

## Chapter 4

# UNDP CONTRIBUTION TO NATIONAL DEVELOPMENT RESULTS

As described in section 3.2.2, the UN system planning cycle begins with the more general to the more specific through the UNDAF, CPO and CPAP process. During the 2004–2008 period, UNDP supported four national development objectives. The analysis of UNDP contribution to each national objective was conducted in two steps. The first step addressed the contribution of UNDAF outcomes—and through UNDAF, the UNDP contribution—to each national objective. The second step dealt with the contribution of UNDP CPAP outcomes to the UNDAF outcome.

### 4.1 POVERTY AND MALNUTRITION

**The national objective: by 2015, reduce the proportion of the population living below the poverty line and suffering from malnutrition by 50 percent**

Growth and poverty reduction are the fundamental tasks Benin needs to focus on during the next decade. These tasks also constitute a conglomeration of efforts and investments, not only by the government, but also by the Beninese society at large and the country's international partners. Two UNDAF outcomes were designed to support the reduction of poverty and malnutrition: strengthening the economic base through improved governance; and ensuring sustainable food security. Although UNDP is part of the UNDAF, UNDP contribution to this national objective may be viewed as larger than the UNDAF itself. Specifically, in addition to its own development programme, the UNDP coordination role within the UN system is expected to yield an important leveraging effect

of UN-system contribution to poverty and malnutrition reduction in Benin.

#### 4.1.1 UNDAF OUTCOME #1: STRENGTHENED ECONOMIC BASE THROUGH IMPROVED GOVERNANCE

UNDP contributions to the first UNDAF outcome represent the major portion of UNDP interventions during the 2004–2008 period. Specifically, 20 of 32 UNDP projects are organized under 6 of the 10 CPAP outcomes. It is also under this UNDAF outcome that most advocacy activities and special non-project studies were realized. Governance appears to be the most outstanding feature of UNDP presence in Benin, as well as its primary vehicle to reduce poverty. In the overall architecture of the Benin CPO, UNDP contribution to this UNDAF outcome constitutes the most comprehensive set of CPAP outcomes identified in the UNDP programme. Unfortunately, indicators used to measure the performance of this UNDAF outcome do not project or highlight UNDP contribution.

#### **CPAP outcome 1: Poverty reduction strategies, including the MDGs, implemented using a participatory approach**

According to The World Bank and IMF reports,<sup>25</sup> the first PRSP was the result of broad-based consultations at all stages of development. These consultations took place at the regional level and included representatives of civil society and members of parliament. Perceptions and concerns of poor and vulnerable groups were partly articulated by development associations and NGOs.

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25. The World Bank, 'Benin Poverty Assessment', 30 September 2003, and The World Bank International Development Association and IMF, 'Benin Poverty Reduction Strategy Paper Joint Staff Assessment', 21 February 2003.

**Table 9. Projects related to CPAP outcome 1**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
MDG-PRSP Sustainable Human Development (2002–2008)	National	NEX / MECEPDEAP & INSAE	2,800,000
Partnership for the MDGs (2006–2008)	National	NEX / ANCB	(in MDG-PRSP)
Priority Projects (2006–2007)	National	NEX / MECEPDEAP	1,217,000
Proliferation of Small Arms and Light Weapons (2007)	Regional	NEX / Presidency	61,000
Programme for Support and Development of Exports (2007–2008)	National	NEX / Ministry of Industry and Commerce; MA	940,988

Source: UNDP, Benin Briefing Note, February 2008.

While some national indicators remained stubbornly low during the 1990s (e.g., primary school completion) or even deteriorated (e.g., stunting of children through malnutrition), most indicators have improved. In addition, Benin's score on the Human Development Index has been steadily rising, both in absolute and comparative terms. At the start of PRSP 2003–2005, Benin was very poor, and its per capita income put it well below the sub-Saharan average. Rural poverty increased during the 1990s: based on per capita expenditures, it rose from 25 percent in the mid-1990s to 33 percent in 1999–2000. In contrast, urban poverty fell from 28 to 23 percent during the same period. The incidence of non-monetary poverty was higher than the incidence of income poverty and increased from 43 percent in 1996 to 49 percent in 2001.

The World Bank and IMF also report that, despite considerable donor support to assist Benin in poverty monitoring, there was little coordination. As a result, there has been much criticism regarding the quality of datasets and methodological choices that underlie the estimates of monetary poverty produced in the 1990s and presented in the PRSP 2003–2005. Also, while

the interest in and partner support of poverty monitoring have contributed to increased knowledge, they have also resulted in a low degree of local ownership. Dissemination of findings and access to information, in particular for non-government stakeholders, remain weak.

The MDGs were partially integrated into the 2003–2005 PRSP, but the GSPR used the MDGs as its foundation. MDG reports, reflecting the perspective of the civil society, were drafted and disseminated from 2005 through 2007. The participatory follow-up mechanism, through the international non-governmental organization Social Watch, can be considered the main UNDP achievement. Through the 'Partnership for the MDGs' project, CSOs became active players in major issues related to poverty reduction. Specific achievements included:

- A total of 120 non-governmental organization leaders were trained on MDG monitoring, and 250 CSOs from nearly half the councils of Benin expressed their concerns during the preparation and finalization of the GSPR;
- Partnerships among CSOs, municipalities and donors were reinforced, leading to an unplanned

result of increasing the number of donors supporting CSOs;

- A higher level of CSO participation in the decision-making process was attained, as reflected by an increased number of invitations from the government and donors to workshops and thematic working groups on policy implementation;
- Recommendations presented in the alternative MDG reports were taken into consideration by the government; and
- CSOs were recognized as active, though still not legitimate, actors in financial monitoring of the action plans of five councils.

Moreover, UNDP contribution helped CSOs learn to work together and establish coalitions: CSO-members of Social Watch in target areas have now mastered the MDGs and the content of the GSPR. These CSOs are becoming important development actors and can directly contribute to the capacity-building of CSOs in other regions of the country. Finally, based on the recognition gained through UNDP support, Social Watch is now part of the APRM process.

Support to BenInfo, the database that was meant to allow a more participatory GSPR implementation through gender and region-desegregated information, did not attain its target. Despite the provision of training and technical support, the database has not been updated since 2006. While researching the evolution of MDGs between 2000 and 2006,<sup>26</sup> the evaluation team found BenInfo data incomplete, contradictory and occasionally unreliable. Not only did quality control seem weak, but UNDP support was also criticized by Benin's National Institute of Statistics and Economic Analysis (INSAE)<sup>27</sup> and the United Nations Children's Fund (UNICEF). The criticism suggested a lack of appropriate support and cast doubts on the INSAE capacity to sustainably maintain the database.

Although not directly linked to short-term poverty, UNDP support to priority projects is perceived by MECEPDEAP as highly strategic: priority projects are the result of Benin's strategic direction and the GSPR, in which UNDP actively participates. MECEPDEAP senior management asserts that, if it were not for UNDP contribution to the economic vision and its support in removing barriers, the national vision document 'Emerging Benin' would not exist. Experts provided by UNDP to MECEPDEAP contributed to a behavioural change in public service, particularly within the Centre for Promotion of Investments,<sup>28</sup> where an accelerated analysis process of applications, now in place, offers an example. The advice of UNDP experts was also sought on the APRM and the design of the Employment for Youth project.

Overall, UNDP interventions have been effective in making poverty reduction strategies a national participatory exercise. Unfortunately, the monitoring of these policies and their implementation through BenInfo remains weak. The weaknesses may constitute a major constraint on sound decision-making by the government in setting priorities to concentrate efforts within the MDGs' 2015 agenda.

#### **Key factors affecting UNDP contribution to this CPAP outcome**

*Strategic positioning (appropriate role and partnerships):* UNDP activities supported core government strategies to stimulate growth and reduce poverty, particularly by creating a consensus around the GSPR and encouraging stakeholder participation. UNDP advocacy resulted in resource mobilization for PRSP monitoring and GSPR preparation from bilateral donors, including the African Development Bank, IMF and The World Bank. UNDP adequately used its neutral status to help Benin take a step forward in combating poverty and channel more funds to this end. In 2007, an important non-project activity conducted

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26. See Annex 3.

27. Institut National de la Statistique et de l'Analyse Économique.

28. Centre de Promotion des Investissements.

by UNDP, establishing semi-autonomous entities, focused on reinforcing Benin's aid absorption capacity, particularly among ministries linked to the MDGs.

