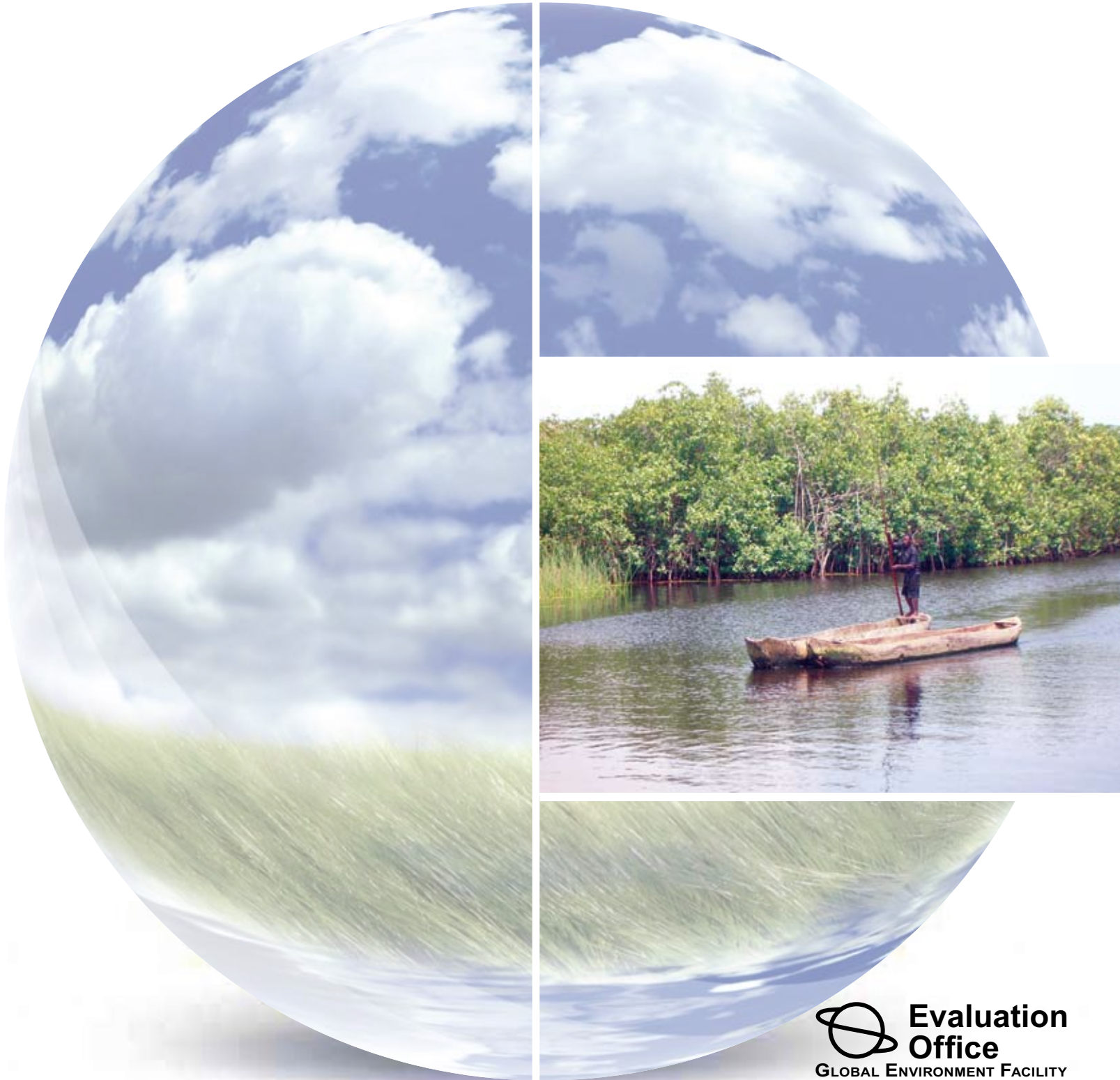


GEF Country Portfolio Evaluation: Benin (1991–2007)

OCTOBER 2008



**Global Environment Facility
Evaluation Office**

GEF Country Portfolio Evaluation: Benin (1991–2007)

October 2008

(The main findings and recommendations of this evaluation were presented to the GEF Council in April 2008.)

Evaluation Report No. 41 (English)

© 2008 Global Environment Facility Evaluation Office
1818 H Street, NW
Washington, DC 20433
Internet: www.gefeo.org
Email: gefevaluation@thegef.org

All rights reserved.

The findings, interpretations, and conclusions expressed herein are those of the authors and do not necessarily reflect the views of the GEF Council or the governments they represent.

The GEF Evaluation Office does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of the GEF concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Rights and Permissions

The material in this work is copyrighted. Copying and/or transmitting portions or all of this work without permission may be a violation of applicable law. The GEF encourages dissemination of its work and will normally grant permission promptly.

ISBN-10: 1-933992-12-3

ISBN-13: 978-1-933992-12-9

Credits

Director of the GEF Evaluation Office: Robert D. van den Berg

Task Manager: Sandra Romboli, Evaluation Officer, GEF Evaluation Office

Evaluation Team: Alain Lafontaine (Team Leader) and Paul Onibon, consultants

Editing and design: Nita Congress

Cover photo: Marine ecosystems in Avlekete, by Sandra Romboli

Evaluation Report No. 41 (English)

A FREE PUBLICATION

Contents

Foreword.....	vii
Acknowledgments	viii
Abbreviations.....	ix
1. Main Conclusions and Recommendations	1
1.1 Background.....	1
1.2 Conclusions.....	1
1.3 Recommendations.....	4
1.4 Other Preliminary Findings	5
2. Evaluation Framework	7
2.1 Evaluation Background	7
2.2 Evaluation Objectives	7
2.3 Key Evaluation Questions.....	7
2.4 Scope and Limitations	8
2.5 Methodology.....	9
Notes	10
3. Context of the Evaluation	11
3.1 General Description.....	11
3.2 Environmental Situation in the GEF Focal Areas	12
3.3 Environmental Regulatory and Legal Framework in Benin.....	20
3.4 Summary of Environmental Issues and Strategic Priorities for Sustainable Development in Benin	24
4. The GEF Portfolio in Benin	26
4.1 Criteria for Selecting GEF Projects for the Evaluation	26
4.2 GEF-Supported Activities by GEF Agency.....	26
4.3 GEF-Supported Activities by Focal Area	29
4.4 GEF-Supported Activities by Objective.....	29

4.5	Small Grants Programme	30
4.6	Chronology of Activities	31
4.7	Changes in GEF Funding to Benin	33
5.	Results of GEF Support to Benin	37
5.1	Global Environmental Impacts	37
5.2	Catalytic Effects and Replicability	40
5.3	Sustainability of Results and Capacity Building	41
5.4	Project Results	47
6.	Relevance of GEF Support to Benin	50
6.1	Relevance to the Environmental and Sustainable Development Policy of the Country	50
6.2	Relevance to Global Environmental Indicators	54
6.3	GEF Financing and Public Development Assistance	56
6.4	Relevance of the RAF to National Priorities	57
	Notes	57
7.	Efficiency of GEF-Supported Activities in Benin	60
7.1	Time, Effort, and Funding Needed to Develop and Implement GEF Projects	60
7.2	Partner Roles and Responsibilities	64
7.3	The GEF Focal Point in Benin	67
7.4	Lessons Learned and Results Dissemination across GEF Projects	68
7.5	Implications of Establishing the RAF in Benin	69
Annexes		
A.	Terms of Reference	71
B.	Evaluation Matrix	80
C.	Literature Reviewed	83
D.	Interviewees	88
E.	Links between GEF-Supported Projects and Other National and International Projects	90
F.	GEF Portfolio in Benin	93
G.	Projects Excluded from the Evaluation	95
H.	Objectives of GEF-Supported Activities	96
I.	Relevance of Project Objectives to National Development Plans	98
J.	Country Response	101
References		103
Boxes		
5.1	Objectives and Results of Completed and Ongoing GEF-Supported Projects in Benin	47

