



ASSESSMENT OF DEVELOPMENT RESULTS **BENIN** **EVALUATION OF UNDP CONTRIBUTION**

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ASSESSMENT OF DEVELOPMENT RESULTS: BENIN

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Editing and design: Suazion, Inc. (NY: suazion.com) **Production:** A.K. Office Supplies (NY)

FOREWORD

This is an independent country-level evaluation conducted in Benin by the Evaluation Office of United Nations Development Programme (UNDP). The evaluation, *Assessment of Development Results (ADR): Evaluation of UNDP Contribution – Benin*, assesses the relevance and strategic positioning of UNDP support and its contributions to the country's development between 2004 and 2008. It examines UNDP interventions under the various thematic areas of the four-year country programme, with the aim of providing forward-looking recommendations meant to assist the UNDP country office and its partners in the formulation of an action plan for the next programme cycle (2009–2013). The report examines the context under which UNDP operates in Benin, mainly with regard to economic and human development. In addition, it assesses the relevance of UNDP interventions to national priorities and the role of UNDP within the national development aid community.

Benin faces the challenges of environmental depletion, a high population growth rate, a largely informal economy, and a weak and obsolete industrial and communication infrastructure. Recognizing such challenges, in 2006 Benin opted for fundamental changes that will transform it over the next 20 years. Through wide consultations and the participation of all constituents of its society, Benin acquired tools enabling it to face its future with more confidence. Major challenges threatening development have been identified, together with corresponding actions to address them. Although specific strategies still need to be defined in key sectors, the overall framework has been established.

The international community, including United Nations (UN) agencies active in Benin, played an important role in accompanying Benin to this point of preparedness to engage in its new

development agenda. The evaluation concluded that UNDP has made adequate use of its advantages, such as its perceived neutrality in the championing of delicate and sensitive macro-level policy subjects, its acceptance by both donors and the government as a leader in their dialogue for development, and its credibility in resource mobilization. These assets have enabled UNDP to contribute positively to the two national objectives of poverty reduction and support to social dialogue. A key recommendation is for UNDP to prioritize sectors and interventions where its expertise is recognized, instead of sectors where the mobilization of funds alone is more feasible. This implies that UNDP should limit the number of its sectors of activity in order to have a critical mass of interventions that are complementary, synergetic and clearly focused on making a difference in the sector.

A number of people contributed to the evaluation, and I would especially like to thank the evaluation team composed of Luc Gilbert (team leader), Cosmas Cheka (senior international evaluator) and Nicaise Kodjogbe. In the Evaluation Office, I would like to thank Michael Reynolds, the evaluation task manager, and Kutisha Ebron, Thuy Hang To and Anish Pradhan for their administrative support.

The research and preparation of the evaluation was also completed thanks to the collaboration and openness of the staff of UNDP Benin, led by Resident Representative Ms. Edith Gasana. I would like to offer special thanks to Ms. Sidemeho Dzidudu Victoire Dogbe, the Deputy Resident Representative, who acted as the country office focal point for the evaluation. I would also like to thank the UNDP Regional Bureau for Africa, particularly Mr. Gilbert Hounbo, Assistant Secretary-General and Director of the Bureau, and Ms. Ade Mamonyane Lekoetje for her efficient support.

Most importantly, this report would not have been possible without the commitment and support of numerous officials from the Government of Benin, especially from the main UNDP counterpart, the Ministry of State in Charge of the Economy, Planning, Development and Evaluation of Public Policies: H.E. Pascal Irénée Koupaki, Minister of State; Mr. Antonin Dossou, Director of Cabinet; Mr. Martin Gbédé, Technical Adviser, Economy; and Mr. Dahon, Director General of Development Policies. In addition, I am grateful for the valuable insights provided by H.E. Issa Demole Moko, Minister in Charge of Decentralization, Governance, Territorial Administration and Local Development; Mr. Boukary Idrissou, Secretary General of the Ministry in charge of Administrative and Institutional Reform; Mr. Louis Kamoyédji, Head of the NEX Unit; and Mr. Médar Padonou, NEX Unit.

The team is also indebted to the representatives of civil society and non-governmental organizations (especially Social Watch), the donor community of Benin and the United Nations Country Team, who generously gave their time and frank views.

I hope that the findings and recommendations of this report will assist UNDP in responding to the country's challenges and provide broader lessons that may be of relevance to UNDP and its partners internationally.



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ACRONYMS AND ABBREVIATIONS

ADECOI	Support to Municipalities' Development and Self-Help Project in Borgou (Projet d'Appui au Développement Communal et aux Initiatives Locales dans le Borgou)
ADR	Assessment of Development Results
AGEX	Agency execution modality
ANCB	National Association of Municipalities of Benin (Association Nationale des Communes du Bénin)
APRM	African Peer Review Mechanism (Mécanisme Africain d'Évaluation par les Pairs)
AWP	Annual Work Plan
BenInfo	Benin socio-economic database
BSF	Belgian Survival Fund
CCA	Common country assessment
CCF	Country cooperation framework
CENA	Autonomous National Electoral Commission (Commission Électorale Nationale Autonome)
CPAP	Country programme action plan
CPO	Country programme outline
CSO	Civil society organization
DEX	Direct execution modality
EO	Evaluation Office (UNDP)
GEF	Global Environment Facility
GSPR	Growth Strategy for Poverty Reduction
GTZ	German Agency for Technical Cooperation (Gesellschaft für Technische Zusammenarbeit)
HAAC	Haute Autorité de l'Audio-visuel et de la Communication
IMF	International Monetary Fund
INSAE	National Institute of Statistics and Economic Analysis (Institut National de la Statistique et de l'Analyse Économique)
MDG	Millennium Development Goal
MECEPDEAP	Ministry of State in Charge of the Economy, Planning, Development and Evaluation of Public Policies (Ministère d'État Chargé de l'Économie, de la Prospective, du Développement et de l'Évaluation de l'Action Publique)

MEPN	Ministry of the Environment and Protection of Nature (Ministère de l'Environnement et de la Protection de la Nature)
MRAI	Ministry of Administrative and Institutional Reform (Ministère de la Réforme Administrative et Institutionnelle)
MYFF	Multi-year funding framework
NEX	National execution modality
PADEx	Programme for Support and Development of Exports (Programme d'Appui au Développement des Exportations)
PANA	National Action Plan for Adaptation to Climate Change (Projet d'élaboration du Programme d'Action National d'Adaptation aux Changements Climatiques)
PARAI	Support to Administrative and Institutional Reform (Projet d'Appui à la Réforme Administrative et Institutionnelle)
PARMAN	Project for the Strengthening and Modernization of the National Assembly (Projet d'Appui au Renforcement et Modernisation de l'Assemblée Nationale)
PARPF	Support to the Consolidation of Democracy through the Strengthening of Women's Representation in Decision-Making Bodies and Public Policy (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)
PMF	Multi-functional platform (Plateforme multi-fonctionnelle)
PRSP	Poverty Reduction Strategy Paper
SCRP	Stratégie de Croissance pour la Réduction de la Pauvreté (see English GSPR)
SMART	Evaluation indicators that are specific, measurable, action oriented and time-linked
SURF	Subregional Resource Facility
TRAC	Target for Resource Agreement from the Core
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

EXECUTIVE SUMMARY

This Assessment of Development Results (ADR) was conducted in Benin to assess United Nations Development Programme (UNDP) contribution to the attainment of national development results and to share the findings, conclusions and recommendations with the UN system, the population of Benin, its government and the international community. The ADR exercise is forward-looking and is aimed at drawing lessons for future UNDP programming in Benin.

DEVELOPMENT CONTEXT

Benin is threatened by the challenges of environmental depletion and constrained by a high population growth rate, a largely informal economy, and a weak and obsolete industrial and communication infrastructure. Recognizing such challenges, in 2006 Benin opted for fundamental changes that will transform it into an emerging country over the next twenty years. Through wide consultations and the participation of all constituents of its society, Benin acquired tools enabling it to face its future with more confidence. Major challenges threatening development have been identified together with corresponding actions to address them. In particular, the focus is on:

- **Political will**, through the commitment of the government to fully support the change process, including its engagement in large institutional reform; and
 - **Good governance**, through the African Peer Review Mechanism (APRM) process, by which the Government of Benin committed itself to improve its performance in what has been identified as priority obstacles to a transparent and accountable management of the state and the enterprise.
- Benin also defined a vision for its own future, fixed priorities and set up mechanisms to accompany the implementation of this vision. Although specific strategies still need to be defined in key sectors, the overall framework is set up and Benin is beginning to perform. The international community—in particular, UNDP and other UN agencies active in Benin—played an important role in helping prepare the country to engage in its new development agenda.

UNDP CONTRIBUTION TO NATIONAL OBJECTIVES

During 2004–2008, UNDP focused its activities on contributing to four national priorities:

- Poverty reduction;
- The fight against AIDS;
- Access to social services; and
- The rule of law and peaceful social climate.

Poverty reduction. UNDP made a substantial, strategic and positive contribution to the national objective of reducing the proportion of the population living below the poverty line or suffering from malnutrition, in particular through its support of the Growth Strategy for Poverty Reduction and Benin's pursuit of the Millennium Development Goals. Almost all

UNDP interventions centred on this national objective: 30 of its 32 projects and 7 of 10 intended country programme outline (CPO) outcomes concentrated on this objective, and nearly 50 percent of its funds were channeled to poverty reduction support. Many UNDP interventions in support of this national priority also cover areas normally categorized as governance and the environment.

Broadly characterized by a twofold strategy of political support at the central level and experimentation at the local level, the main features of UNDP contribution to poverty reduction in 2004–2008 can be summarized as:

- Advising and supporting the government, which allowed for development plans and priorities to be identified and budgeted, experiments to be undertaken and brought to completion, and capacities of partner ministries to be reinforced;
- Supporting, demonstrating and promoting institutional reform through the small-scale implementation of decentralization and local development, with results that have now been replicated nationwide;
- Involving civil society in participatory planning and monitoring, with the result of supporting the consolidation of democracy, the rule of law and liberties, social dialogue and the empowerment of a larger number of stakeholders in making them accountable for the development of their country;
- Greening of Benin’s main planning tool, the GSPR, which created an increased awareness of sustainable development and demonstrated that the environment can be an economically viable source of job creation and is a condition for sustainable food security;
- Costing of the Millennium Development Goals (MDGs), which has had the effect of initiating ownership of the development process by national stakeholders at both central and decentralized levels;
- Advocating for alignment of donor assistance, which helped support—in line with the Paris Declaration on Aid Effectiveness—the alignment of donor assistance and aid flows with national priorities identified in the GSPR; and
- Partnering for better coordination among donors in the areas of governance and environment, the two UNDP sub-programmes supporting poverty reduction during the 2004–2008 CPO.

Fight against AIDS. UNDP contribution to this national objective has been inconclusive. Support to the national objective of “Fight against AIDS” was provided through one main project, which accounted for more than 50 percent of UNDP financial resources over the entire CPO period. By the end of 2006, the Global Fund to fight AIDS, Tuberculosis and Malaria transferred control of the project to the government. Although the final 2007 evaluation of the Global Fund identified positive results of UNDP interventions—such as funding, training and providing services to people living with HIV/AIDS—the evaluation team was unable to confirm that UNDP made a contribution towards the reduction of the level of HIV/AIDS prevalence. Moreover, ministry-level capacity-building provided by UNDP appears to have been insufficient to guarantee the efficient use of available Global Fund financial resources after UNDP withdrawal.

Social services, and the rule of law and peaceful social climate. These two national objectives stated in the CPO received meagre UNDP resources. Support to social services, broadly formulated by the government as the national objective of “reduction of maternal and infant mortality rates and to the improvement of health and education” took the form of promotion of human rights in the UNDP programme. After the first two years of the programme, UNDP reoriented its activities resulting in limited UNDP interventions in promoting human rights by the end of the CPO period. UNDP

contribution to the national objective of “supporting law, liberties and a peaceful social climate” appears paradoxical. If support to social dialogue constitutes a central UNDP achievement in Benin and a sector where UNDP was able to effectively use its comparative advantages, it is inconsistent that, with the exception of advocacy, almost no programme resources were formally dedicated to this national objective.

CONCLUSIONS

Key factors affecting UNDP contributions to the attainment of national development results during the CPO period are discussed below.

STRATEGIC POSITIONING

On the whole, UNDP made adequate use of its comparative advantages, such as its perceived neutrality in the championing of delicate and sensitive macro-level policy subjects, its acceptance by both donors and the government as a leader in development dialogue, and its credibility in resource mobilization. These assets have enabled UNDP to contribute positively to two national objectives: poverty reduction and support to social dialogue.

The neutral status of UNDP helped Benin take a step forward in combating poverty and reinforced Benin’s aid absorption capacity. UNDP advocacy resulted in resource mobilization from multiple donors, channelled in direct support for key activities related to democracy, civil participation and human development. Such activities ranged from elections to a Poverty Reduction Strategy Paper, GSPR and Millennium Development Goal monitoring, and participatory decentralized development planning. Based on its strategic positioning, UNDP can play a major role in supporting national objectives and strategies that the Ministry of State in Charge of the Economy, Planning, Development and Evaluation of

Public Policies (MECEPDEAP) has to manage simultaneously with limited human resources.