**Relevance:** Overall, UNDP contributed positively to setting up mechanisms aimed at helping the Government of Benin reduce long-term poverty and consolidate the role of civil society in working towards the achievement of the MDGs. In this regard, UNDP contribution can be viewed as an integrated process compatible with sustainable development. The recently established Programme for Support and Development of Exports (PADEx),<sup>29</sup> which aims to boost the private sector and promote export trade, is indirectly linked to participatory implementation of the MDGs. Although strategic, PADEx could have more leverage if it were linked to job creation. The country office could provide no information regarding the regional project on small arms proliferation, which is also not clearly linked with a CPO outcome. The allocated funds could have been invested more usefully in BenInfo.

**Responsiveness:** With the exception of BenInfo, all interviewees met by the evaluation team emphasized UNDP openness to discussing problems and finding solutions. As a result of the mid-term review of the 2004–2008 CPAP, UNDP realigned some projects to be more consistent with new government priorities. Production of the National Human Development Report was integrated with work on the MDGs and the PSRP, and the addition of an expert reinforced priority projects. The CPAP outcome was also revised to become “more efficiently take into account the concerns of vulnerable groups.”

**Effectiveness:** According to NEX reports, UNDP attained most of its annual targets. However, annual targets identified in the Annual Work Plans (AWP)<sup>30</sup> do not appear to be clearly linked with CPO indicators. AWP monitoring was mostly centred on operations rather than on assessing

short-term development results (outputs), and trying to look for the potential contribution of these results to medium-term results (outcomes). Projects considered to be priorities were identified, MDGs and GSPR reports were produced and disseminated, and CSO capacities were reinforced through training. However, these operational results still seem insufficient to reduce the proportion of the population living in poverty to 24 percent—especially in rural areas. The assessment of UNDP effectiveness was made even more difficult by the lack of reliable comparative and disaggregated data. This problem is common to nearly all outcomes identified in the CPO. Another issue was the delay in signing the AWP, which resulted in late mobilization of resources to implement activities.

**Sustainability:** Due to UNDP contribution, CSOs have developed new partnerships that will contribute to building a stronger civil society in Benin. In order to consolidate the role of civil society, particularly in financial monitoring of council action plans, UNDP should support a legislative process granting CSOs a formal monitoring role. Priority projects still constitute a work in progress. Without a second phase, MECEPDEAP, deprived of the experts provided by UNDP, may not be able to bring the vision of ‘Emerging Benin’ to completion. One serious flaw in UNDP contribution during this period concerns its lack of leadership in supporting INSAE ownership of the BenInfo database. While this is mandatory to ensure the monitoring of both progress towards the MDGs and the implementation of the GSPR, BenInfo remains unsustainable and unreliable.

**CPAP outcome 2: Greater employment opportunities for the poor (including women and youth) through job creation**

According to the 2003 The World Bank ‘Poverty Assessment Report on Benin’, most of the poor are employed either in agriculture or the informal sector, and the poverty rates among subsistence

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29. Programme d'Appui au Développement des Exportations.

30. The Annual Work Plan is a document that provides detailed activity planning and sets out what will be accomplished during the year for each project identified in the Country Plan of Action Programme.

**Table 10. Projects related to CPAP outcome 2**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
Micro-finance (absorbed by ADECOI)	National	– (Sian'son)	–
Support Project to Councils in Borgou (2004–2005; unfinished activities absorbed by ADECOI)	National	NEX	–
ADECOI (2003–2007)	National	NEX / Ministère de la Décentralisation, de la Gouvernance Locale, de l'Administration et de l'Aménagement du Territoire - Unité d'Appui Conseil	5,854,521
Employment for Youth (2007–2010)	National	NEX / Ministry of Microfinance, Small and Medium Enterprises, and Youth and Women Employment	163,000

Source: UNDP, Benin Briefing Note, February 2008.

farmers, cotton-producing farmers or livestock farmers are similar. In Benin, employment in the public or formal private sector provides an escape from poverty. Being poor is not so much an issue of unemployment, but rather an issue of irregular or unpaid employment. Unpaid or irregular work is characteristic of 21 percent of employed individuals in urban areas, and of 29 percent of employed individuals in rural areas. Underemployment is widespread (over a third of the active urban population), and since 1995 has increased in Benin's five major cities. Expenditure and income inequalities are more pronounced in urban than in rural areas.

*ADECOI project:* During the 2003–2007 period, the UNCDF/UNDP project to Support to Municipalities' Development and Self-Help Project in Borgou project (ADECOI) was the

main income-generating intervention of the UNDP portfolio. Its Local Development Fund integrated a social investment fund, grants for local income-generating activities, a microfinance line of credit<sup>31</sup> and a fund supporting inter-municipal initiatives. ADECOI results include:

- 111 municipal infrastructure and community facilities developed;
- More than 4,000 people (95 percent of whom were women) from 100 grass-roots organizations received micro-credit loans;
- 409 people from 17 local communities supported in developing income generating activities; and
- Seven multifunctional platforms (PMF)<sup>32</sup> were installed in addition to the monitoring of the three existing ones inherited from the *Projet d'Appui aux Communes du Borgou*.

31. Component conducted through the non-governmental organization Sian'son.

32. The multifunctional platform is built around a simple diesel engine that is connected by belts to various tools, such as a cereal mill, seed press and battery charger.

A detailed review of the project and factors affecting its contribution to income-generating activities for the poor are presented as CPAP Outcome 5.

*Employment for Youth project:* For the 2006–2007 period, the outcome changed from “greater employment opportunities for the poor (including women and youth) through job creation” to “increased incomes of vulnerable groups.” The Employment for Youth project embodied this new orientation of UNDP CPAP. Although this project only started in October 2007, much had been achieved at the time of this evaluation, in less than six months. Such achievements included:

- A support unit is operational and advises the minister’s staff and other stakeholders;
- An orientation paper, based on which the national employment policy will be developed, is available;
- The National Fund for the Promotion of Enterprises and Youth Employment, with a capital of CFA 6 billion provided by the State, has been created. Loans have been approved for 60 young entrepreneurs;
- Conditions for self-employment in three councils have been established. The overall cost to the remaining 74 councils will be submitted to the government for funding. UNDP will conduct advocacy activities to secure funds covering the portion not supported by the government; and
- The overall system to support youth employment has been clarified and streamlined.

At the national level, UNDP contribution consists of setting up a mechanism that should positively impact job creation for the poor. Support to self-employment, however, will be limited to only one experiment per council. At

the regional level, UNDP intervention is limited to Alibori, Atacora and Borgou provinces. If the experimental approach developed through the present project portfolio is not replicated by the government and supported by other donors, the overall outcome is unlikely to have much influence on poverty reduction.

#### **Key factors affecting UNDP contribution to this CPAP outcome**

*Strategic positioning (appropriate role and partnerships):* Through UNDP support, the Ministry of Microfinance and Youth Employment set up a mechanism to support job creation in rural areas and to help mobilize funds from international donors. In order to demonstrate the feasibility of this mechanism, particularly for self-employment micro-projects or enterprises, the Employment for Youth project team used ADECOI expertise and local personnel to identify and conduct field visits to the first 60 youth enterprises created through this project in Borgou. In parallel, UNDP developed a partnership with the International Fund for Agricultural Development and the Millennium Challenge Account<sup>33</sup> in order to reinforce rural and agricultural development in public policies, including the GSPR, and implement reforms necessary to increase income for the poor, particularly for women and youth.

*Relevance:* Youth unemployment is one of the most crucial issues in Benin. The national unemployment rate stands at 40 percent generally, but is higher than 50 percent for youth. The importance of this project for the government is confirmed by its contribution of CFA 6 billion, within the first six months of activity, to the National Fund for the Promotion of Enterprises and Youth Employment, set up as part of the intervention. Oriented towards creating small agricultural-sector enterprises with high growth potential, the project directly supports the strategic orientation of agricultural

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33. Established in March 2002 by the United States government, the Millennium Challenge Account funds initiatives in qualified developing countries that demonstrate a strong commitment towards good governance, the health and education of their people, and economic policies that foster enterprise and entrepreneurship. The Millennium Challenge Account provided over \$300 million to the Benin programme.

diversification put forward by the government for the 2006–2011 period.

**Responsiveness:** In 2007, with the support of a non-project UNDP activity, the Ministry of Microfinance and Youth Employment organized a forum on youth employment. Recommendations stemming from this forum included the promotion of youth employment, access to credit, and technical and financial support to organizations promoting employment. On government request, UNDP agreed to provide support to the implementation of these recommendations. This gave birth to the Employment for Youth project. According to the Beninese interviewed by the evaluation team, UNDP support to the forum initiated the intervention in favour of youth.

**Effectiveness:** Although the project started later than intended, results after less than one year of activity demonstrate a high level of effectiveness.