Figures

3.1	Land Occupancy in Benin	14
3.2	Individual Sector Contributions to Total GHGs in CO ₂ Equivalents	16
3.3	Legal Framework in Benin	21
4.1	GEF-Supported Activities in Benin by GEF Agency.....	28
4.2	GEF-Supported Activities in Benin by Focal Area	29
4.3	Chronology of GEF-Supported Activities in Benin by GEF Cycle and Funding	32
4.4	Changes in GEF Support for Benin 1991–2006	35
4.5	Comparison of Changes in International and GEF Support in Benin	35
4.6	GEF-Supported National Activities per GEF Cycle in Countries Neighboring Benin, Excluding the SGP	36
6.1	Ecoregions in Benin	55
7.1	GEF Activity Cycle	61
7.2	Average Duration of GEF Project Cycle Phases in Benin	63

Tables

3.1	Reserved Forests and Protected Areas in Benin	12
3.2	Greenhouse Gas Emissions in Benin in 1995	15
3.3	Protected Marine Areas in Benin	18
3.4	Land Occupancy by Area and Percentage in Benin	19
3.5	Main International Agreements Signed by Benin Relating to GEF Objectives.....	22
3.6	National Environment Management Program Funding in 2006–09	23
4.1	GEF-Supported Activities Included in the Evaluation	27
4.2	Small Grants Programme Projects in Benin	30
4.3	Changes in GEF Funding to Benin by Cycle, Focal Area, and GEF Agency, as of January 2008	34
4.4	GEF Cofunding Ratio by Replenishment Period	34
6.1	Relevance of GEF Support to National Environmental Plans and Strategies	51
6.2	GEF-Supported Activities and Ecoregions of Benin and Threats Levels.....	55
6.3	Environmental Programs and Projects in Benin.....	58
7.1	Duration of Activity Cycle for GEF-Supported Projects in Benin.....	62
7.2	Average Duration of Implementation Phase by GEF Support Modality.....	64
7.3	Target and Actual Completion Dates for GEF-Supported FSPs in Benin.....	65
7.4	GEF-Supported Activities in Benin Executed by a Government Organization.....	66
7.5	Comparative Advantages and Implementation Strategies of GEF Agencies	67

Foreword

This report is the fourth in a series of country portfolio evaluations produced by the Evaluation Office of the Global Environment Facility (GEF). Using the country as the unit of analysis, these evaluations examine the totality of GEF support across all GEF Agencies and programs. The overall objectives for undertaking such studies are (1) to evaluate how GEF-supported activities fit into national strategies and priorities as well as within the global environmental mandate of the GEF and (2) to assess the results of GEF-supported activities and how these activities are implemented.

Country portfolio evaluations are conducted independently by the Evaluation Office in partnership, where possible, with national government counterparts, other GEF Agency evaluation offices, and nongovernmental organizations.

This evaluation was part of a series of country portfolio evaluations examining GEF support in Sub-Saharan Africa. Benin was chosen for this evaluation based on several criteria, including its status as one of the world's least developed countries and for its advanced work on the National Capacity Self-Assessment for Global Environmental Management.

To date, most of the GEF Benin portfolio consists of enabling activities, and thus the global environmental impacts remain somewhat limited at this developmental stage of the portfolio. However,

the evaluation found that some large-scale projects completed in the areas of climate change and biodiversity have demonstrated ongoing global environmental impacts years after GEF support. Furthermore, the village-based co-management models developed by GEF projects in Benin showed a high level of sustainability and can be replicated elsewhere in the country and in the region. Benin is now ready to begin effective implementation of the global conventions, which will ensure the sustainability of enabling activity results. However, several factors related to institutional, human, and financial capacities impede this implementation and the coordination it will require. Failure to address these issues will endanger the results already achieved as well as future ones to come.

The first Annual Country Portfolio Evaluation Report presented the findings and recommendations of the evaluations in Benin, Madagascar, and South Africa to the GEF Council. The annual report was discussed on April 22, 2008. It is published separately (Evaluation Report No. 44). The summary of the Benin evaluation was made available to the Council as an information document. Throughout the Council discussions during the April 2008 meeting, reference was made to the findings of the specific country portfolio evaluations in Benin, Madagascar, and South Africa, which was a very positive sign that the evaluations

were bringing information to the Council relevant to its discussions on other subjects.

The findings of the evaluation were discussed in Cotonou with a wide range of national stakeholders on February 12, 2008. I would like to thank all participants for their interest shown in the evaluation and their support of the Evaluation Office.

The government of Benin has responded to the evaluation and its response is in an annex to this report.



Rob van den Berg
Director, Evaluation Office

Acknowledgments

This report was prepared by Task Manager Sandra Romboli, Evaluation Officer, GEF Evaluation Office, and Alain Lafontaine (Team Leader) and Paul Onibon, both of the consulting firm Baastel.

Several members of the Benin government from different ministries cooperated and participated actively in this evaluation. We would like to note, among others, the contribution of the staff of the Ministry of Environment and Nature Protection, particularly Theophile Worou and Imorou Ouro-Ddjeri, without whose continued collaboration and assistance this evaluation would not have been

possible. The team is also grateful for the advice and logistical support provided by Jean Jacob Sahou of the United Nations Development Programme.

A draft document was presented in Cotonou on February 12, 2008, to national stakeholders, including representatives of the national government, GEF Agencies, international development partners, nongovernmental organizations, and other civil society partners. The feedback received was very constructive, and the comments have been incorporated in this evaluation report. The Evaluation Office remains fully responsible for the contents of the report.

Abbreviations

ABE	Beninese Environment Agency (Agence Béninoise pour l'Environnement)	FSP	full-size project
AFD	French Development Agency (Agence Française de Développement)	GEF	Global Environment Facility
AfDB	African Development Bank	GHG	greenhouse gas
AVIGREF	Villagers' Association for the Management of Wildlife Reserves (Association villageoise de gestion des ressources de la faune)	GTZ	German Cooperation Enterprise for Sustainable Development (Gesellschaft für Technische Zusammenarbeit)
CEDA	Center for the Environment and Development in Africa (Centre pour l'Environnement et le Développement en Afrique)	KFW	Credit Institution for Rehabilitation and Development (Kreditanstalt für Wiederaufbau)
CENAGREF	National Center for Management of Wildlife Reserves (Centre National de Gestion des Réserves de Faunes)	LDC	least developed country
CFAF	Communauté Financière Africaine franc	MAEP	Ministry of Agriculture, Livestock, and Fishing (Ministère de l'Agriculture, de l'Élevage, et de la Pêche), formerly Ministère du Développement Rural
CNDD	National Commission for Sustainable Development (Commission Nationale de Développement Durable)	MEHU	Ministry of Environment, Habitat, and Urbanism (Ministère de l'Environnement, de l'Habitat, et de l'Urbanisme)
CNP	National Business Council (Conseil National du Patronat)	MEPN	Ministry of the Environment and Nature Protection (Ministère de l'Environnement et de la Protection de la Nature)
CO ₂	carbon dioxide	NCSA	National Capacity Self-Assessment
COCAFEM	Committee for the Coordination of GEF Activities in Benin	NGO	nongovernmental organization
CPE	country portfolio evaluation	NRM	natural resource management
DGE	General Directorate of the Environment (Direction Général de l'Environnement)	PANA	National Adaptation Program of Action (Programme d'Action National d'Adaptation)
DGFRN	General Directorate of Forests and Natural Resources (Direction Général des Forêts et des Ressources Naturelles)	PCB	polychlorinated biphenyl
EAP	Environmental Action Plan	PCGPN	National Parks Conservation and Management Project (Programme Cadre pour la Gestion des Patrimoines Nationaux)
FAO	Food and Agriculture Organization		
FNE	National Fund for the Environment (Fonds National pour l'Environnement)		