UNDP established an example of good practice in the creation of strong partnerships. For example, in its environment programme, UNDP has contributed positively to the capacity-building of the Ministry of Environment, at both the central and deconcentrated levels, to manage issues of environmental protection and climate change. This has been accomplished by linking UNDP regional expertise, UN mechanisms and institutions, international donors, local stakeholders and UNDP projects.

The UNDP coordination role provides opportunities, challenges and potential pitfalls. UNDP established an example of good practice in its environment programme by linking UN regional bureau expertise via the Subregional Resource Facility, UN mechanisms and institutions (the Drylands Development Centre,¹ Global Environment Facility and UN Volunteers), international donors (the German Agency for Technical Cooperation, International Land Coalition, United States Agency for International Development Peace Corps), Ministry of Environment’s central and decentralized services, and local stakeholders. Leading by example, such partnerships support effective implementation of the Paris Declaration on Aid Effectiveness and contribute directly to a better utilization of resources in favour of the poor.

Working with the United Nations Capital Development Fund (UNCDF) model and technical support, UNDP contributed to establishing an example of good practice in its governance programme. Through the Support to Municipalities’ Development and Self-Help Project in Borgou project (ADECOI), the central government, supported by an effective knowledge management strategy, adopted decentralized and participatory mechanisms that

1. The Drylands Development Centre, formerly called the United Nations Office to Combat Desertification and Drought, was designed to provide a linkage to the overall UNDP practice network. UNDP moved the global headquarters of its Drylands Development Centre from New York, USA, to Nairobi, Kenya, in July 2001.

qualitatively improved its capacity to develop pro-poor policies. UNDP contribution has been determinant on various strategic occasions in its governance programme. Such instances included the presidential elections, elaboration of 'Emerging Benin',² priority projects and the Employment for Youth project. All of these directly contribute to establishing a foundation for the national objective of poverty reduction.

However, the UNDP coordination role and related contributions risk dispersing the organization's interventions. UNDP involvement in small arms control as an example of such dispersion. It is not clear how other regional projects, such as the Inventory of Governance in Africa or the Niger River Basin, managed directly by the New York headquarters, contributed to UNDP effectiveness in supporting national objectives. Finally, both internal and independent evaluations of projects under the governance and environment programmes reported dispersion of efforts and mixed results for the cross-cutting sectors of gender and human rights, which have been managed without sufficiently clear indicators, directions or responsiveness.

RELEVANCE

Almost all projects were linked with national priorities and designed jointly by Benin and UNDP. For the Ministry of State in Charge of the Economy, Planning, Development and Evaluation of Public Policies and the Ministry of Microfinance, Small and Medium Enterprises, and Youth and Women Employment, the contribution of UNDP has been highly strategic, particularly the support provided to major policy documents, such as 'Emerging Benin', 'Benin's Strategic Directions', and the GSPR. UNDP support to the national economic development frameworks and mechanisms such as Employment for Youth and to priority projects also contributed to a behavioural change in public service.

Less positive is the relevance of UNDP strategy to increase the use of social services (under the

overall objective of reducing maternal and infant mortality rates and improving health and education). The same observation applies to some regional projects managed by UNDP headquarters, where no impact was readily evident to the evaluation team. Examples include the Small Arms Proliferation project, which was not linked to a CPO outcome, and the Inventory of Governance in Africa project.

UNDP dependency on external funding, which represents over 70 percent of total 2004–2007 UNDP programme expenditure, may have influenced its strategic choices and threatened the optimal alignment of its interventions to its internal capacities, though not necessarily to Benin's needs.

This observation applies, for example, to the HIV/AIDS project, notwithstanding its alignment with the UNDP Corporate strategic goals for 2004–2007. The UNDP environment programme is also puzzling: external resources, except for one project, were channelled at the central and political level, while UNDP Target for Resource Agreement from the Core (TRAC) funds were channelled to the decentralized or local level. The latter was consistent with the expected country programme action plan (CPAP) outcome of increasing the capacity of local authorities, communities and the private sector. Although agriculture is also highly relevant for Benin, the increasing UNDP involvement in this sector—specifically, the new partnership with the International Fund for Agricultural Development and the multiple relationships supporting the new Songhaï project—raises questions of the internal relevance of UNDP presence even if UNDP intends to confine its interventions to consultancy, policy dialogue and job creation.

Given the importance of gender issues to Benin, it is surprising that the issue was not given sufficient priority in the country programmes. UNDP targeted women directly through two

2. 'Bénin Emergent'.

main interventions: microcredit as part of the ADECOI project, and Support to the Consolidation of Democracy through the Strengthening of Women's Representation in Decision-Making Bodies and Public Policy (PARPF), a pilot project in leadership training, representation and participation of women in public life. Although women participated and benefited from these projects, no transformation of their role in the Beninese society can be directly linked with UNDP support during the 2004–2008 period. In the case of ADECOI, the impact of microcredit on women's income and economic development remains low at the end of phase 1. In the case of PARPF, started in 2007, it is too early to identify impacts on women's representation and participation.

Gender has been taken into account at various degrees in other projects such as the Microfinance Programme of the Global Environment Facility or, at a more political level, UNDP support to the preparation of a national action plan for the promotion and protection of human rights. However, as discussed in the Effectiveness section, UNDP interventions lacked clear directions and indicators to make its contribution on gender issues truly effective. Moreover, the January 2008 APRM review suggests that increasing women's participation in decision-making at all levels of political and economical life is still a major development challenge in Benin.

RESPONSIVENESS

One of the better illustrations of UNDP responsiveness during the 2004–2008 period is the 2006 mid-term CPO evaluation. It coincided with the election of a new president, bringing with him an important message of change in governance. As a result, UNDP realigned its cooperation programme. Sectors of concentration were reviewed to give a more pre-eminent place to the environment, outcomes were reformulated and reduced from 10 to 8, and most importantly, new interventions were planned to support the priorities of the new government. However, if new

interventions constituted an adequate response to government requests, no indications of ongoing project restructuring to support the revised outcomes, identified in the 2006–2007 CPAP, were found during the ADR exercise. One exception was UNDP work in human rights, where UNDP repositioned its support at the central level in 2006 despite the Ministry of Justice's preference for decentralized partnerships (although human rights were later mainstreamed in the UNDP programme).

The timeliness of UNDP response would seem to be most appreciated by all, including donors in the area of election support. A lack of UNDP response could have reversed democratic advances in Benin. It is the same with the Concerted Governance project, though donors interviewed unanimously agreed that a lot of work remains to be done and that UNDP needs to improve its communications with partners.

EFFECTIVENESS

UNDP appears to have been effective in attaining most of its annual targets despite the unstable internal and external environment during the 2004–2008 period (e.g., changes in government, UN aid coordination experiments and internal country-office strategic repositioning). On the whole, UNDP interventions have been effective in making poverty reduction strategies a participatory national process. As a result of the APRM exercise, the governance sector was granted CFA 1 billion to carry out projects aimed at improving governance. In the environment sector, achievements include the greening of the GSPR, development of environmental profiles and improving Ministry of the Environment and Protection of Nature planning and monitoring capacities.

In partnership with UNCDF, UNDP established an example of good practice and had a significant impact on national policies. Through the ADECOI project, this partnership, in accelerating the process of decentralization, has had effects on micro-finance, local development, the empowerment of rural women, good governance,

and the fight against corruption. These results have been spread nationwide through an effective knowledge-management strategy. However, UNDP effectiveness has been flawed by:

- Its lack of leadership in supporting National Institute of Statistics and Economic Analysis (INSAE) ownership of the BenInfo database, as is necessary to ensure the monitoring of both the MDGs and the GSPR;
- The 2006 withdrawal of UNDP direct contribution to the fight against corruption;
- The inappropriate choice and location of its institutional project coordinator to support the implementation of institutional reforms that are still not making progress in sectoral ministries; and
- The lack of sufficiently clear indicators, directions or responsiveness in the management of cross-cutting sectors of gender and human rights, causing dispersion of efforts and inconclusive results.

SUSTAINABILITY

A major weakness of UNDP contribution to national objectives resides in the sustainability of results achieved through its interventions. As discussed above, strategic positioning, relevance and responsiveness allowed for significant improvement in Benin's preparedness to confront development challenges. But the country remains poor, with insufficient human, technical and financial resources. Without the consolidation of results achieved by UNDP and more government effort to tackle institutional issues, benefits may not be maintained. This is exemplified by:

- The HIV/AIDS project, funded by the Global Fund to Fight AIDS, Tuberculosis and Malaria. A year after UNDP withdrawal, national capacities to maintain results remain weak, particularly in the management of drug procurement. Results already seem to be in regression;
- The support to Benin's autonomous national structure for the management of elections. Weaknesses in institutional design make the

structure dependent on state funding for the operationalization of its activities; and

- Support to the BenInfo database, which has not been updated since 2006, despite training and technical support. In addition, quality control seems weak, and there are doubts about the INSAE capacity to maintain the project.

The UNDP strategy of concentrating much of its programme on pilot projects constitutes a serious sustainability challenge. Successful pilot projects that are not followed by capitalization and replication are not a sustainable use of resources. African countries are awash with small development initiatives left to populations that are incapable of sustaining activities after the end of external support. One adverse effect of such experiments is demoralizing the local population.

EFFICIENCY

Although UNDP seems to have attained most of its annual targets, those identified in work plans were not clearly linked with CPO indicators and may have varied from year to year without any explanation. The analysis of the project planning process revealed a prevalence of an iterative mechanism. Considering the global programme architecture at the end of the CPAP period, project identification would seem to have been based more on *ad hoc* opportunities than on a systematic approach of dialogue with government. Such dialogue would have defined the nature and scope of outcomes to which UNDP may have contributed, which could have allowed the attainment of outcomes through targeted interventions. This suggests that results-based management is not integrated in the country office programme management toolbox.

Main planning tools used by UNDP Benin appear neither harmonized nor mastered by most programme officers. Although the 2004–2008 United Nations Development Assistance Framework (UNDAF) was characterized by experimentation with new UN management tools, logical inconsistencies and terminology confusion were found among Benin's UNDAF, CPO, CPAP and reporting system.

A major threat facing UNDP contribution is the dispersion of its interventions. UNDP involvement in the health sector, specifically in combating HIV/AIDS, is an example of such dispersion. In time, UNDP involvement in agriculture could present a similar case if the role it plays in this sector exceeds its attribution as coordinator of development activities for the United Nations system as a whole in Benin. UNDP has demonstrated a high level of performance in governance, policy and social dialogue. The necessity to reduce dispersion and improve aid effectiveness may require a careful review of UNDP involvement in too many additional sectors.

UNDP Benin seems to have invested much effort in rationalizing its project and programme management and financial tools. However, annual CPAP reviews, conducted by the National Execution Modality (NEX) Unit and the country office in 2004, 2005, 2006 and 2007, consistently identified recurrent problems that went without solutions. These included:

- Delay in Annual Work Plan approval;
- Delay in mobilizing counterpart government funds;
- Weakness of the monitoring and evaluation mechanism;
- Lack of indicators;
- Appointment of a project coordinator from outside the project team; and
- Deficiency in communication on projects supported by UNDP.

The evaluation team sees the more effective use of management and financial tools used by UNDP as a solution to some of these recurrent problems. Streamlining management tools and the reporting system are key elements to increasing UNDP performance in transforming resources into useful development changes and facilitating aid absorption by its national partners through clear and simple lines of communication.

OVERALL CONCLUSION

On the whole, the assessment of UNDP contribution to Benin national development during the 2004–2008 CPO period has been positive. UNDP performance on five of the seven criteria used by the ADR methodology constitutes solid foundations upon which UNDP can build its new programme. UNDP strategic positioning in Benin allows it to play an appropriate role for the country's development and to establish a benchmark in sound partnerships, and its programme is relevant, highly responsive and effective. UNDP needs to improve the performance of two factors: programme efficiency and results sustainability. In order to improve capacity to support Benin face development challenges, UNDP has its own challenges to meet. Four UNDP challenges for its future programme, along with recommendations on how to meet them, are presented below.

RECOMMENDATIONS AND LESSONS

Meeting the central challenge of improving UNDP contribution to national development results during the 2009–2013 CPO requires concentrating on sustainability and efficiency, the two main factors impeding UNDP contribution. The recommendations deemed necessary for UNDP to meet the four main challenges through strengthening sustainability and efficiency are:

CHALLENGE I: AVOIDING RESOURCE DISPERSION, WHETHER HUMAN, TECHNICAL OR FINANCIAL

1. UNDP should place priority on sectors and themes where its expertise is recognized, rather than on those where fund mobilization alone is more feasible. This entails limiting the number of sectors/themes of UNDP activity in order to have a critical mass of interventions that are complementary, synergistic and clearly focused on making a long term difference to national development.
2. UNDP should strengthen linkages between strategic policy initiatives at the central level and operational interventions at local levels. It is this approach that has turned the joint

UNDP/UNCDF ADECOI project into a model of providing lessons that benefit the entire nation.