**CPAP outcome 3: The National Assembly is modernized (e-parliament) and its representation, legislation and control capacities of government action are strengthened**

The Beninese Constitution endows both the executive and legislative arms of the State with the power to initiate laws, but most are initiated by the executive.<sup>34</sup> National Assembly records document<sup>35</sup> weaknesses in the capacity of parliament over matters of the production of legislation, especially prior to 2004. The ADR team nevertheless notes an overall annual increase in the production of legislation by the Beninese Parliament since the start of the project. For example, records at the level of the Directorate in charge of Legislative Services of the National Assembly show a 33 percent increase in 2004, 54.5 percent in 2005, 63.6 percent in 2006 and 69.7 percent in 2007. Nonetheless, as the Constitution establishes a very powerful executive, there is need for strengthening parliamentary capacity to control government action.<sup>36</sup>

**Table 11. Projects related to CPAP outcome 3**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
Inventory of Governance in Africa (1999–2007)	Regional	AGEX	*
Project for the Strengthening and Modernization of the National Assembly (2004–2007)	National	NEX / National Assembly	1,400,000
Support to the Beninese Press (2005–2007)	National	NEX / HAAC	153,000
GSPR – National Association of Municipalities of Benin (2007–2010)	National	NEX / ANCB & Social Watch	100,400
Joint Governance (2007–2008)	National	NEX / Presidency	500,000

\* The precise part of the \$12,000,000,000 budget allocated to Benin was not specified.

Source: UNDP, Benin Briefing Note, February 2008.

34. In the first legislature, parliamentarians initiated only 3.5 percent of passed laws. This figure dropped to 2.5 percent in the second legislature, increased to 3.25 percent in the third, and in the fourth dropped again to 1.95 percent.

35. Unité d'Analyse de Contrôle et d'Évaluation du Budget Général de l'État.

36. See the Benin Constitution, laws 90–32, 11 December 1990, available online at [www.bj.refer.org/benin\\_ct/cop/assemblee](http://www.bj.refer.org/benin_ct/cop/assemblee).

As appropriate, UNDP sought to realize the stated results through financial assistance and project intervention, including the Project for the Strengthening and Modernization of the National Assembly (PARMAN)<sup>37</sup> in particular. Accomplishments of such interventions include:

- A timer now enables the House Speaker to equitably allocate floor time among members;
- A National Assembly Web site<sup>38</sup> is now functional;
- Electronic cabling of the Assembly and General Secretariat was undertaken in 2005;
- Support to the setting up of a legislative drafting unit in the Assembly. In 2005, a team of parliamentarians and other senior Assembly staff trained in legislative drafting techniques and one of these training sessions recommended the setting up of a legislative drafting corps. Work is currently underway on the status, functions and working modalities of the corps;
- Realization of studies for the improvement of legislative production;
- Realization of follow-up recommendations of members of parliament during the examination of the state budgets from 2004 to 2007;
- Realization of follow-up guides of conventions and international agreements ratified by Parliament;
- A 72 percent improvement in the means of communication with parliamentarians via the increase of the number of members of parliament with e-mail addresses;
- The elaboration of a code of ethics for members of parliament;
- The setting up of nine parliamentary networks with those of the African

Parliamentary Association (APA) and the International Parliamentary Union (IPU) since 2004;

- Capacity-building of fourth-legislature parliamentarians in skills including information technology, communication techniques, the MDGs and the PRSP, the role of a member of parliament, gender and development issues, gender-sensitive budgeting and political-party ethics sensitization of Deputies and the public;
- Public consultations on male and female equality, culminating in the passing of the law against sexual harassment; and
- A compendium of recommendations by members of parliament during 2003–2006 is available. It includes a glossary of terms used in public finance and a code of ethics for political parties.

In 2006, the outcome “the National Assembly is modernized (e-parliament) and its representation, legislation and capacity to control government action are strengthened” changed to “the rules of engagement are better understood and respected by political parties and all national institutions” for the 2006–2007 period. The Concerted Governance<sup>39</sup> project, which began in 2007 and was still in its launch phase during the ADR mission, is designed to support this new outcome. However, both Concerted Governance and the National Association of Municipalities of Benin (ANCB)<sup>40</sup> projects operate outside the National Assembly sphere and are more closely linked with poverty reduction. This is especially conspicuous given the anticipated results that focus on participatory MDG monitoring and their effective management and reporting by municipalities.

The Support to the Beninese Press project encountered implementation delays. The main result of increasing the capacity of journalists was

37. *Projet d'Appui au Renforcement et Modernisation de l'Assemblée Nationale.*

38. See [www.assembleebenin.org](http://www.assembleebenin.org).

39. *Gouvernance Concertée.*

40. *Association Nationale des Communes du Bénin.*

reached, and a code of ethics was also prepared. By themselves, these results does not play an important role in contributing to the national objective unless the outcome, formulated in the project as influencing public opinion regarding the MDGs and poverty reduction, is also reached. However, according to information collected by the evaluation team, this does not seem to be the case.

According to National Assembly representatives, international donors and journalists themselves, this project instead raised the fundamental issue of freedom of expression. During the 2004–2006 period, a free press was considered an asset for the consolidation of democracy in Benin. However, the situation does not appear to be the same in 2008. There are indications that political parties control parts of the print media. Though this situation is not connected with the National Assembly-oriented 2004–2005 CPAP Outcome 3, there is a clear link to the 2006–2007 revision which aims to achieve a better understanding and respect of the rules of engagement. In the coming years, UNDP may positively contribute to the consolidation of democracy by helping re-establish freedom of expression in Benin.

#### **Key factors affecting UNDP contribution to this CPAP outcome**

*Strategic positioning (appropriate role and partnerships):* Through different projects, UNDP established partnerships at all levels of the state. Concerted Governance partnered with Benin's Presidency; ANCB was aligned with decentralized authorities and civil society organizations, particularly Social Watch members that were already active in other UNDP-supported interventions related to participatory monitoring of MDGs and poverty reduction. PARMAN partnered with parliamentarians representing the legislative power established by the constitution. These projects helped UNDP reinforce its capacity to bring about social consensus and influence policies and strategies directed toward poverty reduction. UNDP positioning is highly strategic in the entire social and political stakeholders' spectrum of the country. UNDP also

assisted in the mobilization of more than four times its own financial resources by establishing partnerships with donors, such as Germany, the Global Programme for Parliamentary Strengthening (supported by the Belgian Government), the Netherlands, the United Nations Democracy Fund and the United States Agency for International Development.

*Relevance:* In general terms, the accomplishments under CPAP Outcome 3 contribute to the strengthening of the foundations of democracy in Benin. Specific objectives of the PARMAN project have enhanced and strengthened the capacity of the Beninese parliament in legislation, control of government action and national representation. Planned and implemented after the review of the CPAP outcome, Concerted Governance aims at improving collaboration and synergies between state institutions, ministries, civil society and locally elected bodies. UNDP supported this mechanism by advising the President of the Republic on factors that are contrary to the principles of good governance and by assisting in the search for socially acceptable solutions.

*Responsiveness:* In reviewing the initial CPAP outcome in order to realign activities to the priorities of the new government, UNDP demonstrated flexibility and openness. An independent 2006 mid-term review of PARMAN enabled the updating by UNDP of its support to the National Assembly. However, there is a disturbing quasi-absence of links between the project's expected results and the CPAP outcome performance indicators.

*Effectiveness:* The country-level strategy for modernization (e-parliament) relied on the PARMAN project. By this it would appear that the Assembly has been modernized, even if electronic voting has yet to be implemented because of the development, due in December 2008, of the new headquarters of the National Assembly.

The strategy adopted by PARMAN to reinforce National Assembly capacities for representation, legislation and control of government action has

revolved around training workshops, exchange visits and document publication. Arguably, the training of members of parliament effectively strengthens these capacities. Parliament has no constitutional powers to accelerate the process after laws are passed and effectively applied.

The foregoing seems to show that the objectives were largely achieved. Phase I (PARMAN I; State Budget Analysis, Oversight and Evaluation Unit) targeted budgetary aspects of support to the National Assembly and phase II (PARMAN II) focuses on legislation and representation while at the same time consolidating the results of phase I.

**Sustainability:** The State Budget Analysis, Oversight and Evaluation Unit, set up to supplement weaknesses in the capacity of members of parliament over the examination of finance laws under PARMAN I, has been absorbed by the Assembly and is now one of its services. This represents a patent sustainable outcome and a contribution of UNDP to the development of the parliament of Benin. The various training sessions that have benefited members of parliament have also produced unintended outcomes. For example, the training of parliamentarians in natural resource management enabled the creation of a natural

resource management network in parliament. It is premature to discuss the sustainability of Concerted Governance or ANCB.