PGFTR	Program for the Management of Forests and Adjacent Lands (Projet de Gestion des Forêts et des Terroirs Riverains)	UNCCD	United Nations Convention to Combat Desertification
PGRN	Natural Resource Management Project (Projet de Gestion des Ressources Naturelles)	UNDP	United Nations Development Programme
PGTRN	Land and Natural Resource Management Program (Programme de Gestion des Terroirs et des Ressources Naturelles)	UNEP	United Nations Environment Programme
PNGE	National Environment Management Program (Programme National de Gestion de l'Environnement)	UNESCO	United Nations Educational, Scientific, and Cultural Organization
POP	persistent organic pollutant	UNFCCC	United Nations Framework Convention on Climate Change
RAF	Resource Allocation Framework	UNIDO	United Nations Industrial Development Organization
SGP	Small Grants Programme	UNSO	United Nations Sudano-Sahelian Office
		WAP	W-Arly-Pendjari

1. Main Conclusions and Recommendations

1.1 Background

Benin has received Global Environmental Facility (GEF) financial support since 1991 through several projects and activities carried out in collaboration with the GEF Executing Agencies. From October 2007 to April 2008, the GEF Evaluation Office undertook an evaluation of Benin's country portfolio for the period 1991–2007. This country portfolio evaluation (CPE) was launched as part of response to the GEF Council's request that the Evaluation Office assess national GEF-supported activities. The purpose of these evaluations is twofold: (1) evaluate how GEF-supported activities fit into national strategies and priorities and take into account the enormous ecological challenges that lie at the heart of the GEF mission and (2) obtain additional information on the results of GEF-supported activities and how they are implemented. The CPEs will provide useful national information, given the integration of the Resource Allocation Framework (RAF) at the fourth GEF replenishment in 2006–10.

Benin, Madagascar, Cameroon, and South Africa were selected for the evaluation according to a process that included random selection and specified criteria. Benin, in particular, was selected because of its status as one the world's least developed countries (LDCs) and for its advanced work on the National Capacity Self-Assessment (NCSA) for Global Environmental Management.

Synthesizing the four CPEs will allow the Evaluation Office to assess experience and common issues across different countries on the continent. For example, the evaluations may yield lessons learned for the GEF strategic objective on sustainable forest management.

The Benin CPE focused on 13 national projects for \$21 million and 5 regional projects. Of the national projects, five have been completed, seven are ongoing, and one is being prepared. One regional project has been completed, one is ongoing, and three are being prepared. These projects were not developed within a strategic country framework, as such, but rather with a view to achieving several goals and objectives during more than 15 years.

All GEF focal areas are represented in the evaluated projects, as are all three GEF Implementing Agencies, that is, the United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), and World Bank. The evaluation also looked at the first three ongoing projects, worth a combined total of \$150,000, under the Small Grants Programme (SGP), which began in 2007.

1.2 Conclusions

Country Portfolio Relevance

The following conclusions were reached based on the relevance of GEF support for the country's

sustainable development framework and its environmental priorities, as well as the relevance of this support to the GEF mandate and programs.

Conclusion 1: GEF support to Benin has been relevant, given the country's environmental and developmental priorities.

The main reference documents on environmental and sustainable development issues in Benin—the National Agenda 21 and the Environmental Action Plan—have benefited considerably from GEF support through several projects focused on the environmental challenges identified in these documents. Furthermore, several of the GEF-supported projects in Benin originated from Beninese initiatives. However, GEF Implementing Agencies deserve some criticism for insufficient consultations in the past with government authorities on some of the initiatives advanced with GEF support.

Country Portfolio Results

A number of conclusions can be drawn concerning the effects and impacts of GEF support on the portfolio's replicability and sustainability.

Conclusion 2: The global environmental impacts of GEF support for Benin are sustainable.

Most of the GEF Benin portfolio currently consists of enabling activities and thus the global environmental impacts remain somewhat limited at this developmental stage of the portfolio. However, some large-scale projects completed to date have demonstrated ongoing global environmental impacts years after GEF support ended in their respective focal areas, such as, climate change (from carbon sequestration) and biodiversity (from species conservation), in the Pendjari Biosphere Reserve. On climate change, an estimated 915,000 tons of carbon equivalent may be stored; on biodiversity, implementation measures have

helped rapidly regenerate the fauna of Pendjari National Park. A case in point is the elephant population, which was greatly reduced in 1999, but increased from 900 in 2003 to more than 1,600 in 2006; in addition, the number of western kob antelope rose from 2,000 in the year 2000 to 9,000 in 2005. Illegal hunting also saw an overall decline in Pendjari National Park.

Conclusion 3: The village-based co-management models developed by GEF projects in Benin are sustainable in the long term and replicable.

The portfolio's socioeconomic sustainability has performed well overall in terms of actions on biodiversity and climate change, which depend on developing and strengthening the local structures for co-managing natural resources and their related benefits. Today, several years after the projects ended, these structures still play a central role in the success and sustainability of agreed efforts through these initiatives and have assumed some value in terms of their replicability elsewhere in the country and in the region.

Conclusion 4: Benin is now ready to begin effective implementation of the global conventions, which will ensure the sustainability of enabling activity results. However, several factors related to institutional, human, and financial capacities impede this implementation and the coordination it will require.

Now that Benin has developed core capacities, as well as detailed diagnoses, laws and regulations, strategies, and action plans, in order to apply these conventions through a range of enabling activities, the country is poised to implement the conventions and mobilize the capacities developed. This will be a much greater challenge in a country like Benin, where the number of active international players in environmental issues, other than the GEF, is limited.

Country Portfolio Efficiency

Questions regarding the portfolio's efficiency revolve around assessing the time, energy, and money needed to develop and implement GEF projects; the roles, coordination, lessons learned, and synergies among the various players and GEF projects; and the main challenges to the success of the GEF mission: communications, project information, and the structure of GEF focal points.

Conclusion 5: The findings of the joint GEF activity cycle evaluation were confirmed in Benin. For many stakeholders, the GEF project development cycle was like a “black hole” and far too long. The definitive consequences of implementing the new GEF project cycles remain to be seen.