3. The current strategy of concentrating much of the programme on pilot projects constitutes a threat to sustainability. Although unsuccessful pilot projects can provide important lessons, successful projects that are not followed by capitalization and generalization are bound to terminate prematurely. UNDP should concentrate on expanding and networking its existing successful interventions by limiting short-term interventions to those that impact ongoing ventures. It should also invest in projects' second phases, with clearly defined activities based on previous accomplishments and a progressive transfer of ownership to the partner.
4. UNDP experience demonstrated the need for better preparation and capacity-building of the partner before ownership of donor-driven activities is transferred. UNDP project exit strategies should be planned and calculated to ensure that the partner can sustain key project components, without which the gains will disappear with the exit of UNDP.

CHALLENGE II: MAKING FULL USE OF ITS ASSETS

5. UNDP should make full use of its strategic positioning in handling subjects in which it has a comparative advantage and is trusted as a neutral party. In this regard, UNDP should consider positively a request formulated by the Minister of MECEPDEAP during the evaluation mission concerning a support from UNDP in setting up a common strategic platform among donors, which will ease the donors' pressure on public administration.
6. UNDP should reinforce its knowledge management practices in order to systematically identify and reinvest best practices in all its supported projects. Moreover, objectives and results of specialized studies carried out by the UNDP regional centre and independent experts through UNDP special funds should be

better integrated into the country programme through the knowledge management system. Specifically, these activities should be communicated to all country office staff and national counterparts, and findings incorporated in regular projects.

7. UNDP should capitalize non-project activities. Advocacy activities, even if conducted outside of projects, should be more focused on common government and UNDP strategic objectives and be results-oriented. Specifically, advocacy objectives should be explicit and measurable with unambiguous indicators to ease assessing UNDP performance; their follow-up and reporting should be integrated into the work plan; and good practices and lessons learned from them should be identified.
8. UNDP should reinforce synergies available from existing expertise inside its own structure by:
 - De-compartmentalizing country office divisions by systematically organizing briefing sessions between sub-programme personnel and by encouraging the integration of cross-cutting sectors in project teams' work plans;
 - Integrating regional bureau experts in project planning and monitoring through mandatory information sessions; and
 - Encouraging regular participation of programme officers in the UNDP network on good practices.

CHALLENGE III: STRENGTHEN MANAGEMENT TOOLS AND RESULTS ORIENTATION

9. UNDP should update the practical knowledge of results-based management, including risk management, among programme officers, project partners and the NEX Unit. It should also facilitate the creation of a 'results culture' among its staff and project implementation partners leading to greater utilization of capacities and tools in this area. Moreover, it should set appropriate SMART indicators (evaluation indicators that are specific,

measurable, action oriented and time-linked) of results to ensure effective monitoring and facilitate future evaluation of its efforts.

10. UNDP should obtain a clear and gender-sensitive mapping of its interventions in the different sectors supported by the programme, objectives, outcomes, results, target populations, and partners of different projects. In doing so, UNDP would avoid duplication of activities, identify potential synergies and better plan project extensions.

CHALLENGE IV: DEVELOPING SYNERGETIC PARTNERSHIPS

11. UNDP should strengthen and be more proactive in its communication with partners, particularly in relation to Concerted Governance, as mandated by the novelty of this concept and the need to galvanize the development efforts of partners around the initiative.
12. UNDP should develop alternative models of providing development assistance, such as public-private partnerships, especially in key sectors for Benin's economic and human

development. In supporting linkages between the state, donors and the private sector, UNDP could play a major role in mobilizing additional contributions for development and in establishing more indigenous, autonomous and sustainable partnerships.

MAIN ADR LESSON

In addition to these specific recommendations, there is an important lesson not only for UNDP Benin, but also for UNDP at the corporate level. Although UNDP should preserve its flexibility in responding positively to requests from ministries in host countries, when confronted with a growing number of such requests, such flexibility should not become a management style characterizing the partnership between host governments and UNDP. Strengthening partnerships implies commitment and mutual risk-taking with the aim of attaining change as desired and defined by both parties. Such partnerships, based on a common understanding of a problem and its solution within an agreed time frame and investment plan, ought to govern occasional requests for development partnerships.

INTRODUCTION

1.1 RATIONALE AND PURPOSE OF THE EVALUATION

The Evaluation Office (EO) of the United Nations Development Program (UNDP) regularly conducts a number of country evaluations called Assessments of Development Results (ADRs), in order to capture and demonstrate evaluative evidence of UNDP contribution to development results at the country level. This evaluation:

- Provides an independent country-level assessment of the relevance and effectiveness of the development results achieved through UNDP support and in partnership with other development actors during the last four to seven years, with particular emphasis on the UNDP country programme;
- Contributes to accountability and to learning from experience, taking into account self-evaluations (project and outcome evaluations) and the role of development partners;
- Analyses how UNDP has positioned itself to add value in response to national needs and changes in the national development context; and
- Presents key findings, draws key lessons and provides a set of clear and forward-looking options to assist management make adjustments to current strategy and the next country programme.

Located in West Africa, Benin stretches a distance of 650 kilometres from the river Niger in the north to the Atlantic Ocean in the south and shares borders with Togo, Burkina Faso, Niger

and Nigeria. Benin ranked 163rd out of 177 countries on the 2007–2008 Human Development Index. The number of poor increased by nearly 10 percent between 2002 and 2006, leaving more than one third of the country's population living in poverty.³ During this period, Benin made advances in sustaining economic growth in a broadly stable macroeconomic framework, and in improving key social indicators. The country is regarded as a model for democracy in Africa. The current President, elected in 2006, is committed to transforming Benin through accelerated economic growth and significant reduction of poverty by 2025.

UNDP played an important role in accompanying the Government of Benin in preparing and monitoring the first Poverty Reduction Strategy Paper (PRSP) 2003–2005, formulating its second generation, the Growth Strategy for Poverty Reduction (GSPR)⁴ 2007–2009, and elaborating the Strategic Orientations for Development 2006–2011. The UNDP programme in the Republic of Benin was selected for an ADR for the following reasons:

- The completion of the 2004–2008 Country Programme Outline (CPO) presents an opportunity to evaluate the achievements and results of the past programme cycle and earlier.
- The findings will be used as inputs to the 2008–2011 country programme, within the context of the new United Nations Development Assistance Framework (UNDAF).
- The challenges that the Republic of Benin faced during the years encompassed by the

3. The World Bank International Development Association and International Monetary Fund, 'Second Poverty Reduction Strategy Paper Joint Staff Advisory Note', May 2007.

4. Stratégie de Croissance pour la Réduction de la Pauvreté (SCRPR).

2004–2008 country programme can be summarized as establishing political, economic and environmental conditions for development. Assessing the UNDP contribution to this process yields lessons for the organization.

1.2 METHODOLOGY

The EO retained the services of a consulting company to carry out this evaluation, with the support of the UNDP EO and UNDP Benin. The independent evaluation team consisted of two international consultants supported by one national consultant. EO support was provided by a Task Manager and a Programme Associate. In accordance with the Terms of Reference,⁵ the ADR focused on UNDP contribution during the 2004–2008 programme period, and also examined activities that were started before 2004 and pursued thereafter. The mid-term review of the first country cooperation framework (CCF, 1997–2001) served as the baseline for the overall strategy and approach of the country programme.

1.2.1 OVERALL PROCESS

The ADR was undertaken in three phases. During the first, or preparatory, phase the EO collected background information on Benin and the UNDP country programme and uploaded it to a Web site established for the evaluation. After the consulting company was selected through a competitive process, the evaluation team began developing the Web site and expanding the database to accommodate the evaluation's Terms of Reference.

The second, or inception, phase started with the Team Leader's briefing at UNDP headquarters in New York from 28 to 30 January 2008. It included meetings with representatives of the Regional Bureau for Africa, the Bureau for Development Policy, the United Nations Development Group Office and the United Nations Capital Development Fund (UNCDF). Headquarter expectations for the Benin ADR included:

- Evaluating UNDP capacity to adjust to the high expectations of the population following the installation of the new president in 2006;
- Assessing the extent to which the UNDP programme supported capacity-building of the government;
- Examining the relevance and usefulness of UNDP support to attaining the Millennium Development Goals (MDGs); and
- Identifying areas where UNDP country-programme support could result in Benin becoming a model country or a centre for South-South cooperation.

The one-week scoping mission to Benin, which took place from 11 to 15 February, was the second key feature of the inception phase. Carried out by the Task Manager and the evaluation team, the mission aimed to validate the ADR methodology and complete the stakeholder and document mapping. Furthermore, the mission helped the team identify a sample of UNDP interventions by sector and by region for further investigation and initiate the logistical process for the main mission. These objectives were realized through individual and group meetings with UNDP country staff and other stakeholders, which included government officials and representatives from the private sector, civil society and international organizations (including UN agencies). An inception report describing the context, objectives and planned methodology for the ADR was produced at the end of this phase.

The third, or data collection and validation, phase started with a two-week ADR mission in Benin from 17 to 30 March 2008. Drawing on research carried out in previous phases, the team reviewed additional documentation; conducted in-depth interviews with country office staff, international organizations, civil society, partners and beneficiaries of UNDP in the government; and visited a site in Borgou to meet with beneficiaries

5. See Annex 1.

of decentralized projects. The team made the approach as participatory as possible, taking care to ensure that the people selected for meetings during the scoping mission provided substantial detail, felt involved in the evaluation process and were interested in the results, recommendations and follow-up of the ADR report.

The third phase concluded with a one-day stakeholders' meeting, held in Benin in November 2008, to validate the last ADR draft report with stakeholders and obtain their final inputs.

It should be noted that ADR draft reports were prepared in English and had to be translated into French. Delays between the March 2008 data collection phase, the preparation of the French final draft report in September 2008, and the November 2008 stakeholders meeting did not coincide with an equivalent halt in the programme implementation. Programme activities have been ongoing during this period, and measures have been taken by UNDP Benin to address weaknesses identified by the evaluation team through interim English versions of the draft report submitted from May 2008 onwards. The present ADR report does not reflect activities conducted between March and November 2008; it provides a portrait of the programme at the time of the data collection phase.

1.2.2 EVALUATION DESIGN

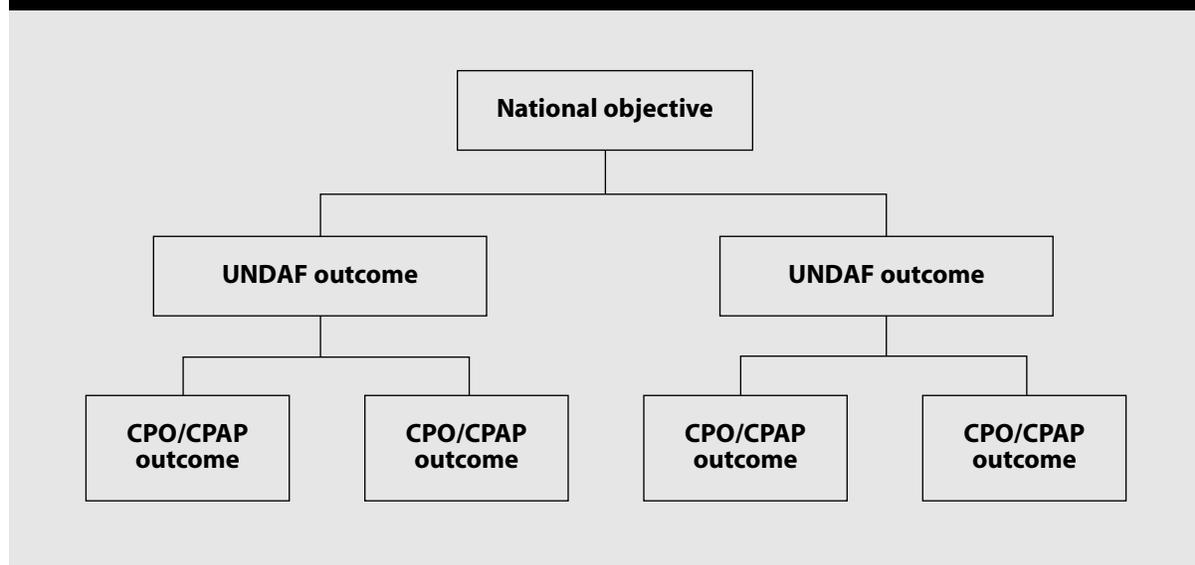
The overall design of the evaluation has been based on the following principles:

- Using, as the starting point of the ADR, the priorities and development objectives identified by the Government of Benin, along with the priorities and objectives UNDP committed to during the 2004–2008 programming period;
- Mapping a broad range of stakeholders at national and regional levels, including some not directly linked to the UNDP programme; and
- Evaluating UNDP contribution to these priorities and objectives, as well as factors affecting this contribution.

During the 2004–2008 period, UNDP, through the CPO/country programme action plan (CPAP), and the UN system, through the UNDAF, supported four national development objectives. These objectives have been used to frame the assessment of UNDP contribution. Figure 1 illustrates the relationship between the different levels of results.

This approach raises two fundamental questions for the assessment of UNDP contribution to national development:

Figure 1. The hierarchy of UN-system outcomes and national objectives



- Are the CPAP outcomes sufficient and sufficiently in line with the UNDAF outcome to contribute directly and positively to its attainment, and are the UNDAF outcomes sufficient and sufficiently in line with the national objective to contribute directly and positively to its attainment?
- Are the CPAP outcomes necessary to attain the UNDAF outcome, and are the UNDAF outcomes necessary to attain the national objective?

