

## Chapter 3

# THE UN AND UNDP IN THE COUNTRY

### 3.1 THE UN IN THE COUNTRY

Benin joined the UN in September 1960 and has been an active participant in the organization and within the Africa Group, G-77, Le Groupe des Pays Francophones and The Non-Aligned Movement. More recently, Benin was a non-permanent member of the UN Security Council (2004–2005) and is currently a member of the Economic and Social Council (2006–2008). Benin is also the president of the UNDP Executive Board in 2008. The UN System is well represented in Benin by UN specialized agencies and funds. Table 4 lists the twelve members of the UN country team in Benin.

The CCA-UNDAF process started with the preparation of the first CCA in 1999. This document was prepared with a view towards streamlining the support provided by UN agencies, in order to more effectively meet the central challenges of Benin's development. The proposed UN common framework focused on basic social services, the environment, human rights, governance, employment and technical training, small and medium-size enterprises, and the private sector.

The second CCA was prepared during the Beninese Government Action Plan 2001–2006, at mid-term of the Interim PRSP, and while planning the PRSP 2003–2005. Initiated in September 2001 and finalized in January 2002, the second CCA established the analysis for the development of the UNDAF 2004–2008 that was approved in 2003. In line with the MDGs and national priorities expressed in the PRSP, the UNDAF was built around three strategic objectives:

1. The fight against poverty and food insecurity, and the protection of the environment;
2. Fair access to basic social services and the promotion of human rights; and
3. The fight against HIV/AIDS, tuberculosis and other diseases.

These strategic objectives were then translated into 10 outcomes. A mid-term evaluation of the UNDAF, planned for 2006, was postponed due to elections and the subsequent change in government. Carried out in 2007, the evaluation became a third CCA, leading the way for the preparation of a new UNDAF, harmonized with the GSPR.

**Table 4. Members of the Benin UN Country Team**

United Nations Development Programme	United Nations Children's Fund	United Nations Population Fund	World Food Programme	United Nations High Commissioner for Refugees	World Health Organization
Food and Agriculture Organization of the United Nations	The World Bank	International Monetary Fund	United Nations Educational, Scientific and Cultural Organization	United Nations Industrial Development Organization	Universal Postal Union

Source: United Nations Development Group ([www.undg.org](http://www.undg.org)).

## 3.2 THE UNDP PROGRAMME

### 3.2.1 CCF/CPO AND CPAP

UNDP cooperation with Benin began in 1962 and has continued through a series of country programmes. In 1996, the UNDP Executive Board approved the 'First Country Cooperation Framework with Benin 1997–2001'. The UNDP Executive Board subsequently extended the CCF for two years (2002–2003), in order to harmonize the programming cycle with other UN agencies in the country.

In 2003, a new Country Programme Outline for Benin 2004–2008 was agreed upon, followed by a country programme action plan. However, following a change in government and a related mid-term review of the UNDAF in 2007, the CPAP was revised to reflect the new environ-

ment and new authorities' priorities. Table 5 provides the evolution of the sub-programmes and goals for each of the programmes, including their extensions.

Programmes in the thematic areas of poverty and governance have been at the core of the country programme throughout the past decade. The theme of environment, once addressed within the poverty portfolio, was first addressed separately in the 2007 revision of the 2004–2008 CPO. At the same time, the theme of HIV/AIDS, which had benefited from Global Fund to fight AIDS, Tuberculosis and Malaria financing, was subsumed into the poverty portfolio. In the draft 2009–2013 Country Programme Document, environmental concerns, albeit treated as a cross-cutting sector, take a more important programmatic dimension. The document incorporates environ-

**Table 5. Evolution of recent country programmes and related sub-programmes/goals**

Programme	Sub-programmes and goals
CCF1 1997–2001	Poverty alleviation
	Promotion of good governance
CCF1 Extension 2002–2003	Poverty reduction
	Democratic governance
	New information and communication technologies
CPO 2004–2008 (A: CPAP 2004–2006)	Poverty reduction, food security, and environmental protection
	Equitable access to quality essential services and promotion of the protection of human rights
	HIV/AIDS, malaria, tuberculosis and other diseases
CPO 2004–2008 (B: CPAP 2007–2008)	Poverty
	Governance
	Environment
Country Programme Document 2009–2013	Poverty reduction through the acceleration of growth and the promotion of decent work
	Promotion of good governance and popular participation