In the minds of most of the stakeholders encountered in Benin during this evaluation, the GEF project development cycle was complex, far too lengthy, and too often unclear. Naturally, these perceptions are primarily based on the previous project cycle, during which the portfolio developed. However, a blatant lack of adequate information remains on the GEF project cycle and its requirements with no clear explanations for the delays in approving or starting projects. Until 2007 large-scale projects in Benin took an average of 2.7 years from their entry into the pipeline to start-up, compared with enabling activities, which take an average of only six months. However, the time required to develop and negotiate projects varies greatly within Benin's project portfolio; some large-scale projects required about four years or more to start up. The challenge for the GEF now lies in demonstrating that these features will not be carried over into the new, recently adopted project cycle. Needless to say, the various stakeholders view the introduction of this new, shorter project cycle positively.

Conclusion 6: A lack of capacity for developing project proposals exists in Benin, a factor that has always affected Benin's access to GEF funding.

In both government and civil society, this finding was a recurring theme in Benin: the country lacks even basic capacities to develop persuasive GEF project proposals and, as an LDC, needs to strengthen these capacities in general to help it access GEF money. The Ministry of the Environment and Nature Protection (MEPN), formerly the Ministry of Environment, Habitat, and Urbanism (MEHU), acts as the GEF focal point in Benin for coordinating project development; however, the ministry is a new department with a high rate of employee turnover and subject to the pressures of civil service process reform, which limits its capacities to coordinate as the focal point.

Conclusion 7: The actions undertaken under the Benin GEF portfolio have generally incorporated a variety of mechanisms for sharing knowledge and distributing information among different local stakeholder groups.

These initiatives have included actions to build awareness and distribute information that are typical of most enabling activities under the Benin GEF portfolio: awareness workshops in communes with local stakeholder groups, community radio interventions, or use of awareness-building supports, such as booklets, leaflets, posters, stickers, Web sites, and so forth. However, just as important have been actions intended to build awareness on and distribute large-scale project results, for example, local radio broadcasts in local dialects, school visits to parks, establishment of an environmental education center, joint post-graduate university research programs, and so forth.

Conclusion 8: Several opportunities to coordinate and develop cross-cutting GEF measures in Benin are not being fully exploited.

The vast majority of the projects are currently implemented through the MEPN; except for the SGP, none of the projects is directly carried out by nongovernmental organizations (NGOs). Most of the stakeholders met with during this evaluation regret the loss of momentum in the operational structure and the absence of the Committee for the Coordination of GEF Activities (COCAFEM). Even the evaluation team noticed several opportunities to coordinate and develop cross-cutting GEF measures in Benin that have not been fully exploited—a situation at least partly caused by the absence of such a national coordinating structure.

1.3 Recommendations

Recommendations to the GEF Council

Recommendation 1: The GEF must initiate further reflection on potential courses of action to ensure an integrated and coordinated national approach.

Through its support for enabling activities, the GEF stimulated the formulation of many diagnoses, plans, and strategies to implement the global conventions in Benin. Many challenges are now linked to how to mobilize intrinsic resources in the effective implementation of global conventions in an LDC, such as Benin, which further depends on cross-cutting integration and coordination. Faced with these challenges, the GEF must initiate more reflection on potential courses of action to ensure an integrated and coordinated national approach. This will imply, for instance, more sustained dialogue with the Beninese authorities and the other national and international development partners, and could involve a more active role by the GEF in discussions on sector and general budget support programs.

Recommendation 2: A greater effort must be made to strengthen capacities of LDCs, such as Benin, at different levels.

The evaluation highlighted the need to target the development of (1) technical capacities to develop eligible GEF project concepts under the new GEF project cycle, (2) management capacities of NGOs involved with the GEF through the SGP, and (3) capacities required to implement conventions, as identified under the NCSA. In particular, communication mechanisms between the GEF and LDCs need strengthening to ensure that all parties concerned fully understand the new GEF project cycle and the RAF and that the GEF has greater visibility in the process. Furthermore, in LDCs, NGOs often have limited capacities; the SGP must recognize such limitations and receive appropriate resources. In addition, GEF-supported capacities developed have often been specific to a given sub-sector, in no way reflecting all the key capacities needed for implementing the conventions as identified, among other things, in the NCSA.

Recommendation 3: To help promote access to GEF resources, procedures must continue to be streamlined.

The various stakeholders involved in the evaluation process believe that the GEF needs to ensure effective implementation of the newly established procedures (that is, the new project cycle) and even consider further streamlining of some procedures, particularly the required matching of local funding for GEF projects in LDCs. These requirements are viewed as an additional obstacle to accessing GEF resources.

Recommendations to the Government of Benin

Recommendation 4: Benin must work closely with the GEF and its executing agencies to develop new national and international part-

nerships (with other public actors, new private actors, or civil society) to implement global conventions that acknowledge both the limits of GEF resources and its role as a catalyst, rather than driving force.

In this regard, the potential advantages of integrating the global conventions with all other sector support that Benin receives must be more actively explored with these new partners and other targeted ministries. For instance, in biodiversity, this could be reflected in the actual development of trust funds to ensure that Benin's National Centre for Management of Wildlife Reserves (CENAGREF) continues to operate indefinitely, both at headquarters and in the protected areas. In terms of adapting to climate change, this could be reflected, for example, in closer collaboration with national and international partners that are already active in the priority water and drainage sector and that plan to invest tens of millions of dollars in this sector in coming years.

Recommendation 5: From this perspective, it is imperative to reactivate and strengthen the coordinating mechanism of the focal point in Benin. This involves both identifying the operational focal point and revitalizing COCAFEM to ensure better coordination of the project concepts submitted and national strategic planning that is truly interdepartmental and intersectoral.

An effective national structure to coordinate with and consult on GEF support in Benin is essential. The position of operational focal point has remained vacant since COCAFEM ended operations in Benin in 2005. COCAFEM had an important role to play in the distribution of information, especially in promoting awareness of the GEF's role and the recently instituted RAF. Furthermore, the lack of a recognized national coordinating mechanism has also greatly reduced the potential for developing a cross-cutting approach to implementing the global conventions.

Recommendation 6: In terms of decentralization, Benin must also continue to use the sector programs and other initiatives to support the participatory co-management model for resources developed with GEF support, a model that has proved effective.

The sustainability of this co-management system and the community organizations developed depend on the continuation and improvement of revenue-sharing mechanisms associated with sustainable natural resource management (NRM) and established between park authorities and community organizations. In this case, the long-term sustainability of these structures and of the participatory management approaches they employ lies in maintaining and reinforcing the "conservation through co-management" philosophy that Benin has promoted thus far. At the same time, Benin must also ensure that GEF projects are developed and decentralized levels of management in the country have access to GEF support through the strengthened national coordination mechanisms.

1.4 Other Preliminary Findings

- **Preliminary finding 1.** Although the RAF currently ensures Benin access to GEF resources in the focal areas of biodiversity and climate change, this access will be extremely limited because of Benin's rank on the list and the measures the country has previously identified as necessary to ensuring that these two conventions are actually implemented. Some effort will obviously be required to ensure cofinancing and the coordination of implementation activities in these areas with the other development partners active in Benin.
- **Preliminary finding 2.** It is still too early to fully appreciate how the establishment of the RAF has affected GEF operations in Benin. According to the evaluation, apart from the executing agency representatives and the GEF

political focal point, few of the stakeholders have heard of the RAF, which will definitely affect the future shape of the GEF portfolio in Benin, both on biodiversity and climate change. This evaluation reviews these effects. The RAF will also necessarily affect the dynamic and sustainability of efforts to implement the conventions of these two focal areas in Benin, and probably in others, as well. However, it is still too early to confirm the exact impact of these effects and their relative importance.