Answers to these questions are provided in the analyses presented in chapter 4, UNDP Contribution to National Development Results, and constitute the thread that logically links evaluation criteria presented in this Introduction.

The evaluation takes into account the fact that the programme was redesigned at the middle of its implementation leading to the revision of the UNDP outcomes, although remaining in line with the UNDP and national development objectives.

1.2.3 GATHERING AND USING DATA

This evaluation was conducted in a number of steps. These entailed document review, working sessions with country office staff, and individual and group interviews with stakeholders and beneficiaries.

The first step of data collection and analysis was to initiate a mapping of the country programme over the period under review. The overall structure of UNDP and UN development system programming tools were used as the basis for the mapping process, as indicated by the following hierarchy:

- The common country assessment (CCA) analyses the national development situation and takes into account national priorities and development objectives;
- The UNDAF establishes the strategic framework for the country-level operational activities of the UN system;

- The CPO identifies the UNDP role within UNDAF, ensuring that this role is consistent with the corporate goals of UNDP.
- The CPAP presents the management plan for CPO implementation.

Since there was a change in programme structure during this period, the evaluation team worked with the country office staff to identify the most suitable framework of programmes, projects and outcomes that would adequately capture the sum of activities conducted by the country office. A first mapping used the main sectors of intervention as defined by the 2004–2008 CPO. These included poverty, governance, environment and HIV/AIDS, with the cross-cutting issues of gender and information technologies. Efforts were also made to capture the non-project activities that contributed to each programme outcome.

The evaluation endeavoured to examine the architecture of interventions that were designed to bring about development changes agreed upon by UNDP and the Government of Benin in the 2004–2006 and 2007–2008 CPAPs. In order to determine and identify the appropriate level of outcomes and results, the team compared those identified in the CPO, the CPAP and the Multi-Year Funding Framework (MYFF).⁶

Then, the final mapping linked national objectives, UNDAF objectives and outcomes, CPAP objectives and outcomes, and projects in a hierarchical model. This final mapping was developed through a review of UN, UNDP and key country documents (including ‘Strategic Directions for Benin Development’, PRSP and GSPR) and extensive working sessions with UNDP programme officers.

The second step of data collection and analysis consisted of interviews, which used semi-structured data collection tools, conducted using the final mapping as basis. Interviewees included:⁷

6. Until 2008, the MYFF was the principal UNDP strategic-planning instrument as a corporate entity. It consists of two basic elements: a strategic results framework and an integrated resources framework that brings together all financial allocations for programmes, programme support, support to the UN and management, and administrative costs.

7. See Table 1.

Table 1. Data collection matrix

Geographic area	Category of stakeholder	Data collection tools		
		Individual interview	Group interview	Mapping
Regional and national levels	UN/UNDP personnel			●
	UN country team – Benin		✓	
	UNDP Benin personnel	✓	✓	
	Government of Benin			●
	Sectoral ministries	✓	✓	
	Coordination and/or monitoring groups	✓	✓	
	National Assembly	✓		
	Public and semi-autonomous organizations or institutions	✓	✓	
	Civil society and CSOs by sector	✓	✓	●
	Donors	✓		●
Local level (including stakeholders located in Cotonou and Porto-Novo)	Government of Benin			
	De-concentrated administrative services	✓		
	Local elected bodies		✓	
	Leaders of opinion		✓	
	CSOs by sector		✓	
	Target population			
	UNDP intervention beneficiaries	✓	✓	
	Target population outside of UNDP support		✓	

- UNDP Benin team members, who provided information on staff perceptions of their own achievements, relations with national counterparts and international partners, and internal working environment, including communications with UNDP regional bureaux and headquarters;
- Representatives of the National execution modality (NEX)⁸ unit of the Ministry of State in Charge of the Economy, Planning,

8. National execution, managed by National Execution Units, is a modality under which a specific country-level programme or project is carried out by an eligible local government entity. The NEX Unit in Benin regroups national experts in project and programme management, and monitors such work with UNDP country office specialists.

Development and Evaluation of Public Policies (MECEPDEAP),⁹ who offered an assessment of UNDP performance and achievements from the perspective of the main UNDP national partner;

- Donors, who discussed UNDP positioning among the donor community; and
- Stakeholders and beneficiaries—such as sectoral ministries, public and semi-autonomous organizations or institutions, and civil society organizations (CSOs)—who provided details on the support received by UNDP, the organization’s capacity to adapt to the evolving needs of its target population, and the benefits for the population, specifically those pertaining to living conditions or professional performance improvement.

Information collected through interviews with more than 100 participants (on an individual and group basis¹⁰—see Annex 2) was compiled and organized under each factor that influenced UNDP contribution (see section 1.2.4). Many persons were interviewed more than twice and by two different team members. Each interview was conducted using a standard grid, adapted to each informant on the basis of his or her role in the country programme (e.g., actor, beneficiary, outside observer) and the specific issues identified during literature review (e.g., expected results, partnerships, challenges in the sector, long-term perspectives). Interviews were compiled and contrasted with documentation.

Triangulation was done through data collected from literature and the perceptions expressed by UNDP staff, national counterparts, stakeholders and beneficiaries, international partners, and the donor community. The evaluation team used at

least three different sources for each UNDP practice area, and most sources were explored by two team members. The evaluation team compared perceptions among different participant categories; among internal, national and independent assessments; and between participants and documentation.

The amount of documentary information available was impressive. Over the years, the country office and the NEX Unit have conducted a number of internal evaluations, including: the mid-term CPO evaluation; annual project results and CPAP reports; sectoral reviews; annual reports on the socio-economic situation in Benin; Resident Coordinator annual reports; programme briefing notes; and annual work plans. On a larger scale, also analysed were Common Country Assessments (CCAs) and strategic and planning documents from the UN system and the government, including CPO, UNDAF, MYFF, PRSP and GSPR.

In addition to this vast amount of information, the evaluation team reviewed external evaluations, such as the mid-term evaluation of the second Global Programme for Parliamentary Strengthening, a final assessment of the Global Fund to fight AIDS, Tuberculosis and Malaria’s national programmes to fight AIDS and other diseases, a final assessment of UNCDF Support to Municipalities’ Development and Self-Help Project (ADECOI)¹¹ in Borgou, a review of the Global Environment Facility (GEF) portfolio, Social Watch annual alternative reports, Multi-lateral Organizations Performance Assessment Network annual survey, African Peer Review Mechanism (APRM)¹² country evaluation, and country and sectoral assessments by The World Bank, the International Monetary Fund (IMF) and the European Commission.

9. Ministère de la Prospective, du Développement et de l’Évaluation de l’Action Publique.

10. In addition, a group discussion bringing together past, actual and potential UNDP partners was organized during the mission. It included representatives from civil society organizations, NGOs, state bodies such as National Assembly and Economic and Social Council, private entrepreneurs and institutions, and international donors.

11. Projet d’Appui au Développement Communal et aux Initiatives Locales dans le Borgou. The Final evaluation report is available on line at: www.uncdf.org

12. Mécanisme africain d’évaluation par les pairs.

Table 2. Evaluation criteria and related questions

Criteria	Questions
A. Strategic positioning	
Relevance	<ul style="list-style-type: none"> ■ Were the outcomes that the Government of Benin and UNDP agreed upon addressing Benin's national development priorities? ■ Was the UNDP-developed intervention architecture realistic, necessary and sufficient? ■ How relevant was the UNDP programme to its mandate and human development agenda?
Responsiveness	<ul style="list-style-type: none"> ■ During the CPAP period, was the architecture of interventions flexible enough to adapt to changes in the environment? ■ During project life, how flexible was the capacity of UNDP to adapt its interventions to changing needs? ■ What opportunities were taken? ■ What opportunities were missed?
Appropriate role	<ul style="list-style-type: none"> ■ What was the key UNDP role (e.g., coordinator, convener, process support, technical input, supporting UN agenda)? ■ Was the role or mix of roles the most appropriate?
Partnerships	<ul style="list-style-type: none"> ■ Did UNDP engage in strategic partnerships? ■ What was the quality of the strategic partnerships established by UNDP?
B. Design and implementation	
Effectiveness	<ul style="list-style-type: none"> ■ Were the expected results of UNDP interventions under each outcome attained? ■ Collectively, did the expected results allow UNDP to reach the outcome?
Efficiency	<ul style="list-style-type: none"> ■ Did UNDP use its human and organizational resources efficiently? ■ What was the quality of the planning and monitoring tools used by UNDP? Did UNDP use them adequately? ■ Were there leveraging effects planned and implemented between activities related to different outcomes? ■ What was the level of programme activities' dependence on outside funding?
Sustainability	<ul style="list-style-type: none"> ■ How sustainable were these projects' results? ■ Was capacity-building included in project design? ■ Did the programming of new interventions during the CPAP period build on assets from a previous or ongoing project?

1.2.4 EVALUATION CRITERIA

Data collection and analysis was guided by evaluation criteria and related evaluation questions. The criteria were identified through literature review and interviews during the scoping mission. They were also grouped within the two sets of factors affecting UNDP contribution: those related to the

strategic positioning of the UNDP programme, and those related to the design and implementation of UNDP interventions. Efficiency issues were also included, if they were seen to have a significant impact on the UNDP contribution. Table 2 presents the evaluation criteria and questions used to assess these factors.

1.2.5 LIMITATIONS

Major constraints to which the evaluation team was confronted during the ADR include:

- Benin and UNDP internal environment instability during the CPO period: major changes took place at the country level (e.g., presidential and legislative elections), and at UNDP level (e.g., UNDP personnel turnover and management tools experimentations). The main consequences of these changes have been: (i) the lack of knowledgeable people who could inform the ADR team on the entire CPO period; (ii) the lack of corporate memory concerning the programme life cycle in both the government and UNDP Benin; and (iii) the inconsistencies in the reporting format and content of the projects and programme over the period. Despite using extensive data from the literature and making as much triangulation as possible, the evaluation team was not able to fully overcome this limitation.
- Recurring problems in each country programme evaluation since the mid-term review of the 1997–2001 country programme: issues are linked to indicators used for monitoring and evaluation, and to the availability of basic data; during the 2004–2008 CPO period, some of the stated outcomes may not have been attainable due to lack of specificity, were not measurable, or because they were not quantified; others were not action-oriented, and many lacked clear baseline data at the start. In consequence, the evaluation team had to make extensive use of qualitative data and some findings are not adequately supported by quantitative evidence. This may, unfortunately, convey the idea that outcomes cannot be assessed quantitatively and that ADRs are basically qualitative studies.
- UNDP programme review and generalization of findings: the programme was redesigned at the mid-term of the CPO, giving birth to what has been perceived by most national and UNDP actors interviewed as two different

periods of support (2004–2006 and 2006–2008). Although the evaluation team found no indication of reorientation of ongoing projects between 2004 and 2008, UNDP did develop new interventions in support to the priorities identified by the new government in 2006. If the evaluation team was able to reckon that most interventions of the programme, taken individually, were relevant, it could not express a valid appraisal of programme consistency over the years considering the long-term nature of the development challenges facing Benin. This is a serious limitation to the generalization of findings: from a long-term perspective, the factual or short-term pertinence of UNDP support could be detrimental to national development due to potential inconsistency over time. Such analysis could not be carried out by the ADR team, but the risk of dispersion has been identified and duly stressed.

- Integration of UNDP interventions in national activities: through the NEX modality, UNDP interventions are highly integrated in national activities and UNDP itself is only one actor among many others involved in Benin development. Within the time-frame of the ADR, it was not possible for the evaluation team to clearly distinguish between UNDP and government-specific contributions to national development.

1.2.6 STRUCTURE OF THE REPORT

This report is presented in five chapters. Following the Executive Summary and this Introduction, Chapter 2 examines the national development context, national planning and aid management, and remaining development challenges. Chapter 3 discusses UN and UNDP presence in Benin. Chapter 4 assesses UNDP contribution to development results through programme activities, including non-project interventions. It also reviews factors affecting UNDP contribution, according to the framework of the evaluation criteria presented above. Chapter 5 draws conclusions and lessons from the evaluation exercise and makes recommendations.

Chapter 2

COUNTRY CONTEXT

2.1 AN OVERVIEW OF BENIN

2.1.1 HUMAN DEVELOPMENT CONTEXT

The population of Benin was estimated at 8 million persons in 2007.¹³ More than one third of the population lives below the poverty line set by Benin, suggesting that close to 50 percent lives below the dollar-a-day international poverty line as defined in MDG 1. The 2007/2008 UNDP Human Development Index, which measures average achievements in a country in three basic dimensions of human development (a long and healthy life, knowledge and a decent standard of living), ranks Benin at 163 out of 177 countries.¹⁴ According to 2006 data, Benin's life expectancy is 55.4 years, and the average HIV/AIDS prevalence for people aged 15 to 49 years old is 1.2 percent.¹⁵ The relatively high population growth rate of 3.5 percent¹⁶ has led to a young age profile: 47 percent of the population are under 15 years old. Half are between the ages of 15 and 64, and only 3 percent are over 65.