**Table 6. Links between national objectives, and UNDAF and CPAP outcomes**

National objective	UNDAF outcome	CPAP outcome 2004–2006	CPAP outcome 2007–2008
By 2015, the proportion of the population living below the poverty line and suffering from malnutrition is reduced by 50 percent	Strengthened economic base through improved governance	<ul style="list-style-type: none"> <li>■ Poverty reduction strategies, including MDGs, are implemented using a participatory approach</li> <li>■ Greater employment opportunities for the poor (including women and youth) through job creation</li> <li>■ The National Assembly is modernized (e-parliament) and its representation, legislation and control capacities of government action are strengthened</li> <li>■ An efficient and sustainable system for the management of free, fair and transparent elections is in place</li> <li>■ Genuine involvement of local authorities and civil society, particularly women’s groups, in local planning and management, including provision of basic social services</li> <li>■ A more efficient, transparent and accountable public administration</li> </ul>	<ul style="list-style-type: none"> <li>■ Poverty reduction strategies, including MDGs, are implemented using a participatory approach, and more efficiently take into account the concerns of vulnerable</li> <li>■ Increased incomes of vulnerable groups</li> <li>■ The rules of engagement are better understood and respected by political parties and all national institutions</li> <li>■ Improvement of local planning</li> <li>■ A more efficient, transparent and accountable public administration</li> </ul>
	Sustainable food security in a healthy environment conducive to production	<ul style="list-style-type: none"> <li>■ Increased capacity of local authorities and communities (particularly women) and private sector in the management of the environment and sustainable energy development</li> </ul>	<ul style="list-style-type: none"> <li>■ Better conservation of resources, including flora, fauna and fisheries</li> </ul>
Reduce maternal and infant mortality rates, improve on all health indicators and promote access to education	Increased use of social services	<ul style="list-style-type: none"> <li>■ Increased awareness of human rights, particularly at the community level</li> </ul>	<ul style="list-style-type: none"> <li>■ Human rights, particularly those of vulnerable groups are better respected</li> </ul>
Fight against HIV/AIDS, malaria and Tuberculosis	Strategic anti-AIDS and anti-malaria plans in operation, and nationwide extension of the treatment of tuberculosis	<ul style="list-style-type: none"> <li>■ Institutional capacity to plan and implement multisectoral strategies to curb the spread of HIV/AIDS and to mitigate its social and economic impact</li> </ul>	<ul style="list-style-type: none"> <li>■ Institutional capacity to plan and implement multi-sectoral strategies to curb the spread of HIV/AIDS and to mitigate its social impact</li> </ul>
Support the rule of law and liberties, a peaceful social climate, social dialogue and private initiatives based on the orientations of government	<i>None specified, but linked to UNDAF outcome 1: Strengthened economic base through improved governance</i>	<ul style="list-style-type: none"> <li>■ Use of new information and communication technologies to encourage decision-making attuned to population’s needs</li> </ul>	

mental concerns into the Poverty Reduction Cluster under the heading 'Environment and Climate Changes', and into the Governance cluster under 'Crisis Management and Natural Disasters'.

### 3.2.2 PROGRAMME ARCHITECTURE

The UNDP programme, outlined in the CPO and operationally defined in the CPAP, aims to support national objectives through UNDAF outcomes. Table 6 schematically presents the various levels of objectives and outcomes during the 2004–2008 CPO period.

According to this outcome architecture,<sup>23</sup> the UNDP programme supported four national objectives through four UNDAF outcomes. Unfortunately, these were not fully harmonized, specifically in the case of the national objective pertaining to the rule of law and liberties where no corresponding UNDAF outcome exists. During the first CPAP, UNDP channelled its support through 10 outcomes, while reducing its programme to 8 outcomes during the 2007–2008 CPAP. Outcomes that were related to the use of new information and communication technologies (linked to the national objective of rule of law and liberties) and to elections (linked to the national objective of poverty) were eliminated in the second CPAP, although activities related to elections remained important in 2007.