- **Preliminary finding 3.** The GEF must continue to monitor closely the effects and

impacts of the RAF on LDCs. While the necessary data for this evaluation were being gathered, no country from the West African subregion had yet benefited from RAF resources. Given that most of the players had not even heard of this mechanism yet, it seems too early to appreciate fully the effects and impacts of the RAF in Benin, not to mention in the subregion. Close and sustained monitoring will then be required of both the potential positive and negative effects identified in this evaluation and in other key reports on the subject.

2. Evaluation Framework

2.1 Evaluation Background

The GEF Council asked the Evaluation Office to conduct evaluations of the GEF portfolio at the country level: GEF country portfolio evaluations to assess how GEF-supported activities fit into national strategies and priorities and take into account the enormous ecological challenges that lie at the heart of the GEF mission and to obtain additional information on the results of GEF-supported activities and how they are implemented. These evaluations also provide useful national information, given the integration of the Resource Allocation Framework at the fourth GEF replenishment from 2006–2010.

Benin's country portfolio evaluation, together with those of Cameroon, Madagascar and South Africa, is part of the second series of CPEs conducted by the GEF Evaluation Office. The countries chosen for portfolio evaluations were selected from among the 160 countries eligible for GEF support, based on stratified random sampling and a set of strategic criteria. Benin, in particular, was selected because of its status as one of the world's least developed countries, and for its advanced work on the National Capacity Self-Assessment for Global Environmental Management.

2.2 Evaluation Objectives

In keeping with the overall objectives of the GEF country portfolio evaluations, the evaluation for Benin specifically seeks to

- independently evaluate the **relevance and efficiency** of GEF support in the country on several levels: national environmental priorities and decision making, the GEF mission and improvement of the world's environment, and GEF policies and procedures;¹
- assess the **effectiveness and results** of all completed and ongoing projects in the desired focal areas;²
- share **lessons learned and acquired knowledge** with (1) the GEF Council in its decision-making process for resource allocation and for policy and strategy development, (2) the country regarding its participation in the GEF, and (3) the various agencies and organizations involved in the preparation and implementation of GEF-supported projects and activities.

The CPE will also be used to shed light on the Evaluation Office's other work, particularly the midterm RAF evaluation and the evaluation of the catalytic role of the GEF, its partnerships, and umbrella projects.

2.3 Key Evaluation Questions

The evaluation deals with the performance of GEF country portfolios from the standpoint of the usefulness, economic efficiency, and effectiveness of the projects undertaken, and looks at the factors contributing to the results obtained. This evaluation answers the following key questions:

● **Relevance of GEF support**

- Is GEF support relevant to the national sustainability development agenda and environmental priorities, development needs and challenges of the country, and national action plans in the GEF focal areas?
- Do the GEF and its Agencies support the establishment of priorities for sustainable development and environmental protection and related decision-making processes within the country?
- Is GEF support in the country relevant to the global environmental objectives (that is, biodiversity preservation, climate change, international waters, persistent organic pollutants (POPs), land degradation, and ozone depletion)?
- Does the country support the GEF mission and focal area programs and strategies with its own resources and/or support from other donors?
- How relevant is the RAF to the country's priorities?

● **Efficiency of GEF support**

- How much time, effort, and financial resources are needed to develop and implement projects for the different types of support?
- What is the role of the various stakeholders in the implementation of GEF projects, how do they operate, and how are their activities coordinated?
- How well are GEF project lessons and results disseminated?
- What are the synergies of GEF project programming and their implementation with the GEF Agencies, national institutions, GEF projects, and other projects and activities funded by other donors?

- To what extent have GEF operations changed following the introduction of the RAF?
- How sustainable is GEF support in the long term?³

● **Results and effectiveness of GEF support**

- What are the results (that is, outcomes and impacts) of completed (and ongoing, if applicable) projects?
- What are the aggregate results at the focal area and country levels?
- What is the likelihood that objectives of ongoing projects will be achieved?

On the key question of economic efficiency, the team will endeavor to review such aspects as coordination and working with partners, harmonization, synergies, and knowledge transfer. The following points will be analyzed: coordination mechanisms, transitions between project phases and interproject synergy, coordination between the various components and the GEF Agencies, financing complementarity, and long-term vision.

Annex B provides an evaluation matrix for these questions with a tentative list of indicators or basic data, potential sources of information, and usable methodologies.

2.4 Scope and Limitations

Benin's country portfolio evaluation focuses on all types of GEF-supported activities in the country, at all phases of the project cycle (that is, under development, ongoing, and completed), and administered by all GEF Agencies in all focal areas, including GEF institutional activities, such as the Small Grants Programme. The sum of all these activities constitutes the GEF country portfolio (annex F includes the complete list of portfolio projects).

This evaluation is limited because GEF projects in Benin are not linked to a national program.

Consequently, there is no evaluation framework of predetermined environmental objectives against which the effectiveness of results and activities may be assessed and compared. The evaluation thus considers the objectives and internal coherence of portfolio projects and activities and how the portfolio has evolved. The national programs of GEF Agencies are therefore considered appropriate evaluation frameworks for assessing GEF support to Benin, as well as the context of Benin's national sustainable development and environmental protection policies, strategies, and priorities in which these projects are prepared, approved, and carried out.

GEF support is often provided after the fact and/or through partnerships that bring several institutions together. Under these conditions, it is difficult to attribute the impact of certain developmental activities solely to the GEF. Instead, the aim is to examine the GEF contribution to overall results, that is, to establish a credible link between the institutional support and the benefits. Questions on roles, coordination, synergies, and complementarities will help to evaluate the way GEF support was assured in partnership with others.

Different modalities apply to the development and approval of regional and global projects. Given the time and financial resources available to conduct the evaluation, only projects an implementation team for activities in Benin were examined. The following project aspects were evaluated: preliminary results, preparation mode, lessons learned from operations, synergies with other project activities in Benin, sustainability of project impacts, and national application mechanisms.

In general, the team used the indicators specified in the project descriptions. However, weaknesses in the monitoring and evaluation work identified in the assessment of earlier projects were a constraint during the portfolio evaluation. Therefore,

the baseline indicators were completed by indicators and data from government and other donor projects and program, as well as GEF institutional indicators, such as the biodiversity rating sheet, and the RAF indicators.

2.5 Methodology

The GEF Evaluation Office conducted the GEF CPE in Benin, with support from international and local consultants. The methodology included a series of components combining qualitative and quantitative methods and tools:

The qualitative aspects of the evaluation included the following:

- An exhaustive **document review** was undertaken of (1) strategic, legal, and political documents on sustainable development and the environment of Benin; (2) project documents, such as progress and internal evaluation reports and minutes of meetings, minutes of the tripartite meeting, audit reports, work plans, project outputs (studies, workshop proceedings, and seminars), and so forth; and (3) documents relating to the activities of the GEF and its executing agencies, such as country assistance strategies or mechanisms, and project evaluations and reviews (annex C includes a bibliography of the main documents consulted for this evaluation). The information gathered in this exercise was transmitted in a project review protocol, developed by the Evaluation Office in order to study projects.
- Within the scope of this evaluation, 16 **focus group sessions** were held with the key implementers of GEF activities in Benin, including the government, NGOs, and other members of civil society. The first focus group session on October 8, 2007, discussed the evaluation's general approach, objectives, and adopted

methodology and explained the nuances of it. Many other subsequent focus groups primarily looked at detailed evaluation planning; the role of various ministries, NGOs, and other civil society organizations in the GEF portfolio; and the performance of projects with which they were associated.