Maternal mortality rates have not shown marked improvement over the last decade. The 1992 death rate was 498 per 100,000 live births. The 2006 Demographic and Health Survey registered 397 deaths per 100,000 live births.¹⁷ Infant mortality is high at 125 per 1,000 births in 2006, though this is down from 205 per 1,000 births in 1980. Some 29 percent of children under 5 years of age are malnourished. Although progress has been achieved on the gross enrolment rate in primary education, especially for girls, the 2006

completion rate remained at a comparatively low 54 percent.

According to 2002 estimates, approximately 38 percent of the population is found in urban areas, more than twice the 1990 census figure of 16 percent. Approximately 46 percent of urban dwellers do not have sanitation facilities. The majority of impoverished people, most of whom are women, live in rural areas and rely on small-scale agriculture for their livelihoods. The rural poor suffer from a steadily degrading environment and income levels that are insufficient to save for the future or invest in quality seeds, fertilizer or farm machinery.

Most recent assessments¹⁸ of Benin's capacity to attain the MDGs are mixed, noting slow progress in recent years and projecting that Benin is unlikely to meet certain targets. According to the 2007 Benin CCA, the total cost for MDG target achievement between 2007 and 2015 is estimated to be \$13 billion. This covers eight sectors prioritized by Benin (agriculture, hunger, gender, education, health, energy, water and sanitation, environment and transportation), and equals an annual average cost per capita of \$160 during the period. Covering these financial needs would require a threefold increase of public spending during the period. At the same time, Beninese absorption capacity of aid is limited: in 2006, the general rate of execution of budgeted capital expenditure was 61.3 percent, especially affecting those ministries directly involved in MDG-related

13. Benin CCA 2007.

14. In 1998, Benin was ranked 157th out of 174 countries.

15. Demographic and Health Survey, 2006.

16. Per the 2002 national population census.

17. EDS III, 2006.

18. Especially CCA-Benin 2007, Social Watch's 2007 Third Alternative Report on MDGs, and the IMF June 2007 Country Report.

activities in agriculture, infrastructure, education, health and water. In 2007, to help improve the situation, UNDP assisted MECEPDEAP in the creation of semi-autonomous units in ministries closely linked to MDGs.

2.1.2 ECONOMIC CONTEXT

Gross domestic product per capita (purchasing power parity measure) is estimated to be approximately \$1,500. Benin opted for a market economy in 1991, but in 2008, public sector presence is still a significant factor. Moreover, the informal sector is vibrant, very powerful and beyond the control of the state, thereby depriving the latter of vital taxation revenue.

The economy is heavily dependent on the agriculture sector, which employs approximately 80 percent of the population. Crops are grown for both export and domestic consumption. Though production has been affected by falling prices on the world market, cotton production, which has opened to private investment, has grown over 300 percent since 1990. Industry is relatively underdeveloped and restricted to simple import substitution products and basic agro-industrial processes.

Successive governments have struggled to strengthen Benin's economic and fiscal performance, resulting in reforms that introduced significant changes. From 1991 to 1996, the government privatized or liquidated 100 state enterprises that included breweries, producers of cement, textiles, tobacco and petroleum. The insurance sector has been liberalized, leading to increased competition. There has also been a significant foreign investment in telecommunications. Privatization has significantly decreased the proportion of government spending, with noticeable increases in foreign direct investment, the admission of Benin into the Highly Indebted Poor Country Initiative and the resumption of donor lending. However, the IMF has continued to press for further privatization of state-run enterprises, including major utilities such as electricity, water, postal services and telecommunications. The 2007–2009 GSPR has set the objective of privatizing even more state enterprises.

Corruption, poor governance and impunity are the three most destructive factors, presenting daunting challenges to the economy of Benin. Newly elected leaders' recent attempts to curb corruption were met with heavily bureaucratic procedures that impeded the punishment of corruption in high places (e.g., at the National Assembly).

2.1.3 POLITICAL CONTEXT

Benin has been a multi-party democracy since the referendum and constitution that followed the national conference of 1990. Subsequent legislative, presidential and municipal elections have led to peaceful changes at the helm and the start of the decentralization process. The 1990 constitution instituted a five-year presidency, limited to two terms. The position of prime minister was dissolved in 1998, while the president has executive power, appoints and dismisses judges to the supreme magistrate, and can suspend parliament with court approval. The members of the 83-seat assembly serve four-year terms.

The current president, elected on an independent ticket, appears capable of uniting deputies of fragmented leading parties around ideas. This can be a source of unstable coalitions, which has decreased the Parliament's effectiveness and risks blocking government legislation, if the majority does not share the ideas of the head of state. The independent media, trade unions and civil society are factors that have strengthened Benin's democracy, as they are able to challenge the government's economic and fiscal policies through denunciations and strikes. However, this tends to lead to civil unrest and severe economic losses.

2.2 NATIONAL PLANNING AND AID MANAGEMENT

2.2.1 NATIONAL PLANNING

After the structural adjustment plans of the 1990s, national development planning and aid management in Benin have been cast in PRSPs and Medium Term Expenditure Frameworks. In the last decade, the Republic of Benin has had three poverty reduction strategies, starting with the

Box 1. GSRP 2007–2009: Development and implementation process

1. Assessment of PRSP 2003–2005.
2. National Forum on GSRP.
3. Definition of the ‘Strategic Orientations for Development 2006–2011’.
4. Creation of 10 working groups—including representatives of civil society organizations, local authorities and the private sector—to review major development issues, identify key problems, assess ongoing policies and programmes, and suggest corrective measures allowing for sustainable poverty reduction.
5. Conduct workshops on gender, population, human rights, environment and HIV/AIDS.
6. Preparation of Alternative MDGs Annual Reports (2005, 2006, 2007) by civil society organizations presenting recommendations taken into account by the Government in its monitoring and evaluation mechanism of the GSRP.

Interim PRSP 2000–2002. Supported by UNDP, The World Bank and the countries of Denmark, Germany and Switzerland, the Observatory of Social Change¹⁹ was the monitoring and evaluation mechanism of the Interim PRSP. The first full PRSP 2003–2005 centred on the same four pillars as the interim version:

- Bolstering the medium-term macro-economic framework;
- Strengthening human development and environmental management;
- Improving governance and institutional reforms; and
- Improving income-generating opportunities.

The current GSPR 2007–2009 of the 2006 Yayi Boni government aims at combating the root causes of poverty to bridge the gap between the democratic progress since the 1990 National Conference and the slow pace of economic growth and attainment of the MDGs. Adopted by the government in February 2007, GSPR 2007–2009 differs from previous plans in that it centres around five axes that build linkages among the MDGs and the cross-cutting themes of gender and human rights. The axes are:

- Acceleration of growth;
- Infrastructure development;

- Human capacity building;
- Good governance; and
- Equitable and sustainable development of the nation.

In addition to these planning tools, the 2006 Yayi Boni government has produced a policy document based on the GSPR, the ‘Strategic Orientations for the Development of Benin 2006–2011’,²⁰ which aims at creating the conditions necessary for accelerated growth and poverty reduction. The document seeks to engage competitiveness, foster an enabling national environment for development, facilitate the attainment of MDGs and strengthen good governance. Monitoring and evaluation of the 2007–2009 GSPR is done via a reinforced institutional framework, which combines a participatory institutional package with administrative and technical monitoring. Box 1 illustrates the development and implementation process of the GSRP.

On 31 March 2004, Benin acceded to the APRM, a network comprising a number of African Union member-states with the common objective of improving governance practices and standards and sharing those experiences with the network to foster further improvements. In

19. Observatoire du Changement Social.

20. Orientations Stratégiques de Développement du Bénin 2006–2011.

November 2005 and with UNDP support, Benin hosted a Country Support Mission to evaluate its preparations for undertaking peer review. After establishing the structures and methodologies necessary to undertake a self-assessment of its governance practices, Benin conducted it during 2006 and validated it with the population in 2007. The final report was approved and published by the government in January 2008. The document, which identifies the governance issues that the Beninese population considers to be priorities, constitutes the final and complementary tool that the government will use to organize efforts to meet the challenges of accelerated growth and poverty reduction. UNDP Benin will coordinate the preparation of its new country programme with orientations defined in the APRM Country Report.

2.2.2 AID AND ITS MANAGEMENT

For the years 2004–2006, the average rate of aid as a percentage of gross national income was less than 9 percent for Benin. Although this is slightly lower than neighbouring Ghana and Burkina Faso (12 and 13 percent respectively), Benin is certainly not an aid orphan, especially when compared to its neighbour Togo where the figure is less than 4 percent. Nonetheless, Benin saw a decrease of aid flow after reaching a peak in 2004, while many other sub-Saharan countries experienced an increase.

Donor support in Benin shows different patterns when support is broken down.²¹ On the whole, multilateral donors are progressively and steadily rising in importance in the economic life of Benin. Net bilateral (DAC member) distribution of ODA was four times that of multilaterals in 2000, yet only 50 percent higher in 2006.

A feature of official development assistance in Benin during 2000–2006 is that 10 donors contributed more than 82 percent of all aid received—peaking at more than 90 percent in

2001. These top donors, seven bilateral and three multilateral, by order of support are: France, African Development Fund, European Commission, Denmark, Germany, Netherlands, The World Bank, the United States, Belgium and Japan. It should be noted that:

- France, which is by far the most important donor, decreased its aid flow between 2001 and 2005. Though it increased aid in 2006, it has yet to return to 2000 levels;
- The United States, the second-highest bilateral donor in 2000, progressively reduced its aid over the period; and
- Denmark, the Netherlands, Belgium and the multilateral African Development Fund are becoming more financially significant partners each year.

From 2004 to early 2007, coordination of aid was handled through sectoral and thematic working groups, headed by rotating donors. For example, Denmark has coordinated the sectoral groups on water, education and corruption since 2006; the European Commission has coordinated groups on transportation, private sector, budgetary support, decentralization and aid effectiveness; the German Agency for Technical Cooperation (GTZ²²) has coordinated groups on agriculture and environment; Belgium has coordinated the group on health; The World Bank has coordinated the group on monitoring and evaluation; Switzerland and the UNFPA have coordinated the group on gender; and UNDP has coordinated the group on the electoral system. Each group held monthly meetings, in which the ministry in charge of the relevant sector was represented.

Ideally, with a limited number of partners, coordination of aid in Benin would not present a challenge. Still, though some working groups have been functional, the participation of the involved ministries was irregular, and coordination among donors within the sectors has been

21. See Table 3.

22. Gesellschaft für Technische Zusammenarbeit.

Table 3. Official development assistance net disbursement in Benin, 2000–2006

Donor	2000	2001	2002	2003	2004	2005	2006
US\$ millions							
All donors	238	272	216	295	386	346	374
Percent of total official development assistance							
Development Assistance Committee members	80	53	65	66	54	60	61
Multilateral donors (including UNDP)	21	46	34	34	46	40	39

Source: Organisation for Economic Co-operation and Development, 'Official Development Assistance and Official Aid Disbursements', data extracted on 28 February 2008.

neither effective nor optimal. These sectoral and thematic working groups were overseen by a donor roundtable, where MECEPDEAP was present. According to interviews conducted by the evaluation team, though MECEPDEAP is progressively becoming more active at the roundtable, more powerful coordination is still required.

In 2007, a tentative mapping of donor activities was prepared for MECEPDEAP, identifying 15 donors (considering UN agencies as one donor) and 13 sectors. This mapping helped identify one of the donor coordination problems. Donors were typically involved in seven to eight different sectors. Despite this relatively small number, donors became overextended, imposed their own procedures on sectoral ministries, and put forward objectives that were not always harmonized with national priorities. This partly explains the low Beninese aid absorption capacity. Enforcement of the new European Commission regulations regarding aid will help reduce this problem by limiting the number of sectors member countries can intervene in and by requiring better apportionment between donors and sectors.

The MECEPDEAP faces a tremendous challenge in trying to simultaneously coordinate

a large number of strategies, which include not only governmental priorities, but also those of various donors. Already weighed down by donor pressure on public administration, the Minister of MECEPDEAP is requesting UNDP support in setting up a common strategic platform among donors.

2.3 REMAINING NATIONAL DEVELOPMENT CHALLENGES

Seven years after the 2000 Interim PRSP and despite improvements demonstrated by the evolution of MDG indicators, national development challenges remain in the areas of poverty and governance. These challenges touch on factors that will improve agriculture, accelerate investment and reassure investors. Benin's development and poverty alleviation depends on activities that involve the general population, the rural poor and other stakeholders.

Through interviews with representatives of the government, civil society and donors, the evaluation team identified the challenges Benin is likely to face in the coming years. As summarized in the Benin Country Assessment, realized through the APRM Report, strategies that address these challenges can be grouped under three thematic areas:

1. **Democracy and political governance:** accelerate and reinforce decentralization and local governance; improve access to justice; enforce strategies against corruption; increase women's participation in decision-making at all levels of political and economical life; and stop child exploitation and trafficking;
2. **Governance and economic management:** control public spending; stimulate private domestic and foreign investment; and develop and implement sectoral policies, strategies, and action plans; and
3. **Poverty and socio-economic development:** prepare and enforce legislation and regulations conducive to more active participation of civil society, political parties, local authorities and the private sector in the conduct of the state; create jobs, especially for the youth;

initiate land reform as a factor of production that is a source of wealth creation through agriculture, as collateral for investment, and as an avenue for the participation of women whose livelihood is based on land use; and diversify the economy, especially through agricultural production and transformation.