**CPAP outcome 4: An efficient and sustainable system for the management of free, fair and transparent elections is set up**

After the institutional framework set by the 1990 Constitution demonstrated numerous shortcomings,<sup>41</sup> a 1995 law created the Autonomous National Electoral Commission (CENA)<sup>42</sup> on general rules governing elections in Benin.<sup>43</sup> The commission has since managed three presidential, one municipal and three legislative elections. The political and financial weaknesses of CENA became apparent on the eve of the presidential elections of 2001 and 2006. This threatened the foundations of Beninese democracy, the saving of which required resource mobilization and management. The expected result relating to inputs into the electoral system was that a sustainable, transparent, free and fair system of elections be set up.

UNDP mobilized and successfully managed donor<sup>44</sup> resources for the 2006 presidential elections, as confirmed to the ADR mission by the government and the donor community. As a result, CENA has amassed competence on the

**Table 12. Projects related to CPAP outcome 4**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
Presidential Elections of 2006	National	DEX (CENA)	7,000,000
Support to Political Parties 2006	National	DEX (National Assembly)	–
Legislative Elections of March 2007	National	NEX / CENA	1,184,000

Source: UNDP, Benin Briefing Note, February 2008.

41. See Benin NDI final quarter report, 'Benin: Support for Presidential Elections' (01377), 2001, available online at [www.usaid.gov/bj/democracy/p-ndireportoctober](http://www.usaid.gov/bj/democracy/p-ndireportoctober).

42. Commission Électorale Nationale Autonome.

43. Section 36-1; see also section 46 of Law number 2000-18 of 3 January 2001.

44. Denmark, the European Union, The Netherlands, and the UN system.

electoral process and on the utility of protecting election equipment for future use. In addition, CENA is in the process of instituting a permanent computerized electoral register to help contain the cost of organizing elections.

However, the forgoing successes do not remove the weakness of institutional design: CENA is dependent on state funding for operationalization of all its activities. Mobilization and management of resources by UNDP saved CENA in the recent past; it is now a feature of the institutional landscape and the democratic gains made by Benin since the 1990s. CENA also compels the government to internalize the fact that elections constitute a vital democratic tool, are tied to sovereignty and require resources of the State.

#### **Key factors affecting UNDP contribution to this CPAP outcome**

*Strategic positioning (appropriate role and partnerships):* UNDP has been designated by the donor community as a leader in supporting Benin's electoral process. The community of donors unanimously agreed that UNDP was successful in its role in the 2006 and 2007 election processes in mobilizing more than \$8 million from Belgium, Denmark, the European Union, The Netherlands, the United States of America and The World Bank.

The 2004–2006 CPAP outcome of “an efficient and sustainable system for the management of free, fair and transparent elections in place” was removed from the 2007–2008 CPAP. However, support was given to the 2006 presidential and 2007 legislative elections. The evaluation team has not discovered an explanation for this situation.

*Relevance:* Free and transparent elections since the 1990 National Conference projected Benin onto the international scene as a democratic country. Support to CENA for the management of the 2006 and 2007 elections was still necessary to help consolidate this reputation. Through

UNDP support to CENA, the presidential elections were held in time and constituted a third peaceful, free and transparent changeover of political power. Since the 2007 legislative election, Benin also has a National Assembly comprised of more than 15 political parties.

*Sustainability:* CENA election costs are now reduced through the preservation and use of non-perishable election materials such as ballot boxes and computers. However, the problem of reliance on the executive for funding, an apparent fatal design flaw, remains. The recourse of mobilizing donor resources to finance elections is not sustainable. UNDP assistance in 2006 was not effective in resolving this long-term weakness. A sustainable strategy would be to enable CENA to marshal independent funds. While the executive remains as constitutionally powerful as it is, there is no guarantee that dependence on the mobilization of funds by donors for the institutionalization of its electoral system is a sustainable strategic option for democracy in Benin.

#### **CPAP outcome 5: Genuine involvement of local authorities and civil society, particularly women's groups, in local planning and management, including provision of basic social services**

Reaching this outcome depends on the existence of an enabling framework for decentralization and the empowerment of women. Decentralization in its current form commenced in 1999. In the Borgou prefecture, UNDP sought to attain this outcome through enabling the creation of a comprehensive decentralization framework. This was done in 2003 via partnerships with the Government of Benin, the Belgian Survival Fund (BSF) and the United Nations Capital Development Fund. The result of these partnerships, the 2003–2007 ADECOI project (see Box 2), which supports municipal development in Borgou, is coming toward the end of its first phase.

Even if funds allocated to councils by the central government remain extremely limited,<sup>45</sup> the ADECOI project experience, boosted by local

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45. These amount to 1.8 percent of the state budget, according to the minister in charge of decentralization and local development, 18 March 2008.

**Table 13. Projects related to CPAP outcome 5**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
ADECOI (2003–2007)	National	NEX / Ministère de la Décentralisation, de la Gouvernance Locale, de l'Administration et de l'Aménagement du Territoire - Unité d'Appui Conseil	5,854,521
Local Development and Support to Alibori Communes (Local Development and Support to Alibori Communes, <sup>46</sup> 2005–2008)	National	NEX / APIDA	3,761,488

Source: UNDP, Benin Briefing Note, February 2008.

councils, has inspired the central government to generalize a number of tools that are vital for nationwide local development. ADECOI also seems to have enhanced the attainment of several unexpected results that have benefited all of Benin. Results include:

- ADECOI raised the appreciation of technical staff within councils, leading the Government of Benin to pass an order instituting this service in all local authorities;
- Council development plans are now a common and mandatory tool in the 77 councils of Benin. The minister in charge of decentralization confirmed to the evaluation team that even the autonomous Cotonou City Council now works with a plan. Mayors of councils within the project area have noted that they have a head start over other councils in the implementation of decentralization for poverty alleviation, largely due to the fact that they each started and based their activities on a council development plan;
- The Municipal Development Support Fund<sup>47</sup> experience and potential have inspired a soon to be created National Council Development

Support Fund, for which the state is providing CFA 5 billion and the EU 3 billion;<sup>48</sup> and

- According to the Minister of the Ministry of Administrative and Institutional Reform (MRAI)<sup>49</sup>, ADECOI is the first Benin project where donors have channelled earmarked aid through the national treasury, and that these resources have been disbursed and used in the target area together with counterpart funds to the satisfaction of all.

Though this process would benefit from faster disbursement of funds, the lesson drawn from this experience is the usefulness of partnerships in clearly drafted conventions and their respect by all parties concerned. This would require harmonizing donor funds disbursement procedures and better staffing of the state treasury.

Most important with regards to vulnerable groups, initiatives piloted by ADECOI have involved councils, civil society and women in social and productive activities, such as PMF. There is evidence that PMFs enable women to

46. Projet de Développement Local et d'Appui aux Communes de l'Alibori.

47. Fonds d'Appui au Développement Communal.

48. Per a declaration from the minister in charge of decentralization of Benin and the EU Resident Representative during the evaluation mission.

49. Ministère de la Réforme Administrative et Institutionnelle.

**Box 2. Support to Municipalities' Development and Self-Help Project in Borgou (ADECOI): Improving wellbeing by fostering governance and local development through decentralization**

The UNDP/UNCDF ADECOI project, with additional funding from BSF, effectively improved wellbeing by fostering governance and local development with the active involvement of the population through a comprehensive decentralization package.

Benin is a centralized democracy governed by deconcentrated and decentralized authorities since 1999. Deconcentrated authorities (prefectures) are headed by Prefects who represent the state. A number of decentralized local councils, headed by elected mayors, comprise the prefectures. Borgou, covering a surface area of 25,415 square kilometres, is one of 17 prefectures. It has a population of some 571,836 inhabitants, and 48.5 percent of its households are poor. Illiteracy levels here are high, and the vast majority of the population is primarily involved in subsistence farming.

The first four-year phase of ADECOI, 2003–2007, benefited from joint funding of \$5,854,521, provided by BSF, the Government of Benin, UNCDF and UNDP.

Through local-authority driven development, the project aims to support the decentralization process for poverty reduction and sustainable improvement of wellbeing of the people in seven 'ordinary' councils of Borgou. The stakeholders are the central administration, deconcentrated and decentralized local authorities, civil-society and private-sector and a Parakou-based multi-disciplinary unit that is working in support of project execution.

Another ADECOI component aims to assist councils in building capacity to lead local development for wealth creation. This component provides funding for grassroots, municipal and inter-council income-generating initiatives. For this purpose, the project developed three tools under its Local Development Fund: the "Fonds de Développement Socio-Communautaire," a council development support fund; the Grant Support for Local Initiatives (Subvention d'Appui aux Initiatives Locales), including microcredit; and the "Fonds Inter-Communal."

process their produce much quicker, leaving time for children to go to school while women embark on sales, farming or other income-generating activities they were previously unable to undertake. The capacity of councils to plan activities that promote local economy is a benchmark that allows ADECOI to be considered an example of good practice that will improve during its second phase—despite weaknesses identified by the 2007 UNCDF evaluation, which addressed the involvement of women in council decision-making and the integration of human rights.