It should be noted that to most people interviewed by the ADR team, the 2006 CPAP review gave the impression of two distinct programmes over the CPO period. According to this perception, it could be possible to clearly distinguish results attained during each programme. Data presented in Table 6 demonstrate that this perception is misleading: there were no fundamental changes in CPAP outcomes during the CPO period. New interventions have been designed and implemented after 2006, but ongoing interventions were not redesigned. Interventions get under way and others

terminate during a programme life cycle, and there is no problem as long as these interventions stay in line with the expected programme outcomes. It should be stressed that this ADR is primarily concerned with outcomes, not individual interventions. From this stance, the evaluation team considers that there was one programme during the 2004–2008 CPO period. The mid-term assessment of the CPAP and its resulting redesign are, together, an indicator of UNDP flexibility. However, this raises the issue of the programme's internal and long-term consistency and the related risk of resources dispersion.

The reporting system used by UNDP was linked with UNDAF outcomes but not with national objectives, and the financial weight of UNDP interventions was not related to the number of outcomes pursued. The national objective of poverty reduction was supported by nine CPAP outcomes and more than 30 projects. The fight against AIDS was assisted only by one UNDAF outcome, one CPAP outcome and only one project, but it represented more than 50 percent of UNDP disbursements between 2004 and 2007.<sup>24</sup>

The UNDP programme took into account UNDAF cross-cutting strategies, including the promotion gender equity. Specifically, UNDP addressed gender concerns in relation to gender-disaggregated data (BenInfo), gender effects of HIV/AIDS and women's employment.

### 3.2.3 MAJOR PARTNERS AND PROGRAMME SIZE

During the 2004–2007 period, UNDP had two major funding partners. First, the Global Fund to Fight AIDS, Tuberculosis and Malaria contributed 53 percent of the UNDP programme budget. Second, the European Union, which contributed 13 percent of total funds during the same period. Smaller funding partners, mainly Belgium, Denmark, the GEF, Japan and the Netherlands, contributed 12 percent combined, with core UNDP resources making up the remaining 22 percent.

---

23. Validated with the country office during the main ADR mission.

24. See Table 7.

**Table 7. Relative weight of UNDP programme relative to UNDAF and national objectives (US\$ thousands)**

National objectives	UNDAF sectors and related outcomes	2004	2005	2006	2007	Total	Percent of total
Poverty	Environment	124	255	537	646	<b>1,562</b>	4
	Governance	393	568	7,909	2,439	<b>11,309</b>	28
	Poverty	396	698	1,654	1,871	<b>4,619</b>	11
HIV/AIDS	HIV/AIDS and other diseases	8,404	6,666	8,099	261	<b>23,430</b>	57
Maternal and infant mortality rates	(Social services)						
Rule of law and liberties	(Governance)						
<b>Total</b>		<b>9,317</b>	<b>8,187</b>	<b>18,199</b>	<b>5,217</b>	<b>40,920</b>	<b>100</b>

Source: UNDP ATLAS, data revised by UNDP Benin, 14 April 2008.

UNDP programme delivery varied significantly over the last four years. Regular resources remained stable, demonstrating an upward trend between 2004 and 2005. However, there has been greater movement in non-core resources. This is explained by the increase in resource mobilized in 2006 for activities related to the national elections, as well as by the 2007 transfer of responsibility for the Global Fund to the government. UNDP, on the other hand, established

partnerships with Belgium, Denmark and the Netherlands, bilateral donors with a substantially growing local influence. This does not yet balance the loss of the Global Fund, as new bilateral partnerships represent only 7.5 percent of total UNDP programme funding.

Table 8 also shows the UNDP dependency on external resources. During the 2004–2007 period, UNDP core funds represent approximately one

**Table 8. Programme financial indicators (US\$ thousands)**

Resource type	2004	2005	2006	2007	Total
Total regular resources expenditure	2,463	3,379	3,207	3,377	12,426
Total other resources expenditure	8,385	6,051	15,540	2,869	32,845
Total programme delivery	10,848	9,431	18,747	6,246	45,272
Other resource expenditure (percent of total resources)	77.3	64.2	82.9	45.9	72.5

Source: UNDP ATLAS, data revised by UNDP Benin, 14 April 2008.

quarter of total programme expenditures. This proportion varied over the period with extremes figures in 2006 and in 2007.

The UNDP programme in Benin remains small when compared with other donors' expenditure, even when mobilized resources are considered.

Total programme expenditures between 2004 and 2006 represent 2.8 percent, 2.7 percent and 5 percent of total official development assistance in 2004, 2005 and 2006. UNDP core funds expenditures during the same period are 0.6 percent, 0.9 percent and 1 percent of total assistance respectively.