The APRM identified assets to meet these challenges, including: a strong willingness of the Beninese to bring about change; the new president's commitment to change; the social and political stability and democratic culture of the Beninese society; vast agricultural potential and favourable geographic position; vitality of the informal sector; Benin's adherence to the policies of regional economic and monetary bodies; and the youthfulness and adaptability of the population.

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).

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"> ■ Poverty reduction strategies, including MDGs, are implemented using a participatory approach ■ Greater employment opportunities for the poor (including women and youth) through job creation ■ The National Assembly is modernized (e-parliament) and its representation, legislation and control capacities of government action are strengthened ■ An efficient and sustainable system for the management of free, fair and transparent elections is in place ■ Genuine involvement of local authorities and civil society, particularly women’s groups, in local planning and management, including provision of basic social services ■ A more efficient, transparent and accountable public administration 	<ul style="list-style-type: none"> ■ Poverty reduction strategies, including MDGs, are implemented using a participatory approach, and more efficiently take into account the concerns of vulnerable ■ Increased incomes of vulnerable groups ■ The rules of engagement are better understood and respected by political parties and all national institutions ■ Improvement of local planning ■ A more efficient, transparent and accountable public administration
	Sustainable food security in a healthy environment conducive to production	<ul style="list-style-type: none"> ■ Increased capacity of local authorities and communities (particularly women) and private sector in the management of the environment and sustainable energy development 	<ul style="list-style-type: none"> ■ Better conservation of resources, including flora, fauna and fisheries
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"> ■ Increased awareness of human rights, particularly at the community level 	<ul style="list-style-type: none"> ■ Human rights, particularly those of vulnerable groups are better respected
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"> ■ Institutional capacity to plan and implement multisectoral strategies to curb the spread of HIV/AIDS and to mitigate its social and economic impact 	<ul style="list-style-type: none"> ■ Institutional capacity to plan and implement multi-sectoral strategies to curb the spread of HIV/AIDS and to mitigate its social impact
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"> ■ Use of new information and communication technologies to encourage decision-making attuned to population’s needs 	

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,²³ 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 2007.²⁴

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	1,562	4
	Governance	393	568	7,909	2,439	11,309	28
	Poverty	396	698	1,654	1,871	4,619	11
HIV/AIDS	HIV/AIDS and other diseases	8,404	6,666	8,099	261	23,430	57
Maternal and infant mortality rates	(Social services)						
Rule of law and liberties	(Governance)						
Total		9,317	8,187	18,199	5,217	40,920	100

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.

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,²⁵ 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.

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 2006,²⁶ 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)²⁷ 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,²⁸ 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

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),²⁹ 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)³⁰ 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

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 credit³¹ 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)³² 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 Account³³ 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

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.³⁴ National Assembly records document³⁵ 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.³⁶

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.

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)³⁷ 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 site³⁸ 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 Governance³⁹ 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)⁴⁰ 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.

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,⁴¹ a 1995 law created the Autonomous National Electoral Commission (CENA)⁴² on general rules governing elections in Benin.⁴³ 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 donor⁴⁴ 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.

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,⁴⁵ the ADECOI project experience, boosted by local

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, ⁴⁶ 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 Fund⁴⁷ 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;⁴⁸ and

- According to the Minister of the Ministry of Administrative and Institutional Reform (MRAI)⁴⁹, 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."⁵⁰

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,⁵¹ 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,⁵² 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 (PARAI⁵³) and Support to the Consolidation of Democracy through the Strengthening of Women’s Representation in Decision-Making Bodies and Public Policy (PARPF).⁵⁴

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.⁵⁵ 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

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 ⁵⁶ (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 ⁵⁷ (2006–2008)	National	NEX / MEPN	250,000
Microfinance Programme of the Global Environment Facility ⁵⁸ (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 Plans⁵⁹ 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)⁶⁰ 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.”⁶¹ 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)⁶² 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.⁶³ 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, ⁶⁴ 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 ⁶⁵	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.

Chapter 5

CONCLUSIONS, RECOMMENDATIONS AND LESSONS

This chapter reviews the main conclusions of this evaluation, addressing the relevance of UNDP interventions during 2004–2007, their effectiveness in contributing to development results, the sustainability of these results and the strategic positioning of the UNDP country programme. It also provides recommendations on possible future directions for the UNDP programme in Benin as well as a lesson for UNDP corporately.

5.1 CONCLUSIONS

Although UNDP set out to contribute to four national development objectives, almost all UNDP interventions centred on the national objective of reducing the proportion of the population living below the poverty line or suffering from malnutrition. UNDP made a substantial contribution, in particular through its support of the Growth Strategy for Poverty Reduction and Benin's pursuit of the Millennium Development Goals. It should be noted that many of the UNDP interventions in support of this national priority also cover areas normally categorized as governance and the environment. UNDP contribution to the three remaining national objectives it has aimed to support has been inconclusive.

STRATEGIC POSITIONING

On the whole, UNDP made adequate use of its comparative advantages, such as its perceived neutrality in the championing of delicate and sensitive macro-level policy subjects, its acceptance by both donors and the government as a leader in development dialogue, and its credibility in resource mobilization. These assets have enabled

UNDP to contribute positively to two national objectives: poverty reduction and support to social dialogue.

The neutral status of UNDP helped Benin take a step forward in combating poverty and reinforce Benin's aid absorption capacity. UNDP advocacy resulted in resource mobilization from multiple donors, channelled in direct support for key activities related to democracy, civil participation and human development. Such activities ranged from elections to PRSP, GSPR and MDG monitoring, and participatory decentralized development planning. Based on its strategic positioning, UNDP can play a major role in supporting national objectives and strategies that MECEPDEAP has to manage simultaneously with limited human resources.

UNDP established an example of good practice in the creation of strong partnerships. For example, in its environment programme, UNDP has contributed positively to the capacity-building of the Ministry of Environment, at both the central and deconcentrated levels, to manage issues of environmental protection and climate change. This has been accomplished by linking UNDP regional expertise, UN mechanisms and institutions, international donors, local stakeholders and UNDP projects.

The UNDP coordination role provides opportunities, challenges and potential pitfalls. UNDP established an example of good practice in its environment programme by linking UN regional bureau expertise via the Subregional Resource Facility, UN mechanisms and institutions (the

Drylands Development Centre,⁶⁶ the GEF and UN Volunteers), international donors (GTZ, International Land Coalition, United States Agency for International Development Peace Corps), Ministry of Environment's central and decentralized services, and local stakeholders. Leading by example, such partnerships support effective implementation of the Paris Declaration on Aid Effectiveness and contribute directly to a better utilization of resources in favour of the poor.

Working with the United Nations Capital Development Fund model and technical support, UNDP contributed to establishing an example of good practice in its governance programme. Through the ADECOI project, the central government, supported by an effective knowledge management strategy, adopted decentralized and participatory mechanisms that qualitatively improved its capacity to develop pro-poor policies. This knowledge management qualitatively supports the government's capacity to develop pro-poor policies. UNDP contribution has been determinant on various strategic occasions in its governance programme. Such instances included the presidential elections, elaboration of 'Emerging Benin',⁶⁷ priority projects and the Employment for Youth project. All of these directly contribute to establishing a foundation for the national objective of poverty reduction.

However, the UNDP coordination role and related contributions risk dispersing the organization's interventions. UNDP involvement in small arms control as an example of such dispersion. It is not clear how other regional projects, such as the Inventory of Governance in Africa or the Niger River Basin, managed directly by the New York headquarters, contributed to UNDP effectiveness in supporting national objectives. Finally, both internal and independent evaluations of projects under the governance and environment programmes reported dispersion of efforts and mixed results for the cross-cutting

sectors of gender and human rights, which have been managed without sufficiently clear indicators, directions or responsiveness.

RELEVANCE

Almost all projects were linked with national priorities and designed jointly by Benin and UNDP. For the Ministry of State in Charge of the Economy, Planning, Development and Evaluation of Public Policies and the Ministry of Microfinance, Small and Medium Enterprises, and Youth and Women Employment, the contribution of UNDP has been highly strategic, particularly the support provided to major policy documents, such as 'Emerging Benin', Benin's Strategic Directions, and the GSPR. UNDP support to the national economic development frameworks and mechanisms such as Employment for Youth and to priority projects also contributed to a behavioural change in public service.

Less positive is the relevance of UNDP strategy to increase the use of social services (under the overall objective of reducing maternal and infant mortality rates and improving health and education). The same observation applies to some regional projects managed by UNDP headquarters, where no impact was readily evident to the evaluation team. Examples include the Small Arms Proliferation project, which was not linked to a CPO outcome, and the Inventory of Governance in Africa project.

UNDP dependency on external funding, which represents over 70 percent of total 2004–2007 UNDP programme expenditure, may have influenced its strategic choices and threatened the optimal alignment of its interventions to its internal capacities, though not necessarily to Benin's needs.

This observation applies, for example, to the HIV/AIDS project, notwithstanding its alignment with the UNDP Corporate strategic goals for

66. The Drylands Development Centre, formerly called the United Nations Office to Combat Desertification and Drought, was designed to provide a linkage to the overall UNDP practice network. UNDP moved the global headquarters of its Drylands Development Centre from New York, USA, to Nairobi, Kenya, in July 2001.

67. 'Bénin Emergent'.

2004–2007. The UNDP environment programme is also puzzling: external resources, except for one project, were channelled at the central and political level, while UNDP TRAC funds were channelled to the decentralized or local level. The latter was consistent with the expected CPAP outcome of increasing the capacity of local authorities, communities and the private sector. Although agriculture is also highly relevant for Benin, the increasing UNDP involvement in this sector—specifically, the new partnership with the International Fund for Agricultural Development and the multiple relationships supporting the new Songhaï project—raises questions of the internal relevance of UNDP presence even if UNDP intends to confine its interventions to consultancy, policy dialogue and job creation.

Given the importance of gender issues to Benin, it is surprising that the issue was not given sufficient priority in the country programmes. UNDP targeted women directly through two main interventions: microcredit as part of the ADECOI project, and PARPF, a pilot project in leadership training, representation and participation of women in public life. Although women participated and benefited from these projects, no transformation of their role in the Beninese society can be directly linked with UNDP support during the 2004–2008 period. In the case of ADECOI, the impact of microcredit on women's income and economic development remains low at the end of phase 1. In the case of PARPF, started in 2007, it is too early to identify impacts on women's representation and participation.

Gender has been taken into account at various degrees in other projects such as the Microfinance Programme of the Global Environment Facility or, at a more political level, UNDP support to the preparation of a national action plan for the promotion and protection of human rights. However, as discussed in the Effectiveness section, UNDP interventions lacked clear directions and indicators to make its contribution on gender issues truly effective. Moreover, the January 2008 APRM review suggests that increasing women's participation in decision-making at all levels of

political and economical life is still a major development challenge in Benin.

RESPONSIVENESS

One of the better illustrations of UNDP responsiveness during the 2004–2008 period is the 2006 mid-term CPO evaluation. It coincided with the election of a new president, bringing with him an important message of change in governance. As a result, UNDP realigned its cooperation programme. Sectors of concentration were reviewed to give a more pre-eminent place to the environment, outcomes were reformulated and reduced from 10 to 8, and most importantly, new interventions were planned to support the priorities of the new government. However, if new interventions constituted an adequate response to government requests, no indications of ongoing project restructuring to support the revised outcomes, identified in the 2006–2007 CPAP, were found during the ADR exercise. One exception was UNDP work in human rights, where UNDP repositioned its support at the central level in 2006 despite the Ministry of Justice's preference for decentralized partnerships (although human rights were later mainstreamed in the UNDP programme).

The timeliness of UNDP response would seem to be most appreciated by all, including donors in the area of election support. A lack of UNDP response could have reversed democratic advances in Benin. It is the same with the Concerted Governance project, though donors interviewed unanimously agreed that a lot of work remains to be done, and that UNDP needs to improve its communications with partners.

EFFECTIVENESS

UNDP appears to have been effective in attaining most of its annual targets—despite the unstable internal and external environment during the 2004–2008 period (e.g., changes in government, UN aid coordination experiments and internal country-office strategic repositioning). On the whole, UNDP interventions have been effective in making poverty reduction strategies

a participatory national process. As a result of the APRM exercise, the governance sector was granted CFA 1 billion to carry out projects aimed at improving governance. In the environment sector, achievements include the greening of the GSPR, development of environmental profiles and improving MEPN planning and monitoring capacities.

In partnership with UNCDF, UNDP established an example of good practice and had a significant impact on national policies. Through the ADECOI project, this partnership, in accelerating the process of decentralization, has had effects on micro-finance, local development, the empowerment of rural women, good governance, and the fight against corruption. These results have been spread nationwide through an effective knowledge-management strategy. However, UNDP effectiveness has been flawed by:

- Its lack of leadership in supporting INSAE ownership of the BenInfo database, as is necessary to ensure the monitoring of both the MDGs and the GSPR;
- The 2006 withdrawal of UNDP direct contribution to the fight against corruption;
- The inappropriate choice and location of its institutional project coordinator to support the implementation of institutional reforms that are still not making progress in sectoral ministries; and
- The lack of sufficiently clear indicators, directions or responsiveness in the management of cross-cutting sectors of gender and human rights, causing dispersion of efforts and inconclusive results.