**Key factors affecting UNDP contribution to this CPAP outcome**

*Strategic positioning (appropriate role and partnerships):* Local partnerships developed with UNCDF and the BSF allow UNDP/UNCDF to mobilize significant resources for the elaboration, implementation and monitoring of council

development plans. UNCDF brought in its expertise of decentralized and innovative participatory planning and management tools, while the BSF, through the standing memorandum of understanding it has with UNCDF, provided financial assistance for the reduction of household vulnerability to food insecurity. According to the ADECOI evaluation report, this partnership did not yield the expected results, as UNCDF contribution, in adapting its approach to the Benin context, put less emphasis on establishing conditions for good local governance and civic education. However, the report states, "despite the lack of a real food security strategy from the start, the various activities undertaken by ADECOI have contributed to clarifying the concept and to sensitize the population as well as local authorities ... The experiences can in the future contribute to developing a real vision of the role of the municipality regarding food security."<sup>50</sup>

50. Assessment of the ADECOI project. Final report, p.53, translated from French.

Even though UNDP did not participate in the capitalization workshop and only in one of several project board meetings, the strategic positioning of UNDP contributed to creating an enabling environment for the capitalization of good practices, allowing ADECOI results to be integrated in government policies at the national level.

**Relevance:** ADECOI was initially planned as an intervention to stimulate the decentralization process, which was affected by three main constraints: insufficient human, technical and financial resources; lack of effective transfer of competencies by the central government; and weaknesses of deconcentrated public services. ADECOI subsequently added interventions targeting poverty and food security. Not only do these sectors constitute government priorities, but ADECOI also demonstrated the successful linkage of these sectors in one administrative unit and then nationwide generalization. ADECOI did so through:

- Relationship management, catering for coordination difficulties through partner alignment at council, prefectural and central levels. Failure to do so in decentralization and local development endeavours in centralized systems often impinges on effectiveness;
- Knowledge management through performance monitoring, evaluation and reporting, as is evident from its journal. This has facilitated inter-council dialogue and served all partners as a source of information for diverse purposes.

**Effectiveness:** Effectiveness was assured through careful strategic management. ADECOI appears to have been designed with the three components necessary for the successful implementation of decentralization, and with local development in mind. It should be noted, however, that improvement in effectiveness will need efforts directed at local governance, particularly at consolidating and reinforcing economic development capacities.

**Sustainability:** Although the ADR team did not have the opportunity to review the second phase of ADECOI (named PA3D), sustainability is already partially addressed through the government's commitment to nationally generalize three main project results: mandating a technical staff service within local councils; mandating the use of council development plans; and creating the National Council Development Support Fund.

**Efficiency:** The ADECOI project design and implementation addressed not only the allocation of financial resources, but also the procedure for their disbursement through the national treasury. However, the speed with which requested resources have been disbursed through this operational set-up, despite improvements during 2007, remains a problem. Future donor harmonization of procedures that tie resource mobilization to time would remove this setback.

#### **CPAP outcome 6: A more efficient, transparent and accountable public administration**

Public administration was marked by underperformance due to weaknesses in coordination, absence of accountability, corruption,<sup>51</sup> and an imperfect electoral system. In order to address these major threats to the development of Benin, the government signed a memorandum of understanding with the APRM in March 2004. This agreement confirmed the commitment of Benin's political authorities to observe principles of democracy and good political, economic and enterprise governance, and was made to both the Beninese population and the international community.

Performance of public administration, particularly in absorption of aid, is still very weak. According to the December 2007 Social Watch report,<sup>52</sup> the rate of execution of budgeted capital expenditure reached 21.2 percent at the end of June 2006, and that of current expenditure, 40.4 percent. Good governance constitutes a prerequisite for an efficient absorption of aid, while the fight against corruption should

51. The 2004 Transparency International index ranks Benin as the 77th most corrupt country of 145 polled in that year.

52. Social Watch, 'Third Alternative Report on MDGs', December 2007.

**Table 14. Projects related to CPAP outcome 6**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
African Peer Review Mechanism (2005–2007)	National	DEX	1,200,000
Support to Administrative and Institutional Reform (PARAI, 2007–2008)	National	NEX / MRAI	470,000
Strengthening of Women’s Participation in Public Affairs (PARPF, 2007)	National	NEX / Ministry of the Family and the Child	150,000

Source: UNDP, Benin Briefing Note, February 2008.

represent one of the most powerful vehicles for reversing poor economic performance and addressing the failure of development policies.

Between 2005 and 2007, UNDP planned and implemented three projects to support a more efficient, transparent and accountable public administration: APRM, Support to Administrative and Institutional Reform (PARAI<sup>53</sup>) and Support to the Consolidation of Democracy through the Strengthening of Women’s Representation in Decision-Making Bodies and Public Policy (PARPF).<sup>54</sup>

But UNDP contribution to this outcome started before 2005, through advocacy activities and studies conducted by the UNDP Subregional Resource Facility (SURF). In 2004 and 2005, UNDP, in partnership with MRAI, undertook a series of activities aimed at:

- Supporting cross-cutting and sectoral administrative reforms through inter-ministerial coordination and national capacity for better coordination of public activities;
- Fighting corruption through the moralization unit, housed at the Presidency of the Republic and charged with the fight against corruption; and

- Supporting the General Secretariat of the Presidency.

On cross-cutting and sectoral administrative reforms, the 2004–2005 revision of legal instruments governing coordination saw an improvement in inter-ministerial coordination involving civil society. This revision resulted in the creation of the Administrative Reform Steering Committee and the Administrative Reform National Steering Committee, which include the Secretary Generals of all ministries in their membership. The function of these structures has improved through UNDP interventions and training on how best to play these roles. Activities were suspended in 2006.

In 2007, the PARAI project was approved under the NEX modality with MRAI as the executing partner. Anticipated results focused on institutional reform. However, all results linked to the fight against corruption in previous UNDP interventions disappeared from the programme. After eight months of activity, PARAI completed the diagnosis of the Beninese institutional environment and identified quick-win activities targeting key national institutions. The evaluation team found that effective coordination of PARAI is lodged with UNDP instead of the national partner.

53. Projet d’Appui à la Réforme Administrative et Institutionnelle.

54. Projet d’Appui à la Consolidation de la Démocratie à Travers le Renforcement de la Représentation des Femmes dans les Instances de Prise de Décision Publique et Politique.

Due to a scheduling conflict with work on municipal elections, the evaluation team was unable to meet with the national focal points of interventions touching on transparency and corruption, or the focal points of interventions supporting the General Secretariat of the Presidency. Literature review did not allow the evaluation team to assess the level of achievement in these areas. Between 2004 and 2007, activities initiated to ensure that an evaluation system for both “performance and public service is set up” and “regular audits of public administration are undertaken” did not attain these goals.

Benin was the first Francophone country to join the APRM at its 2005 start-up. UNDP support to the APRM process suffered from difficulties during its initial phase. These included unclear roles and responsibilities of the members of the independent commission in charge of APRM implementation, low mobilization of key council-level contacts, and inadequate understanding of APRM philosophy and principles by commission members. The Benin Country Evaluation was conducted in 2006, validated in 2007, and published in January 2008. As a result of this exercise, Benin received an award of CFA 1 billion to conduct projects aiming at improving governance. Although this project is not directly linked to the indicators retained for this outcome, projects identified through the governance action plan as part of the APRM exercise could do much to improve performance, transparency and accountability.

Pursuing the empowerment of marginalized groups, particularly women and their participation in local planning and management, UNDP sought to build the capacity of women of Cotonou, Parakou and Porto-Novo through PARPF, a pilot project in leadership training, representation and participation in public life. An indicator of success will be the number of women from these three towns who are voted into the various councils after the April 2008 municipal elections. As discussed below, this project’s tie to CPAP Outcome 6 is somewhat awkward.

#### **Key factors affecting UNDP contribution to this CPAP outcome**

*Strategic positioning (appropriate role and partnerships):* At a time when governance is at the centre of international development-aid discourse, activities prior to and during the PARAI project responded to a national and international focus. However, the 2004–2007 strategy towards the reinforcement of the public administration has been largely ineffective in relation to set results. The identification of expected results, lodged at two levels (MRAI and the Presidency of the Republic), portrayed an operational vision where success depended on effective coordination. This effective coordination was designed to be lodged at UNDP Benin, with little influence over the presidency or MRAI.

UNDP abandoned its contribution to the fight against corruption in 2006, and its support to the implementation of institutional reforms has yet to make any progress in sectoral ministries. The partnership with MRAI in its current configuration is ineffective. The focal point should be located at a higher level, which does not exist. Since the beginning of 2008, UNDP has been conducting advocacy activities to review the overall mechanism of institutional reform in order to identify the proper locus of leadership in the government.

