditions, and the consequences of climate change, crises and natural disasters.

Outcome indicators: (a) rate of physical implementation of the national contingency plan; (b) proportion of households disposing of their waste through public refuse collection services, private companies or non-governmental organizations; (c) proportion of homes using solid fuel for cooking; (d) proportion of forest areas protected; (e) rate of reforestation; (f) proportion of farmers, herders and fishermen having adopted technical processes adapted to climate change; and (g) rate of crop loss linked to climate events.

The Government will forge strategic partnerships for the mobilization of resources for the sector, including resources from the national budget.	The European Union will continue with its contribution to the improvement of forest management, the mitigation of environmental pressures and the enhancement of ecosystem conservation in the W-Arly-Pendjari protected area of national parks.	UNDP will support the enhancement of the capacity of national and local institutions and the population in the areas of environmental governance, the management of natural/energy resources, crises and natural disasters, and national and local strategies for adapting to climate change.	<p>Output 1: Indic. 1.1: Number of management tools developed and operational (policy and strategy documents, action plans, management documents by subsector) (baseline: 15; target: 30).</p> <p>Output 2: Indic. 2.1: Percentage of communes whose management of natural and energy resources and living conditions has been enhanced (baseline: 15 per cent; target: 40 per cent). Indic. 2.2: Proportion of the</p>	<p>1. Institutions and populations are equipped with tools to better manage natural and energy resources and living conditions.</p> <p>2. National and local institutions and communities have enhanced capacities in the area of sustainable ecosystem protection and management.</p>	<p>Regular resources: 3 084</p> <p>Other resources: 12 000</p>
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<i>Contributions of the Government</i>	<i>Contributions of other partners</i>	<i>Contributions of UNDP</i>	<i>Indicators, baselines and targets for UNDP contributions</i>	<i>Indicative outputs from the country programme</i>	<i>Indicative resources by outcome (in thousands of United States dollars)</i>
medium-term expenditure.	Oxfam, the United States Agency for International Development and GIZ will maintain their institutional support in the sector.		national land having been reforested or restored (baseline: 35 per cent; target: 60 per cent). Output 3: Indic. 3.1: Proportion of communes with agroclimatic and hydrological measuring equipment (baseline: 39 per cent; target: 52 per cent). Indic. 3.2: Proportion of managers or technical staff having early warning capacities in the event of a climate crisis or natural disaster (baseline: 5 per cent; target: 10 per cent). Indic. 3.3: Proportion of farmers, herders and fishermen trained in the use of technical processes adapted to climate change (baseline: 17 per cent; target: 35 per cent).	3. Institutions and communities have more capacity to increase resilience to crises and climate change.	