- The evaluators undertook 70 **interviews** with a wide range of stakeholders either closely or remotely involved with the GEF portfolio in Benin, including individuals and international, regional, and local institutions associated with the GEF. An analysis of these interviews led to more in-depth exploration of the evaluation questions, while an interview protocol tool was developed with the GEF Evaluation Office to define the information sought (annex D lists the 126 resource people interviewed by the evaluation mission). The interviewees consisted of individuals from 6 bilateral and multilateral institutions; 2 international NGOs; 5 government departments; 7 administrations and specialized centers; 3 resource persons, former project leaders, or GEF activity coordinators; and 13 NGOs and local associations.
- Through **field reviews**, the evaluators visited the following national project sites: National Parks Conservation and Management Project, Participatory Management Project of Natural Forests and Village Reforestation to Reduce Carbon Emissions, and the Program for the Management of Forests and Adjacent Lands. At the regional level, project sites visited included the Gulf of Guinea Large Marine Ecosystems Project, Phases I and II; the Project for Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari Protected Area System; and the Project for Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves. The

information gathered was then entered into the newly developed project review protocol tool. The sites visited in the time available were selected based on the document review, project status, representativeness of the focal areas and GEF Agencies, and site accessibility.

For the quantitative analysis, the project was adopted as the unit of analysis to assess the usefulness and economic efficiency of GEF support (that is, links with national priorities, time and costs to prepare and implement projects, and so on) and to measure GEF results obtained (that is, the degree to which global environmental improvement objectives were achieved) and project performance (reports during and after project implementation).

Notes

1. *Relevance* is the extent to which the activity is consistent with organizational policies and with local and national development priorities (beneficiaries, country needs, global priorities, and partner and donor policies, including changes across time). *Efficiency* is the extent to which results have been achieved with the least costly resources possible (funds, expertise, time, and so on); it is also called cost-effectiveness or economic efficiency (GEF EO 2006).
2. *Effectiveness* is the extent to which an objective has been achieved or the likelihood that it will be. *Results* consist of the output, short- or medium-term outcome, or impact in the long term (intended or unintended, positive or negative) of GEF activities, particularly global environmental benefits, effects of replication, and other local outcomes. (GEF EO 2006).
3. *Sustainability* is the probability that an action will continue to provide benefits for an extended period beyond completion; projects must be environmentally friendly and sustainable at the financial and social levels (GEF EO 2006). Long-term sustainability is a key element of the Benin portfolio. It will be evaluated at the financial, institutional, sociopolitical, and environmental levels.

3. Context of the Evaluation

As noted in chapter 2, one of the fundamental objectives of this evaluation is to analyze the relevance and efficiency of GEF support in Benin. This chapter summarizes the evaluation context in terms of Benin's environmental situation in the main GEF focal areas and its environmental regulatory and legal framework.

3.1 General Description

Benin is a West African coastal country entirely within the intertropical zone between 6°30' and 12°30' north latitude and 1° and 3°40' east longitude. The country is bordered to the south by the Atlantic Ocean; to the north and northwest by the desert countries of Niger and Burkina Faso, respectively; to the east by Nigeria; and to the west by Togo. Benin includes 115,762 square kilometers (after the dispute settlement of the Isle de l'Été with Niger). Benin measures 700 kilometers long from the Atlantic Ocean to the Niger River, and 125 kilometers wide along the Atlantic coast.

According to the third General Census of the Human Population (Benin 2002a) conducted in 2002, Benin has 6,769,914 inhabitants (48.5 percent male and 51.5 percent female; 61.1 percent rural and 38.9 percent urban). The average population density in 2002 was 58 inhabitants per square kilometer, but the population is unevenly distributed; more than half of the population, about 53.2 percent, is concentrated in the southern coastal

region of the country, which represents only 10 percent of the national territory (Benin 2001a, p. 19). Although the annual population growth in 1992–2002 (UNDP 2005) is estimated at 3.2 percent, the urban population is increasing annually more rapidly (5.2 percent) than the rural population (1.4 percent). Despite this increase, life expectancy at birth is only 59.2 years in Benin (UNDP 2005, pp. 3, 20).

According to the UNDP report on Benin's economic and social situation in 2004, the country is one of the poorest in the world and a member of the LDC group. Benin's rating of 0.431 on the Human Development Index in 2003 placed it as 162nd of the 177 countries.

The country's other socioeconomic indicators are as follows:

- **Gross domestic product.** In 2004 the gross domestic product per capita was 278,000 Communauté Financière Africaine francs (CFAF) or \$600, according to an official Benin strategic development document.
- **Proportion of population living below the poverty line.** The proportion was 29 percent (33 percent in rural and 23.3 percent in urban areas) (ECVR2 and ELAM 9, 1999–2000).

- **Infant mortality rate.** The rate was 90 per 1,000 in 2002 and for children under 5: 146.4 per 1,000 (UNDP 2005).
- **HIV/AIDS infection rate.** The rate was 4.1 percent in 2001, compared with 1.9 percent in 2000, according to the National AIDS Program (UNDP 2005).
- **School enrollment rate.** The overall rate in 2002 was 51.3 percent in 2002 and 56.9 percent for boys and 45.3 percent for girls (UNDP 2005).
- **Adult literacy.** The overall rate for adults is 32.6 percent (men: 45 percent; women: 21.9 percent). The Gender Parity Index was 0.49 in 2002 (UNDP 2005).
- **Inequality.** At the national level and especially in urban centers, the Gini index went from 0.47 in 1999–2000 to 0.45 in 2002 (UNDP 2005), reflecting reduced inequalities in per capita expenditures. However, in rural areas, the opposite is true: the Gini index for the same periods increased from 0.30 to 0.34, thereby reflecting greater inequalities in rural areas from increased per capita expenditures (UNDP 2005, p. 21).
- **Gender equity.** Women make up 51.5 percent of the population. Of these, 21.3 percent are the head of household and 57.7 percent participate in economic activity. Despite this involvement of women in society, the protection of women's rights by the Benin constitution of December 11, 1990, and existing legislation and regulations, considerable disparity remains between men and women, mainly because of unequal access to services and productive resources. The negative aspects of this discrimination stem from local, sociocultural characteristics that undermine the effectiveness of women's recognized rights and the persistence of such practices as sexual harassment, forced marriage, excision, conjugal rape, wage discrimination, and so forth.

- **Environmental Sustainability Index.** This index assesses the environmental stewardship of countries. In 2005, it ranked Benin 63rd of 117 countries in the world. Of the 14 countries in West Africa, Benin ranked seventh after Mali, Ghana, Senegal, Gambia, Guinea-Bissau, and Guinea, but ahead of the Ivory Coast, Burkina Faso, Nigeria, Niger, Togo, Sierra Leone, and Liberia (WEC 2005).