*Relevance:* According to the 2007 APRM Benin Country Report, the Beninese population “unanimously” considered that corruption in public administration had already attained the status of culture and an instrument of governance. The APRM also noted that the country assessment did not reflect on the present government, thus constituting an opportunity for the government to carry out reforms based on an updated audit of governance. The UNDP contribution to this process is highly relevant, and it is anticipated that the Country Programme Document 2009–2013 will harmonize its governance programme with interventions to be identified in the National Governance Action Plan. Activities prior to and during the PARAI project were directed at the same target, but

from a more operational perspective. Parts of PARAI could have been redundant with APRM, particularly the diagnosis of the institutional environment. The evaluation team suggests that, by the end of the CPO 2004–2008, the PARAI should be revised and should take over the APRM legacy.

**Responsiveness:** UNDP has been quite flexible in providing answers to occasional or non-project requests from ministries, especially in interventions directed at improving their performance. However, capacity development, through UNDP technical assistants appointed in ministries may become more confusing than constructive if it is not designed from a holistic perspective that encompasses the entire public administration. In the context of this particular outcome, UNDP responsiveness could then produce the reverse effect of diluting the leadership required to effectively carry out institutional reform.

**Efficiency:** Out of 10 outcomes identified in the 2004–2006 CPAP, this was the only one that remained unchanged after the mid-term review. Indicators used for the outcome show a CPO pursuing results through limited and insufficient interventions (mostly SURF activities) and projects with multiple objectives that are loosely linked to the CPO. By this it would appear that project planning was based more on opportunities that arose during the programme life rather than on a systematic exercise, where projects are designed as necessary components of a global development result or outcome.

#### **4.1.2 UNDAF OUTCOME #2: SUSTAINABLE FOOD SECURITY IN AN HEALTHY ENVIRONMENT CONDUCTIVE TO PRODUCTION**

Contrary to the sub-architecture designed to support the previous UNDAF outcome, only one CPAP outcome contributed in the achievement of this second UNDAF outcome. The UNDP contribution, as measured by its current performance indicator, exceeded the UNDAF outcome in

contributing to the achievement of highly strategic results at the central level. However, as of 2007, UNDP contribution only partially met the UNDAF performance indicator by not reaching the implementation point of local development plans.

#### **CPAP outcome 7: Increased capacity of local authorities and communities (particularly women) and private sector in the management of the environment and sustainable energy development**

Benin is among the least developed countries vulnerable to climate change. Such vulnerability bears risks to poverty reduction. Particular climate change challenges include increased sea level (which threatens to submerge parts of Cotonou and Grand-Popo), water quality degradation, and desertification. In the densely populated south and in north-west Atacora, major threats include soil erosion, degradation and increased salinity. All have major consequences for agricultural activities and food security.

In 2005, the Environmental Sustainability Index ranked Benin 63rd out of 117 countries and 7th out of 13 West African countries. Despite the country's relatively rich biodiversity, environmental conditions have rapidly deteriorated. Similarly, natural resources continuously decreased over the last 30 years. Forestry surface per capita also dropped from 1.63 in 1980 to 0.87 in 1995, and could reach 0.29 in 2025, if current trends persist.<sup>55</sup> In coastal zones, 38 percent of ecosystems are threatened by various facilities and waste discharge.

In the 2008 assessment of its programme in Benin, GEF concluded that the political will needed to reverse this trend exists. In addition, civil society is aware of environmental issues, and GEF support is perceived as key to facing such challenges.

The UNDP environment programme was twofold. It provided support to policy development at the central level and to decentralized management of the environment and stakeholder empowerment

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55. Global Environment Facility, 'Country Portfolio Review', Benin, preliminary report, February 2008.

**Table 15. Projects related to CPAP outcome 7**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
Niger River Basin, Benin component (2004–2009)	Regional	NGOEX	2,000,000
New Rice for Africa 1, 2 and 3 (2005–2008)	National	NGOEX	1,200,000
Support to the Implementation of National Environmental Management <sup>56</sup> (2004–2008)	National	NEX / MEPN	800,000
National Action Plan for Adaptation to Climate Change (2005–2007)	National	NEX / MEPN	200,000
Arid Zones (2006–2009)	National	NEX / MEPN	600,000
Self-Evaluation of National Capacities to Reinforce Global Environment Management <sup>57</sup> (2006–2008)	National	NEX / MEPN	250,000
Microfinance Programme of the Global Environment Facility <sup>58</sup> (2006–2010)	National	AGEX	400,000 (per year)
2nd Communication on Climate Change (2007–2009)	National	NEX / MEPN	480,000

Source: UNDP, Benin Briefing Note, February 2008.

at the local level. Environmental concerns have progressively risen in importance for the UN system, culminating in a programme revision. Following the mid-term review of the 2004–2008 CPAP, environment ceased being a cross-cutting issue subsumed in the poverty programme and became a programme in itself. Among results attained in the course of the CPO period were:

- At the policy level, the “greening” of the GSPR was completed; sectors vulnerable to climate change were identified and strategies

to protect them were adopted; studies were completed (e.g., economic and financial costs of environmental degradation); and forums and consultations were organized for climate change and land reform;

- At the local level, 12 environmental profiles and Local Environment Development and Management Plans<sup>59</sup> were developed with local authorities and the populations of Borgou and Alibori; 12 small projects aiming at protecting the global environment received

56. Projet d'Appui à la Mise en œuvre du Programme National de Gestion de l'Environnement.

57. Auto-Evaluation des Capacités Nationales à Renforcer pour la Gestion de l'Environnement Mondial.

58. Programme de Microfinancement du Fonds pour l'Environnement Mondial.

59. Plans Locaux d'Aménagement et de Gestion de l'Environnement.

funding from the Microfinance Programme of the Global Environment Facility (PMF–GEF); and

- At the capacity-building level, the planning and monitoring capacities of the Ministry of the Environment and Protection of Nature (MEPN)<sup>60</sup> were improved; the GSPR greening monitoring unit was trained; and more than 2,500 women and members of grass-roots organizations in Borgou and

Alibori were trained on, and now use, improved cooking stoves.

In terms of training, some results were unexpected, such as the training of Borgou authorities on the greening of Council Development Plans and of local journalists as information relays on environment-related matters.

Despite the apparent ease identifying the results of UNDP interventions in the environment

**Table 16. UNDP environmental initiatives in Benin, 2004–2007**

Project	Focus
2004: Support to the Implementation of National Environmental Management (UNDP funds)	Decentralization
	(i) Natural resources management through communal environment profile
	(ii) Preparation of Local Environment Development and Management Plans
	(iii) Reforestation
2005: National Action Plan for Adaptation to Climate Change (GEF funds)	(iv) Energy management at the household level
	Central level
	(i) Identification of priority activities to face consequences of climate changes
	(ii) Preparation of a National Action Plan of Adaptation to Climate Change
2006: Self-Evaluation of National Capacities to Reinforce Global Environment Management (GEF funds)	Central level
	(i) Diagnostic of national capacities for the management of international conventions related to biodiversity, climate change and desertification
	(ii) Development of a strategy and action plan to reinforce national capacities
2006: Arid Zones (Drylands Development Centre and GTZ funds)	(i) Central and local levels – greening of the GSPR
	(ii) Decentralization – support to pilot projects for the development of arid zones
2006: PMF–GEF (GEF funds)	Decentralization – support to small environmental projects
2007: 2nd Conference on Climate Change (GEF funds)	Central level

60. Ministère de l'Environnement et de la Protection de la Nature.

sector, the rationale of UNDP contribution could be confusing. With the exception of the regional project of Niger River Basin and the experimental New Rice for Africa project on rice hybridization funded by Japan, UNDP contribution to environmental management is presented in Table 16, in chronological order of project approval.

These projects are all closely linked. For example, as of April 2008, the Arid Zones project is still managed by the accountant from the ‘Support to the Implementation of National Environmental Management’ project. The rationale for locating the greening of the GSPR under the Arid Zones project is not immediately clear without considering the timing of its approval, the concomitant finalization of the GSPR and the funding constraints imposed by the project format.

Another method of distinguishing between these projects is to take into consideration the source of funding. Apart from micro-projects, GEF funds are channelled at the central level. UNDP funds, including those of the Drylands Development Centre, are decentralized at the local level.

UNDP-funded projects seem more in line with the expected outcome of “increased capacity of local authorities and communities (particularly women) and the private sector: environmental management and sustainable energy development.” In 2006, this outcome was revised to “better conservation of resources, including flora, fauna and fisheries.” This change coincided with the strengthening of the UNDP–GEF partnership. Nevertheless, the contribution of UNDP to attaining the revised outcome is harder to discern.