SUSTAINABILITY

A major weakness of UNDP contribution to national objectives resides in the sustainability of results achieved through its interventions. As discussed above, strategic positioning, relevance and responsiveness allowed for significant improvement in Benin's preparedness to confront development challenges. But the country remains

poor, with insufficient human, technical and financial resources. Without the consolidation of results achieved by UNDP and more government effort to tackle institutional issues, benefits may not be maintained. This is exemplified by:

- The HIV/AIDS project, funded by the Global Fund. A year after UNDP withdrawal, national capacities to maintain results remain weak, particularly in the management of drug procurement. Results already seem to be in regression;
- The support to Benin's autonomous national structure for the management of elections. Weaknesses in institutional design make the structure dependent on state funding for the operationalization of its activities; and
- Support to the BenInfo database, which has not been updated since 2006, despite training and technical support. In addition, quality control seems weak, and there are doubts about the INSAE capacity to maintain the project.

The UNDP strategy of concentrating much of its programme on pilot projects constitutes a serious sustainability challenge. Successful pilot projects that are not followed by capitalization and replication are not a sustainable use of resources. African countries are awash with small development initiatives left to populations that are incapable of sustaining activities after the end of external support. One adverse effect of such experiments is demoralizing the local population.

EFFICIENCY

Although UNDP seems to have attained most of its annual targets, those identified in work plans were not clearly linked with CPO indicators and may have varied from year to year without any explanation. The analysis of the project planning process revealed a prevalence of an iterative mechanism. Considering the global programme architecture at the end of the CPAP period, project identification would seem to have been based more on *ad hoc* opportunities than on a systematic approach of dialogue with government. Such dialogue would have defined the nature and

scope of outcomes to which UNDP may have contributed, which could have allowed the attainment of outcomes through targeted interventions. This suggests that results-based management is not integrated in the country office programme management toolbox.

Main planning tools used by UNDP Benin appear neither harmonized nor mastered by most programme officers. Although the 2004–2008 UNDAF was characterized by experimentation with new UN management tools, logical inconsistencies and terminology confusion were found among Benin’s UNDAF, CPO, CPAP and reporting system.

A major threat facing UNDP contribution is the dispersion of its interventions. UNDP involvement in the health sector, specifically in combating HIV/AIDS, is an example of such dispersion. In time, UNDP involvement in agriculture could present a similar case if the role it plays in this sector exceeds its attribution as coordinator of development activities for the United Nations system as a whole in Benin. UNDP has demonstrated a high level of performance in governance, policy and social dialogue. The necessity to reduce dispersion and improve aid effectiveness may require a careful review of UNDP involvement in too many additional sectors.

UNDP Benin seems to have invested much effort in rationalizing its project and programme management and financial tools. However, annual CPAP reviews, conducted by the NEX Unit and the country office in 2004, 2005, 2006 and 2007, consistently identified recurrent problems that went without solutions. These included:

- Delay in Annual Work Plan approval;
- Delay in mobilizing counterpart government funds;
- Weakness of the monitoring and evaluation mechanism;
- Lack of indicators;

- Appointment of a project coordinator from outside the project team; and
- Deficiency in communication on projects supported by UNDP.

The evaluation team sees the more effective use of management and financial tools used by UNDP as a solution to some of these recurrent problems. Streamlining management tools and the reporting system are key elements to increasing UNDP performance in transforming resources into useful development changes and facilitating aid absorption by its national partners through clear and simple lines of communication.

OVERALL CONCLUSION

On the whole, the assessment of UNDP contribution to Benin national development during the 2004–2008 CPO period has been positive. UNDP performance on five of the seven criteria used by the ADR methodology constitutes solid foundations upon which UNDP can build its new programme. UNDP strategic positioning in Benin allows it to play an appropriate role for the country’s development and to establish a benchmark in sound partnerships, and its programme is relevant, highly responsive and effective. UNDP needs to improve the performance of two factors: programme efficiency and results sustainability. In order to improve capacity to support Benin face development challenges, UNDP has its own challenges to meet. Four UNDP challenges for its future programme, along with recommendations on how to meet them, are presented below.

5.2 RECOMMENDATIONS AND LESSONS

Meeting the central challenge of improving UNDP contribution to national development results during the 2009–2013 CPO requires concentrating on sustainability and efficiency, the two main factors impeding UNDP contribution. The recommendations deemed necessary for UNDP to meet the four main challenges through strengthening sustainability and efficiency are:

CHALLENGE I: AVOIDING RESOURCE DISPERSION, WHETHER HUMAN, TECHNICAL OR FINANCIAL

1. UNDP should place priority on sectors and themes where its expertise is recognized, rather than on those where fund mobilization alone is more feasible. This entails limiting the number of sectors/themes of UNDP activity in order to have a critical mass of interventions that are complementary, synergistic and clearly focused on making a long-term difference to national development.
2. UNDP should strengthen linkages between strategic policy initiatives at the central level and operational interventions at local levels. It is this approach that has turned the joint UNDP/UNCDF ADECOI project into a model of providing lessons that benefit the entire nation.
3. The current strategy of concentrating much of the programme on pilot projects constitutes a threat to sustainability. Although unsuccessful pilot projects can provide important lessons, successful projects that are not followed by capitalization and generalization are bound to terminate prematurely. UNDP should concentrate on expanding and networking its existing successful interventions by limiting short-term interventions to those that impact ongoing ventures. It should also invest in projects' second phases, with clearly defined activities based on previous accomplishments and a progressive transfer of ownership to the partner.
4. UNDP experience demonstrated the need for better preparation and capacity-building of the partner before ownership of donor-driven activities is transferred. UNDP project exit strategies should be planned and calculated to ensure that the partner can sustain key project components, without which the gains will disappear with the exit of UNDP.

CHALLENGE II: MAKING FULL USE OF ITS ASSETS

5. UNDP should make full use of its strategic positioning in handling subjects in which it

has a comparative advantage and is trusted as a neutral party. In this regard, UNDP should consider positively a request formulated by the Minister of MECEPDEAP during the evaluation mission concerning a support from UNDP in setting up a common strategic platform among donors, which will ease the donors' pressure on public administration.

6. UNDP should reinforce its knowledge management practices in order to systematically identify and reinvest best practices in all its supported projects. Moreover, objectives and results of specialized studies carried out by the UNDP regional centre and independent experts through UNDP special funds should be better integrated into the country programme through the knowledge management system. Specifically, these activities should be communicated to all country office staff and national counterparts, and findings incorporated in regular projects.
7. UNDP should capitalize non-project activities. Advocacy activities, even if conducted outside of projects, should be more focused on common government and UNDP strategic objectives and be results-oriented. Specifically, advocacy objectives should be explicit and measurable with unambiguous indicators to ease assessing UNDP performance; their follow-up and reporting should be integrated into the work plan; and good practices and lessons learned from them should be identified.
8. UNDP should reinforce synergies available from existing expertise inside its own structure by:
 - De-compartmentalizing country office divisions by systematically organizing briefing sessions between sub-programme personnel and by encouraging the integration of cross-cutting sectors in project teams' work plans;
 - Integrating regional bureau experts in project planning and monitoring through mandatory information sessions; and
 - Encouraging regular participation of programme officers in the UNDP network on good practices.

CHALLENGE III: STRENGTHEN MANAGEMENT TOOLS AND RESULTS ORIENTATION

9. UNDP should update the practical knowledge of results-based management, including risk management, among programme officers, project partners and the NEX Unit. It should also facilitate the creation of a 'results culture' among its staff and project implementation partners leading to greater utilization of capacities and tools in this area. Moreover, it should set appropriate SMART indicators of results to ensure effective monitoring and facilitate future evaluation of its efforts.
10. UNDP should obtain a clear and gender-sensitive mapping of its interventions in the different sectors supported by the programme, objectives, outcomes, results, target populations, and partners of different projects. In doing so, UNDP would avoid duplication of activities, identify potential synergies and better plan project extensions.

CHALLENGE IV: DEVELOPING SYNERGETIC PARTNERSHIPS

11. UNDP should strengthen and be more proactive in its communication with partners, particularly in relation to Concerted Governance, as mandated by the novelty of this concept and the need to galvanize the development efforts of partners around the initiative.

12. UNDP should develop alternative models of providing development assistance, such as public-private partnerships, especially in key sectors for Benin's economic and human development. In supporting linkages between the state, donors and the private sector, UNDP could play a major role in mobilizing additional contributions for development and in establishing more indigenous, autonomous and sustainable partnerships.

MAIN ADR LESSON

In addition to these specific recommendations, there is an important lesson not only for UNDP Benin, but also for UNDP at the corporate level. Although UNDP should preserve its flexibility in responding positively to requests from ministries in host countries, when confronted with a growing number of such requests, such flexibility should not become a management style characterizing the partnership between host governments and UNDP. Strengthening partnerships implies commitment and mutual risk-taking with the aim of attaining change as desired and defined by both parties. Such partnerships, based on a common understanding of a problem and its solution within an agreed time frame and investment plan, ought to govern occasional requests for development partnerships.

TERMS OF REFERENCE

BACKGROUND

The Evaluation Office (EO) of the United Nations Development Program (UNDP) regularly conducts a number of country evaluations called Assessments of Development Results (ADRs) in order to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. Undertaken in select countries, ADRs focus on outcomes and critically examine achievements and constraints in the UNDP thematic areas of focus, draw lessons learned and provide recommendations for the future. ADRs also provide strategic analysis for enhancing performance and strategically positioning UNDP support within national development priorities and UNDP corporate policy directions.

The overall goals of the ADR are to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board;
- Serve as a means of quality assurance for UNDP interventions at the country level;
- Generate lessons from experience to inform current and future programming at the country and corporate levels; and
- Provide stakeholders in the programme country with an objective assessment of the results (specific outcomes) that have been achieved through UNDP support and partnerships with other key actors during a given multi-year period.

An ADR is planned for the Republic of Benin at the beginning of 2008. It will cover the period from 2004–2008, as well as some of the previous years.

OBJECTIVES OF THE ASSESSMENT

The purpose of the evaluation is to assess UNDP contributions to development results and strategic positioning in Benin, draw lessons learned and outline options for improvements. The ADR in Benin will:

- Provide an independent assessment of country-level development results achieved through UNDP support and in partnership with other development actors during the last five to seven years, with particular emphasis on the UNDP country programme, its relevance and effectiveness;
- Contribute to accountability and to learning from experience, taking into account self-evaluations (project and outcome evaluations) and the role of development partners;
- Provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context; and
- Present key findings, draw lessons and provide a set of clear and forward-looking options for the management to make adjustments in the current strategy and next country programme.

RATIONALE FOR THE EVALUATION

The UNDP programme in the Republic of Benin has been selected for an ADR. It was selected for a number of reasons. The completion of the 2004–2008 Country Cooperation Framework (CCF) presents an opportunity to evaluate the achievements and results over the past programme cycle and previous periods. The findings will be used as inputs to the 2008–2011 country programme within the context of the new United Nations Development Assistance

Framework (UNDAF). The challenges that the Republic of Benin faced during the years encompassed by the CCF can be summarized as the establishment of political, economic and environmental conditions for development. Assessing the UNDP contribution to this process can yield lessons for the organization.

SCOPE OF THE EVALUATION

The ADR will review the UNDP experience in Benin and its contribution to solving social, economic and political challenges. The thematic focus of the evaluation will be the UNDP 2004–2008 CCF and some previous UNDP assistance. Over the past 10 years, a series of reforms embracing all areas of economic, political and social life have produced some convincing results.

Government efforts to promote sustainable human development are mainly based on the National Long-Term Perspective Study ('Benin 2025'), the Poverty Reduction Strategy Paper (PRSP) and the government's plan of action. Formulated in light of government development strategy and the PRSP, the 2004–2008 CCF incorporates concerns related to the implementation of the Millennium Development Goals (MDGs).

The priorities stressed in the country programme refer to:

- **Campaign against poverty:** The anti-poverty sub-programme comprised upstream interventions that related to the design and assessment of poverty-reduction policies and strategies through advocacy and the promotion of policy dialogue. *Inter alia*, it comprised support for the development partners' forum for the implementation of the PRSP, the preparation and dissemination of National Human Development Reports and support for the implementation of national long-term perspective studies.
- **Good governance and consolidation of democracy:** The programme addressed decentralization and local, political and administrative governance, helping the Parliament acquire expertise in budgetary

control, carry out administrative reform and modernization, and strengthen the electoral system, while respecting human rights.

- **The fight against HIV/AIDS:** The program included qualitative and quantitative studies on the socio-economic impact of HIV/AIDS, capacity-building in structures involved in the fight against HIV/AIDS and support for establishing and publicizing legal mechanisms to protect persons living with the virus.