3.2 Environmental Situation in the GEF Focal Areas

Biodiversity and Its Conservation

According to the first monograph on biodiversity in Benin (cofunded in 2001 by the GEF and the government of Benin), the country's productive forests and woodlands cover 6,186,000 hectares or more than half of the usable land (11,254,000 hectares). Benin has established 2,653,755 hectares of the following types of legally protected areas: forest massifs, national parks, hunting areas, and reforestation perimeters. These areas represent about 24 percent of Benin's land area (see table 3.1), thus demonstrating the government of Benin's resolve to conserve natural resources through its forestry department. Benin has 2 national parks (Pendjari and W), 3 hunting areas (Pendjari, Atacora, and Djona), 38 reserved forests, and a biosphere reserve represented by the overall area of Pendjari

Table 3.1

Reserved Forests and Protected Areas in Benin

Management area	Number	Area (hectares)	% total land area
Forest massif	44	1,292,543	11.48
National park	2	777,050	6.90
Hunting area	3	580,000	5.15
Reforestation perimeter	7	4,162	0.04
Total	56	2,653,755	23.57

Source: Benin 2003.

National Park and the hunting areas of Pendjari and Atacora. Primarily located in the north of the country, these areas are home to an abundance of wildlife that attracts tourists for outings and hunting, constituting a source of revenue for both the national budget and the people living in surrounding areas.

Benin also has 20,000 hectares of teak forest, more than 400,000 hectares of private palm plantations, and 2,940 sacred forests. Most of the sacred forests are the remnants of forests, concentrated primarily in the south coastal area, and constitute places of pilgrimage and voodoo cult rituals. Mangrove stands generally constitute a special plant formation, populating the shores of lakes and lagoons in the coastal area. The flora and fauna described below play a major role in promoting ecotourism in Benin:

- 3,000 indigenous higher plant species
- 814 medicinal plant species
- 225 indigenous and 266 exotic ornamental plant species
- 248 higher mushroom species
- 2,592 insect species
- 449 marine finfish species (of 25,000 known species worldwide), whales (humpback genus, *Megaptera novaeangliae*), dolphins (bottlenose species, *Tursiops truncatus*), and West African manatee on the Beninese coast (about 50 separate species in the lower Ouémé Valley between Dasso and Porto Novo, according to a report on protected marine reserves)
- 180 fresh and brackish water fish species
- African spurred tortoises
- 2 narrow-jawed dwarf crocodiles species
- 14 large antelope species

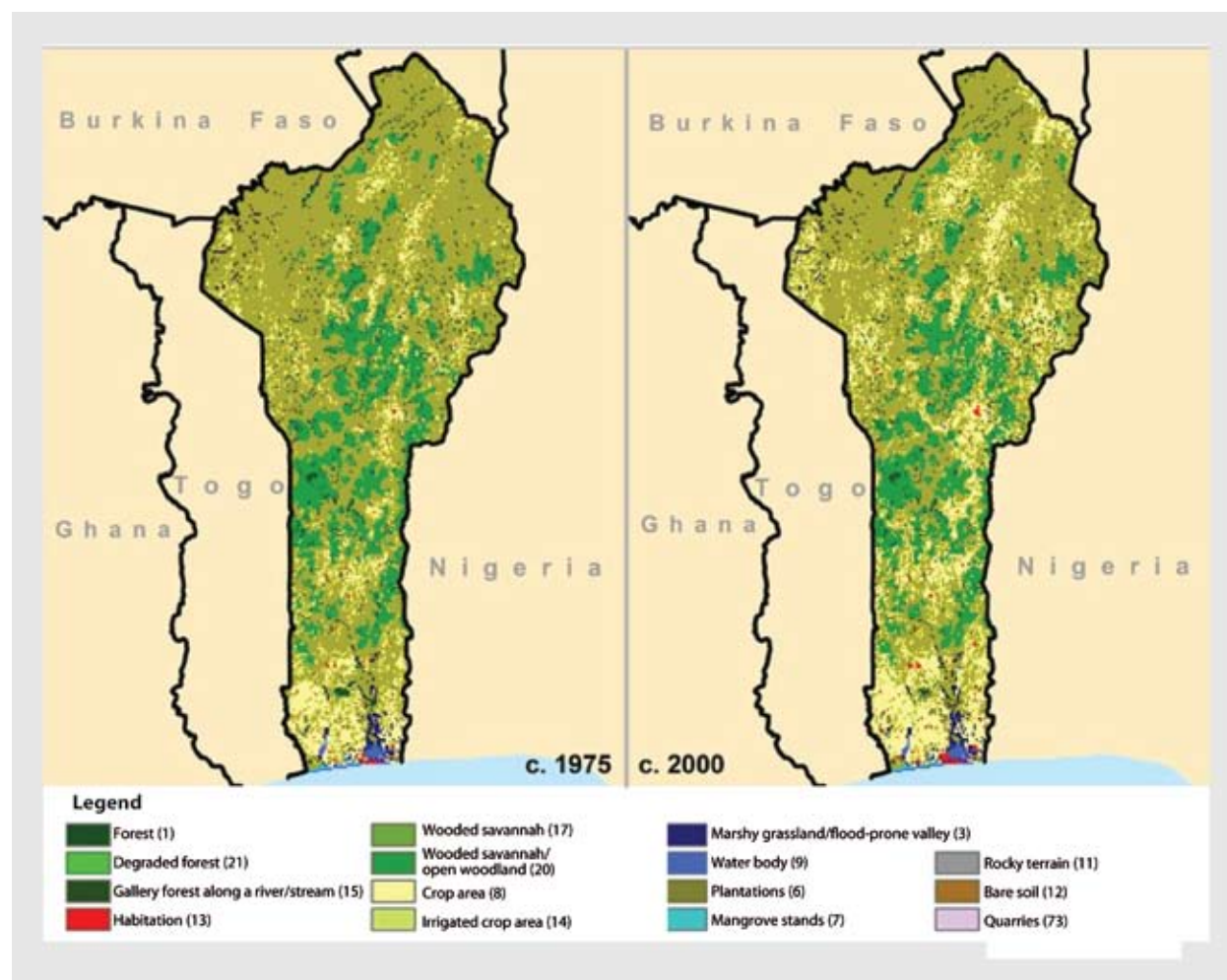
- 4 species of sea turtles on the Beninese coast: olive ridley (*Lepidochelis olivacea*), leatherback (*Dermochelys coriacea*), green (*Chelonia mydas*), and hawksbill (*Eretmochelys imbricata*), according to the NGO Nature Tropicale, which helps safeguard sea turtle populations
- An abundance of renowned birdlife, including more than 200 endangered Damara terns
- 123 marine algae species
- 10 primate species

Benin's overall ecological situation is deteriorating rapidly and its natural resources have steadily declined in the past 30 years. Benin's National Remote Sensing Centre reports that in 1978–1998, the country's principal plant formations declined by a total of 3,160,453 hectares, or 160,000 hectares a year (see figure 3.1 and Benin's national climate change adaptation action program draft). Thus, the per capita forest area, which was 1.63 hectares in 1980, dropped to 0.87 hectares in 1995; if current trends continue, it would shrink further to 0.29 hectares by 2025, according to FAOSTAT figures for June 2001. Benin's national strategy and action plan for biodiversity conservation notes that various operations and waste disposal threaten 38 percent of coastal area ecosystems, primarily mangrove stands.