#### **Key factors affecting UNDP contribution to this CPAP outcome**

*Strategic positioning (appropriate role and partnerships):* With the exception of Japan-funded New Rice for Africa, GEF contributed to the bulk of UNDP projects portfolio during 2004–2008. GEF also contributed to strengthening the UNDP Benin focal point and enhancing country office capacity to deliver better quality support for central and local stakeholders in the sector.

One of the fundamental roles of UNDP, as perceived by the country office environment focal point, was to conduct negotiations for the mobilization of funds. UNDP succeeded in doing so with GEF, which increasingly mobilized funds during the CPO period.

Through the Drylands Development Centre, a partnership was also established with GTZ. This partnership allowed UNDP to mobilize additional funds from GTZ for the PAMO project, and from the International Land Coalition for the Arid Zones project. These partnerships may have influenced the UNDP programme with their own objectives.

At both central and local levels, UNDP played a strategic role in creating an enabling environment for the sustainable management of natural resources, environmental policy, environmental auditing, and Local Environment Development and Management Plans serving as funding frameworks. UNDP also played an important role in demonstrating to both the government and local population—especially through the greening of the GSPR—that ecology and the economy are compatible. Consequently, not only can greening initiatives be translated into concrete actions (through PAMO or PMF), but also these initiatives can represent an effective means of creating jobs and generating income at the local level.

In order to reinforce its local presence in 2008, UNDP is developing partnerships with ADECOI local personnel, the United States Peace Corps and UN Volunteers. The plan is to expand these partnerships during the next UNDAF Country Programme Document period to integrate, when and where applicable, issues and activities relating to the environment in the UNDP projects portfolio.

*Relevance:* The international community not only acknowledges the strong link between environmental degradation and poverty, but also increasingly considers it to be one of the most challenging issues of the 21st century—one that

may result in major human, social and economic turmoil. The greening of the GSPR was a major UNDP accomplishment in linking the environment with the MDGs and growth for poverty reduction. The main question about relevance is that of the number of simultaneous projects in operation, which impose severe administrative constraints on the MEPN. Although new project ideas—such as Sacred Forest, Micro-hydro, Grand Pana and Pendjari Natural Park—should mobilize nearly \$20 million in the coming years, there is no guarantee that combined with current UNDP projects they will significantly contribute in the operationalization of the greening of the GSPR, which should be the core of the UNDP environment programme.

**Responsiveness:** All projects were elaborated by the MEPN, to which UNDP acted as adviser, quality monitor, liaison between donors and MEPN, and broker. The MEPN perceives UNDP as a privileged and highly valuable partner, and regards UNDP interventions as fully adapted to national needs. A key finding of a recent GEF evaluation is that “UNDP is the executing agency with the most GEF projects in its portfolio in Benin, and various exchanges of the GEF evaluation team with actors directly or indirectly linked to the GEF projects’ portfolio in Benin attest that the UNDP approach is the most appreciated and seemingly, the best coordinated.”<sup>61</sup> Unfortunately, the evaluation team did not have the opportunity during the mission to validate this central perception with decentralized or local stakeholders’ views.

**Effectiveness:** The environment programme is a clear example of good practice in mobilizing the UNDP network and regional human resources to reinforce national effectiveness. The country office environment focal point maintains close and regular relations with the UNCDF and GEF offices in Dakar. The latter acts as the environment SURF and regroups specialists for each set of environ-

mental themes covered by the Benin programme. The speed of communications has increased since the GEF office was decentralized in Dakar. It now provides support in project design, an annual capacity-building training session in Dakar, counsel and monitoring, special thematic studies, and support in identifying experts required by projects. The effectiveness of the environment programme has also been enhanced by the focal point’s regular participation in an Internet-based network of good practices relating to the environment.

**Sustainability:** The GEF evaluation report indicated that environment projects in Benin entail activities that, while enabling, are insufficient to guarantee sustainable development in the long term. According to a UNDP-supported self-assessment by MEPN project director and managers, the ministry can be considered autonomous in the area of reforestation. However, MEPN still needs technical and financial support for the management of desertification (Arid Zones), clean development mechanisms, climate change projects and an environmental database. Apart from this support, which UNDP should continue to provide, sustainability will require a change in the MEPN attitude. MEPN should become more proactive in identifying, planning and budgeting for the continuous and strategic improvement needs of its technical and managerial staff.

**Efficiency:** Despite recurrent delays in fund mobilization, UNDP succeeded in realizing most of the activities identified in various projects’ AWP. Note, however, that ‘activity’ does not mean result, and that AWP do not establish a clear link between the two concepts. For example, in the 2006 National Action Plan for Adaptation to Climate Change (PANA)<sup>62</sup> AWP, the CPAP outcome is “better conservation of resources, including flora, fauna and fisheries,” using the indicators of tree-cover degradation rate and the percentage of fishermen using prohibited fishing

61. Rapport d’Évaluation du FEM, 2008, page 80. The translation of the quotation from French to English is that of the ADR team.

62. Projet d’élaboration du Programme d’Action National d’Adaptation aux Changements Climatiques.

gear. Main activities are related to the preparation of the PANA document. The 2006 PAMO AWP uses the same outcome indicators, with greening of the GSPR as the first activity, which is one of the results expected from the Arid Zones project. The UNDP environment programme exemplifies the need to review planning and monitoring tools used by country office programme managers, and make the tools congruent to an effective results-based management approach. The NEX Unit personnel should also benefit from the exercise.

## 4.2 HEALTH AND EDUCATION

### **National objective: reduce maternal and infant mortality rates, improve on all health indicators and promote access to education**

The UNDP architecture of interventions should, similar to a mathematical or logical model, possess the essential quality of elegance. This is not the case where shaky architecture seems to assume that one outcome—increased awareness—will result in changes to maternal and infant mortality rates or indicators of health and education (see Table 6). When combined with the UNDAF contributions of other UN agencies, UNDP could have played a second, but most probably third or figurative role in supporting this national objective. In light of the effective results produced by UNDP intervention in matters of human rights (see section 4.2.1), UNDP may have contributed very little to this national objective. If UNDP needs to rationalize its activities in Benin or reduce dispersion of its portfolio, then the CPAP outcome should be realigned to provide more support to another national objective, such as the rule of law and liberties.

#### **4.2.1 UNDAF OUTCOME #3: INCREASED USE OF SOCIAL SERVICES**

Through its support to the National Policy for the Promotion of Human Rights, UNDP directly contributed to the UNDAF objective, considered here as an expected outcome: “An enabling legal environment for the promotion and protection of human rights, especially those of women and children.” However, this contribution has been weak and lacking in sustainable results.

The primary factors that explain this can be found in UNDP relevance and responsiveness: UNDP designed its intervention as an experiment and, on a narrow basis, for demonstration purposes at a decentralized level. Initially planned to operate for four years, the experiment was abandoned after the first two. This abandonment left unfinished activities and no assets that could be generalized. The Ministry of Justice, the UNDP partner, considers the relationship to constitute a good partnership; however, the Ministry believes that UNDP may not have given enough consideration to this project. The Ministry also favoured a partnership at the decentralized level rather than at the central level where UNDP had repositioned its support.

#### **CPAP outcome 8: Increased awareness of human rights, particularly at the community level**

Manifest human-rights abuses in Benin during the ADR period were largely related to the slow system of justice (there are only 140 judges for all of Benin) and in the domains of child abuse, child labour, child trafficking and domestic violence, especially in the Alibori and Donga regions. UNDP set out to create human-rights awareness at the grass-roots level in the Prefecture of Alibori.

The review conducted by the evaluation team covers only one project, the National Policy for the Promotion of Human Rights. The Popularization and Promotion of Human Rights project was executed through Social Watch, and the approach adopted was based on principles of inclusion, participation and accountability. This approach was applied during consultations, workshops and presentations leading to the preparation and finalization of the GSPR. The approach is currently used for the preparation of MDG annual reports. The project addressing legal capacities of the poor is coordinated from UNDP headquarters in New York through the Commission of Legal Empowerment of the Poor. Benin is one of the 25 countries targeted by this project, and four national consultations are planned. UNDP Benin is not directly involved in this intervention.

**Table 17. Projects related to CPAP outcome 8**

Project	Type	Execution modality / Executing partner	Estimated budget
National Policy for the Promotion of Human Rights (2004–2006)	National	NEX / Ministère de la Justice, de la Législation et des Droits de l’Homme	–
Popularization and Promotion of Human Rights (2005–2008)	National	NEX / Social Watch	–
Enhancing the Legal Capacities of the Poor (2006–2008)	National	AGEX	–

In 2004, the creation of human-rights clubs in schools and relay groups in six of the Alibori councils started the process of sensitization to basic human rights concepts. In 2006, UNDP froze the support to the project on grounds that, as a matter of policy, human rights had become a cross-cutting theme.