The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during 2004–2008. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative—and cover UNDP assistance funded from both core and non-core resources. Specifically, the ADR will address:

- a) **Relevance of UNDP programmes.** The evaluation will examine how relevant UNDP programmes are to the country needs in the context of post-conflict recovery, and whether the changes in UNDP approach reflect key national priorities. In other words, did UNDP apply the right development strategy within the specific political, economic and social context of the Republic of Benin?
- b) **Effectiveness.** Did the UNDP programme accomplish its intended objectives and planned results? What are its strengths and weaknesses? What are the unexpected results it yielded? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
- c) **Sustainability.** Are development results achieved through UNDP contribution sustainable? Do they ensure sustainability with a focus on national ownership, an enabling policy environment, capacity development, gender equality, human rights and other key drivers that UNDP considers in assessing development effectiveness?

In addition, the evaluation will analyse the strategic positioning of UNDP. Specifically, it will:

- Ascertain the relationship of UNDP support to national needs, development goals and priorities, including its relevance and linkages to the goal of reducing poverty and other MDGs;
- Assess how UNDP anticipated and responded to significant changes in the national development context affecting poverty reduction and governance reform for sustainable development;
- Review the synergies and alignment of UNDP support with other initiatives and partners, including the UNDAF, the Global Cooperation Framework (GCF) and the Regional Cooperation Framework (RCF), as well as how UNDP has coordinated its work with other development partners; and
- Consider the influence of systemic issues, such as policy and administrative constraints affecting the programme on both donor and programme-county sides, as well as how the development results achieved and the partnerships established have contributed to ensure the relevance and strategic position of UNDP.

METHODOLOGY

The assessment will use a multiple method approach that includes desk reviews, workshops and meetings, group and individual interviews at both headquarter and field levels. The appropriate methodology will be refined during the scoping mission and after discussions between the team of evaluators and various stakeholders.

The Evaluation Team will examine, when appropriate, programming frameworks (e.g., UNDAF, CCA, CCF) that provide an overall picture of the country context. The team will also consider select project documents and programme support documents, as well as any country-level monitoring and evaluation reports. Statistical data will be assessed where useful. The Evaluation Team will use a triangulation of perceptions, documents and data to validate its findings.

A strong participatory approach, involving concerned stakeholders is envisaged. The identification of the stakeholders—including

representatives of government ministries and agencies, civil society organizations, the private sector, UN agencies, multilateral organizations, bilateral donors, and beneficiaries—will take place. The team will visit significant project and field sites as required.

The ADR will follow the guidelines developed by the Evaluation Office in 2006. According to these guidelines, the process can be divided into three phases, each including several steps.

PHASE 1: PREPARATORY PHASE

- **Desk review:** Carried out by the EO in close consultation with the Evaluation Team Leader, the country office and the Regional Bureau for Africa (RBA), based on the key questions for the evaluation developed by the EO Task Manager and Evaluation Team Leader in consultation with RBA.
- **Scoping mission:** In January 2008, the Evaluation Team will conduct a brief mission to the country to define the scope, identify stakeholders, and collect additional data and complete the evaluability assessment.
- **Development of an inception report, including the final evaluation design and plan:** Background to the evaluation, key evaluation questions, detailed methodology, information sources and instruments and plan for data collection, design for data analysis, and format for reporting.

PHASE 2: CONDUCTING THE ADR AND DRAFTING EVALUATION REPORT

- **ADR mission of data collection and validation:** The main mission of two weeks will be conducted by the independent Evaluation Team, led by the Evaluation Team Leader.
- **Analysis and reporting:** The information collected will be analysed in the draft ADR report by the Evaluation Team within three weeks of the team's departure from Benin. The draft will be subject to factual corrections by key clients and to a technical review by the EO. The Team Leader, in close cooperation with the EO Task Manager, shall finalize the ADR report based on these final reviews.

PHASE 3: FOLLOW-UP

- **Stakeholder meeting:** A meeting with the key national stakeholders will be organized to present the results of the evaluation. The comments will be incorporated into the final evaluation report by the Evaluation Team Leader.
- **Management response:** The preparation of the management response and tracking its implementation will be undertaken internally by UNDP.
- **Learning events:** The dissemination of the report's findings shall serve the purpose of organizational learning, as part of the overall EO dissemination and outreach strategy.

EXPECTED OUTPUTS

The expected outputs are:

- An inception report (maximum 20 pages); and
- A comprehensive final report on the Republic of Benin Assessment of Development Results (maximum 50 pages, plus annexes).

The final ADR produced by the Evaluation Team should, at the minimum, contain:

- Executive summary of conclusions and recommendations;
- Background, with analysis of the country context;
- Strategic positioning and programme relevance;
- Programme performance;
- Lessons learned and good practices;
- Findings and recommendations; and
- Annexes (e.g., Terms of Reference, persons met, documentation reviewed, statistics).

EVALUATION TEAM

An international consultancy firm will undertake the assessment and designate an Evaluation Team. The team will comprise three consultants, one of whom will be the Team Leader, a Team Specialist with specific skills in topical areas

relevant to the evaluation, and a National Consultant with extensive knowledge of the country situation. The Team Leader must have a demonstrated capacity in strategic thinking and policy advice and in the evaluation of complex programmes in the field. Team members should have in-depth knowledge of developments in Africa and, preferably, be francophone.

The composition of the Evaluation Team shall reflect the independence and the substantive results focus of the evaluation. The international evaluation consultancy firm will be selected by UNDP EO.

MANAGEMENT ARRANGEMENTS

EO will manage the evaluation, ensure coordination and liaison with RBA and other concerned units at headquarter level. The EO Task Manager will manage the evaluation process, in close consultation with RBA and Benin country office management.

The country office will take a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations. The office will also assist the evaluation team as a liaison with key partners and team discussions, provide the team with all available material and support evaluation logistics and planning.

The EO will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the Team Leader, international and national consultants, as well as preliminary research and the issuance of the final ADR report. The country office will contribute support in kind. EO will also cover costs of any stakeholder workshops as part of the evaluation.

The time-frame and responsibilities for the evaluation process are:

- New York briefing and inception meetings: 28–30 January 2008;
- Scoping mission to Benin: 11–15 February 2008; and
- Remaining schedule to be determined during inception meetings in New York.

Annex 2

PEOPLE CONSULTED

UN HEADQUARTERS

Mr. Nurul Alam, Deputy Director, Evaluation Office, UNDP

Mr. Francesco Galtieri, Policy Specialist, Coordination Capacity Support, United Nations

Mr. Oscar Garcia, Coordinator, Africa and Latin America, Evaluation Office, UNDP

Mr. Gilbert Houngbo, Director, Regional Bureau for Africa, UNDP

Ms. Chandi Kadirgamar, Evaluation Advisor, UNCDF

Mr. Kamal Malhorta, Senior Adviser, Poverty Group, Bureau for Development Policy, UNDP

Ms. Maryline Py, Policy Analyst, United Nations Development Group Office

Ms. Laurence Reichel, Evaluation Officer, UNCDF

Ms. Karin Santi, HIV/AIDS Group, Bureau for Development Policy, UNDP

Ms. Diane Sheinberg, Programme Officer, Democratic Governance Group, Bureau for Development Policy, UNDP

Ms. Pauline Tamesis, Practice Manager, Democratic Governance Group, Bureau for Development Policy, UNDP

FIELD MISSION MEETINGS

NATIONAL COMMITTEE FOR THE FIGHT AGAINST AIDS

Dr. Valentine Kiki-Medegan, Permanent Secretary

Dr. Jonathan Z. Amegnigan, Coordinator of the Public Health Unit

GLOBAL FUND TO FIGHT AIDS, TUBERCULOSIS AND MALARIA

M. Bello

MINISTRY OF PUBLIC HEALTH

Ms. Evelyne Akinotcho, National Program for the Fight against AIDS

BENIN NETWORK OF ASSOCIATIONS OF PERSONS LIVING WITH HIV/AIDS

Mr. Comlan Houessou, President

Mr. Valentin Nassara, Secretary General

Mr. Rock Houngbo, Vice President in Charge of Information

ADECOI

Mr. Robert Tossou, Coordinator

SIAN'SON MICROFINANCE

Mr. Latif Aamadou, Executive Director

SOCIAL WATCH

Ms. Huguette Apklogan-Dossa, National Coordinator

Ms. Edmée Say-Guidi, Thematic Group Coordinator on Poverty and Nutritional Security

Mr. Benjamin Kiti, Communication Adviser

Mr. Gat-Abel, journalist

SONGHAI CENTRE

Mr. Guy Loueke, Director of Management and Training

UNICEF

M. Arnaud Houndégamè, BenInfo Counsellor

NATIONAL INSTITUTE OF STATISTICS AND ECONOMIC ANALYSIS

M. Hervé Gbo, BenInfo Administrator

MEDIA

Mr. Guy Constant Ehoumi, Media Professionals Union of Benin, Media House

Mr. Adrien Amoussou, journalist, *Quotidien de la République*

AUTONOMOUS NATIONAL ELECTORAL COMMISSION

Mr. Eugene Capo-Chichi, President

MINISTRY OF DECENTRALIZATION, LOCAL GOVERNANCE, TERRITORIAL ADMINISTRATION AND DEVELOPMENT

Mr. Issa Demonle Moko, Minister

MINISTRY OF ENVIRONMENT AND PROTECTION OF NATURE

Ms. Bernadette Dossou

Ms. Armande Zanou, Chief of Service, Environmental Policies

MINISTRY OF THE FAMILY AND THE CHILD

Ms. Catherine Agossouvo, Director, Women and Gender Promotion, Director of the PARPF project

Mr. Léonard Laléyé, assistant, PARPF project

MINISTRY OF JUSTICE AND HUMAN RIGHTS

Mr. Honoré Akpomey, Director of Cabinet

Ms. Moushou Emilienne, Director Programming and Development

Mr. Thierry Alia, Director of Human Rights

Mr. Dieudonne Todjihounde, Chief of Service of Human Rights Protection Associations Rights

MINISTRY OF MICROFINANCE, OF SMALL AND MEDIUM ENTERPRISES, AND OF YOUTH AND WOMEN EMPLOYMENT

Mr. Akueson, Director, Youth Employment Project

MINISTRY OF STATE IN CHARGE OF THE ECONOMY, PLANNING, DEVELOPMENT AND EVALUATION OF PUBLIC POLICIES (MECEPDEAP)

Mr. Pascal Irénée Koupaki, Minister of State

Mr. Antonin Dossou, Director of Cabinet

Mr. Martin Gbédé, Technical Adviser, Economy

Mr. Dahon, Director General of Development Policies

Mr. Mathias Pofagi, Assistant Director General of Development Policies

Mr. Chitou Fatahi, Director, Public Investments Programming

Mr. Sébastien Adjahatode, Deputy Director of External Resource Mobilization

Mr. Paul Dovi, Coordinator of Cooperation with UNDP

Mr. Louis Kamoyédji, Head of the NEX Unit

Mr. Médar Padonou, NEX Unit

Mr. Nassirou, Principal Adviser, Priority Projects

Mr. Eric Vikey, Adviser, Priority Projects

Mr. Sosthen Gnansounou, Adviser, Priority Projects

Mr. Rigobert Laourou, Technical Secretary, Unit of Economic and Financial Programmes Monitoring

Mr. Orou Herman Takou, Assistant Technical Secretary, Unit of Economic and Financial Programmes Monitoring

MINISTRY OF ADMINISTRATIVE AND INSTITUTIONAL REFORM

Mr. Idrissou Boukary, Secretary General

Mr. Adamou Amidou, Director of Cabinet

Mr. Adeyemi Adje, Director of Programming Institutional Reform

Mr. Arouna Seidou, Development Aid Committee

Mr. Prosper Koukoui, Coordinator, PARAI Project

NATIONAL ASSEMBLY

M. Comlan Dadégnon, Director of Cabinet

M. Michel T. Dedehouanou, Director, State Budget Analysis, Oversight and Evaluation Unit

Magistrate Fayomi Isaac, Director of Legislative Services

M. René Koto Sounon, Assistant Administrative Permanent Secretary

NATIONAL ASSOCIATION OF MUNICIPALITIES OF BENIN

M. Glele Ahanhanzo Blaise Onesiphore, President

M. Arnos Sossou, Secretary General

MUNICIPAL OFFICIALS

Mr. Bourahima Imoun, Mayor, Municipality of Kalalé

Mr. Chabi Bah Guera, Mayor, Municipality of N'dali

Mr. Abdoulaye Zime, Mayor, Municipality of Sinendé

Mr. Issuou Babio I., Mayor, Municipality of Péréré

Mr. A. Soule Biaou, Mayor, Municipality of Tchaouro

Mr. Yacoubou Bah N'gobi, Chief of Technical Service, Municipality of Nikki

Mr. Toukourou Orou Batta, Chief of Technical Service, Municipality of Kalalé

Mr. Y. Kabnou Adam, Chief of Technical Service, Municipality of Tchaourou

Mr. Denis Ayena, Coordinator, Territories Support Unit, Groupement Intercommunal des Collines

OBSERVATORY OF SOCIAL CHANGE

Ms. Justine Ojougbe, Coordinator

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Mr. Pierre Kohevi, Cross-Cutting Issues

Mr. Ibrahima Nyagpey, Democratic Governance

Mr. Jean-Jacob Sahou, Environment Focal Point

Annex 3

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