By the end of the first phase of the project, there was a provision for securing legal aid to at least 100 human-rights abuse victims who could not afford counsel or other redress. At the time UNDP called the project off, only 20 victims had benefited from legal aid. Available resources were well managed during the first two years of the support project. The Government of Benin took an interest by programming counterpart funds in 2007. However, because these resources were not absorbed due to the UNDP change of approach, the budget line for the project was withdrawn in 2008. The human rights action plan is yet to be finalized. UNDP financed the elaboration of a strategic plan for the protection and promotion of human rights, but because of the premature end of the project, implementation has yet to commence.

This cross-cutting subject should be reflected in all UNDP development cooperation interventions. However, the evaluation team found no clear-cut leads by which to assess UNDP contribution to human rights awareness in Benin.

#### **Key factors affecting UNDP contribution to this CPAP outcome**

*Strategic positioning (appropriate role and partnerships):* The contribution of UNDP started before 2004 when, through a specific activity, UNDP supported the Ministry of Justice and Human Rights in the preparation of a national action plan for the promotion and protection of human rights. The purpose of this support was to streamline and coordinate the activities of donors in support of human rights. Although the Belgians, the Danes and the European Union are the major donors in the sector of justice and human rights, UNDP input during the project life (2004–2006) was more appreciated by the ministry. This is based on the perception that regional-level support produces more perceptible results than national-level support, where other donors concentrate their activities.

Following the mid-term review of the CPAP, the outcome was revised in the annual results reports of 2006 and 2007 into “human rights, particularly those of vulnerable groups, are better respected.” Those reports present activities conducted in the sector. The evaluation team notes, however, that by 2006 the national project for the promotion of human rights was shut down due to mainstreaming, and that the February 2008 UNDP Briefing Note on Benin does not list any projects related to human-rights promotion or protection.

**Relevance and responsiveness:** While the ministry perceived decentralized activities on human rights as the most positive aspect of the UNDP intervention, the UNDP Benin perspective was that it was more justified to concentrate strategic thinking at the national level rather than support decentralized operational activities. Consequently, the human-rights component moved from the Programme Division to the Strategy, Policy and Evaluation Division in the UNDP Benin structure. The evaluation team does not have enough information to formulate a clear statement on UNDP contribution relevance and responsiveness after 2006.

**Effectiveness:** The expected outcome of the “existence of a plan of action, the number of needy persons granted legal aid and the speed with which justice is dispensed” was not accompanied by a corresponding and effective implementation strategy. UNDP effectiveness would appear to have been seriously compromised by mainstreaming human rights at the country level as a matter of policy in favour of the cross-cutting approach, and the resulting mid-stream abandonment of an ongoing project. The consequence is that to date, there is no operational plan of action. In addition, the project was prematurely terminated and the implementation of human-rights awareness as a cross-cutting theme still awaits feasible indicators of value and attainment. The evaluation

team was not made aware of any current strategy aimed at accelerating the pace with which justice is dispensed.

### 4.3 HIV/AIDS, MALARIA AND TUBERCULOSIS

**National objective: Fight against HIV/AIDS, malaria and tuberculosis**

#### 4.3.1 UNDAF OUTCOME #4: STRATEGIC ANTI-AIDS AND ANTI-MALARIA PLANS IN OPERATION, AND NATIONWIDE EXTENSION OF THE TREATMENT OF TUBERCULOSIS

**CPAP outcome 9: Strengthened Institutional capacity to plan and implement multisectoral strategies to curb the spread of HIV/AIDS and to mitigate its social and economic impact**

Random surveys carried out in early 2000 show an AIDS prevalence incidence of 4.10 percent.<sup>63</sup> The prevalence was attributable to generally inadequate sex education, denial about the reality of HIV/AIDS, poverty and lack of effective control of the disease. The demographic and health survey of 2006 estimates HIV/AIDS prevalence in Benin at 1.5 percent. However, because the random survey and the demographic and health surveys adopted different approaches, this cannot be interpreted as a drop in HIV/AIDS prevalence. Moreover, UNDP managed the Global Fund to fight AIDS, Tuberculosis and Malaria in Benin until 2006, when in 2007 the

**Table 18. Projects related to CPAP outcome 9**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
Support to the Implementation of the National Strategic Plan for the Fight against HIV/AIDS and STDs, <sup>64</sup> Integration in GSPR (2004–2008)	National	NEX / CNLS	17,320,000

Source: UNDP, Benin Briefing Note, February 2008.

63. ‘Universities and HIV/AIDS in Sub-Saharan Africa: the Case of Benin’, available online at: <http://hivaidsclearinghouse.unescop.org>.

64. Projet d’Appui à la Mise en Œuvre du Plan Stratégique Nationale de Lutte contre le VIH/SIDA et les MST.

Government of Benin claimed and obtained management of Global Fund resources.

Within the framework of the Global Fund, UNDP was able to:

- Strengthen the technical capacity of laboratories handling HIV/AIDS data;
- Improve the rate of detection of tuberculosis patients;
- Increase the number of persons using anti-retroviral drugs;
- Strengthen the prevention of transmission from mother to child;
- Build the HIV/AIDS capacity of the Global Fund and civil-society personnel in Benin;
- Reduce the prevalence of false beliefs, stigmatization and discrimination against people living with HIV/AIDS;
- Increase the rate of persons going for voluntary screening; and
- Increase from 23 in 2005 to 47 in 2008 the number of associations of persons living with AIDS, and develop capacity in the multi-sectoral Benin Network of Associations of Persons Living with HIV/AIDS.

#### **Key factors affecting UNDP contribution to this CPAP outcome**

**Effectiveness:** The ADR team is unable to confirm that UNDP made a contribution towards reducing the level of prevalence of HIV/AIDS due to the inconclusiveness of baseline statistics and the total number of factors that contributed to the attainment of this outcome. Though activities for the period under review do not appear to specifically target the planned results (e.g., those that concern associations and persons living with HIV/AIDS), the realizations seem to have contributed to expanding HIV/AIDS information to many more households.

**Sustainability:** The positive contributions of UNDP seem to have gone into regression after the government obtained ownership and management of the Global Fund to fight AIDS, Tuberculosis and Malaria. The evaluation team

learned that procurement and tender procedures are now slow, that this impedes project implementation, and that there is no ownership of the results-based disbursement technique. However, the ADR team records that the responsibility of UNDP for this regression is mitigated by the premature, unilateral and abrupt withdrawal of the Global Fund and the transfer of management to the Government of Benin.

#### **4.4 RULE OF LAW AND SOCIAL DIALOGUE**

##### **National objective: Support the rule of law and liberties, a peaceful social climate, social dialogue and private initiative based on the orientations of government**

There is no UNDAF outcome identified to contribute to this national objective. The 2004–2006 CPAP identified one outcome, but it was abandoned in 2006 after the mid-term review of the CPO. This should not imply that UNDP did not contribute to the national objective. However, it is unsound to try to measure the extent of this contribution. It seems that this national objective could have been treated in three different ways: as a strategic leadership domain of the Resident Coordinator; as a cross-cutting objective; or as an indicator of UNDP global interventions. Data supports them all.

The government was able to define its orientations and design more structured activities, such as *gouvernance concertée* and priority projects, due in part to advocacy activities conducted by the Benin Resident Coordinator or UNDP professionals and to special studies conducted by SURF or other appointed experts through development service support funds. Consultations with private sector representatives figured in the Resident Coordinator agenda, and could result in more formal support from UNDP.

As a cross-cutting sector, this national objective was supported through activities such as:

- Support to the rule of law and liberties: interventions in favour of human rights and the National Assembly;

**Table 19. Projects related to CPAP outcome 10**

Project	Type	Execution modality / Executing partner	Estimated budget (US\$)
Support to the Implementation Strategy for New Information and Communication Technologies <sup>65</sup>	National	–	–

Source: UNDP, Benin Briefing Note, February 2008.

- Support towards peaceful social climate: interventions targeting job creation and elections; and
- Support of social dialogue: social watch and participatory planning and monitoring of GSPR and MDGs.

Social dialogue is one of the main contributions of UNDP to the development of Benin. It is also in this sector that UNDP was able to use its comparative advantages the most effectively, in particular its status as a trusted and neutral partner

and provider of unbiased advice to government, local authorities and civil society organizations.

**CPAP outcome 10: Use of new information and communication technologies to encourage decision-making attuned to the needs of the population**

This CPAP outcome is not linked with a UNDAF outcome, but is documented through CPAP Outcome 3: The National Assembly is modernized (e-parliament) and its capacities for representation, legislation and control of government action are strengthened.

65. Projet d'Appui à la Stratégie d'Implantation des Nouvelles Technologies de l'Information et de la Communication.