The country's coastal region is subject to coastal erosion caused by major construction projects, such as the ports in Lomé, Togo (1967), and Cotonou, Benin (1962), as well as the Akosombo hydroelectric dam on the Volta (1966) and the Nagbeto on the Mono (1987), which have upset the balance of the coastal ecosystem by disrupting sediment input from the watercourses (a deficit of 1,000,000 and 100,000 square meters a year respectively). Another aggravating factor has been the sand quarries along the Sémé coastline, which have resulted in an annual deficit of more than

Figure 3.1

Land Occupancy in Benin



Source: Benin's National Remote Sensing Centre.

3.5 million square meters of sand. According to technicians reporting in a draft of Benin's national climate change adaptation action program, the sea advances at a rate of 10–15 meters a year in some coastal locations.

Wildlife is also greatly affected:

- Sea turtles and manatees are seriously threatened, because of their therapeutic and food value to people.
- Among the most harvested marine finfish species, *Malapterurus electricus*, *Elops senegalensis*,

Polypterus endlicheri, and *Dasyatis margarita* are close to extinction, whereas 15 species are identified as threatened, including *Megalops atlanticus*, *Ethmalosa fimbriata*, *Epinephelus aeneus*, and *Mugil curema*.

- Mammalian wildlife includes two globally threatened primate species, *Cercopithecus erythrogaster* and *Magistrate colobus*, which are both classified as threatened species in Benin.

On the biodiversity front, Benin is facing a great challenge in the persistent deterioration of its

biodiversity reserves, despite the conservation efforts made and the sector strategies developed. This challenge is due to dysfunctional monitoring services, substantial demographic growth, the nonapplication of or lapses in certain regulatory texts, and poor cropping and hunting practices. However, growing awareness of this problem motivated the government of Benin to create the CENAGREF, which has existed for more than 10 years. The CENAGREF operates under the country's MEPN pursuant to Order in Council No. 96-73 of April 2, 1996. Consequently, the CENAGREF acts as the prime contractor in managing national parks, hunting areas, and biosphere reserves, ensuring the management of national funding and financing from various donors (including the GEF) for wildlife conservation in northern Benin. In 2003 GEF financial support helped the country develop its National Strategy and Action Plan for Biodiversity Conservation in Benin. This document focuses on five strategic priorities to

- strengthen the biodiversity management capacities of structures and stakeholders;
- promote research;

- promote relevant endogenous values and expertise;
- add value to genetic resources;
- develop national, regional, and international cooperation in the scientific, technical, and biotechnological fields.

Climate Change

Greenhouse gases (GHGs) inventoried in Benin in 1995 as part of its initial communication on climate change included carbon dioxide (CO₂), methane, nitrous oxide, carbon monoxide, nitrogen oxide, nonmethane volatile organic compounds, and sulfur dioxide. Benin was not a net emitter of GHGs in 1995, per its initial communication on climate change (see table 3.2). Emissions of CO₂ that year were estimated at 15,045.09 gigagrams, which is considerably lower than the total sequestration of 62,108.16 gigagrams. The latter figure is higher than the total emissions of the main gases (CO₂, methane, and carbon monoxide) assessed at 19,515.30 gigagrams of CO₂ equivalents. The main sources of GHG emissions in CO₂ equivalents in Benin come from the agriculture and forestry and other land use sectors. Of these, forestry and other land use sectors accounted for 73 percent

Table 3.2

Greenhouse Gas Emissions in Benin in 1995

Gigagrams

Sector	GHG sequestration			GHG emissions					Total GHG emissions
	CO ₂	CO ₂	CH ₄	N ₂ O	CO	NO _x	NMVOC	SO ₂	
Agriculture			1,789.14	1.964	2,270.66	42.01			4,103.774
Energy		694.89	12.003	0.1642	243.25	8.54	28.067		986.9142
Forestry and other land use	62,108.16	14,242.75	14.81	0.10	129.61	3.68			14,390.95
Industry		96.43					0.16	0.17	96.76
Waste		11.02	9.10	0.30	1.63	0.03			22.08
Total	62,108.16	15,045.09	1,825.06	2.53	2,645.15	54.26	28.227	0.17	19,600.48

Source: Benin 2001c.

Note: CH₄ = methane; CO = carbon monoxide; NMVOC = nonmethane volatile organic compounds; N₂O = nitrous oxide; NO_x = nitrogen oxide; SO₂ = sulfur dioxide.

of GHGs, primarily attributable to carbon dioxide, whereas, agriculture contributed 21 percent, largely from methane emissions. The contribution from the energy (5 percent) is significantly lower, while the emissions from industry and waste, are negligible (see figure 3.2).

According to the national strategy to implement the United Nations Framework Convention on Climate Change (UNFCCC) in Benin, GHG emissions in the energy sector come from two subsectors:

- **Petroleum products used in transportation.** The transportation sector consumed 239,000 tons of petroleum products (that is, 67 percent of national consumption) in 1998.
- **Household firewood and coal consumption, especially in cities.** This leads to the deforestation of forest massifs, which is worsened by

slash-and-burn agricultural practices, bushfires, and overgrazing. This phenomenon reduces GHG-sequestration capacities and increases the risk of desertification in some areas (in the north of Benin).

The contribution of the industrial sector (including the cement industry) to greenhouse gas emissions remains marginal for the time being: 98.02 gigagrams in 1992 and 96.76 gigagrams in 1995 (that is, about 0.15 percent of total emissions). Similarly for electrical energy, Benin's per capita electrical consumption of 0.28 tons of oil equivalent in 1998 was one of the lowest in the world compared with—in tons of oil equivalent—the world as a whole (1.76), Europe (4.31), and North America (8.46).

Benin is among the group of LDCs that are vulnerable to the effects of climate change in the following areas:

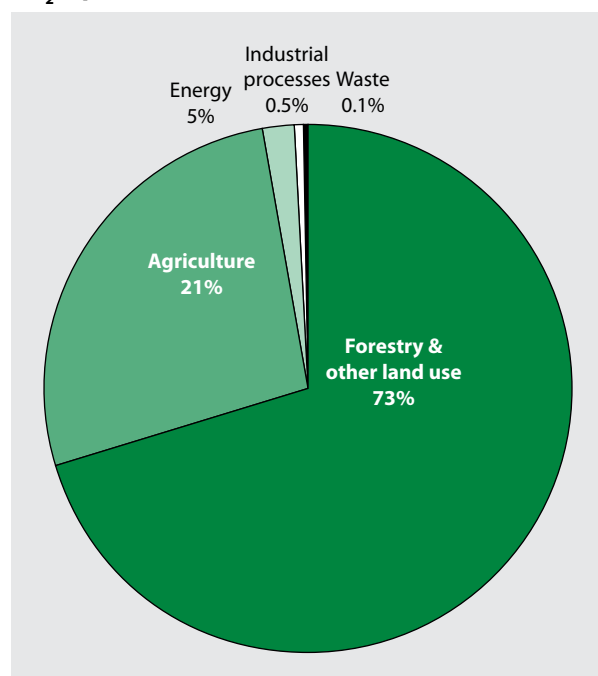
- In the north, Benin is already showing pockets of desertification, which may worsen considerably because of erosion, soil degradation, salinization, and fire risks.
- Global warming may accelerate rising sea levels and subsequently engulf some communities of Cotonou and Grand Popo.
- Climate change will have serious repercussions on both the quality and quantity of water and will intensify the desiccation of water points.
- In agriculture, crops, grazing, and agricultural ecosystems will be severely threatened.

Benin's main challenges in the implementation of the UNFCCC are to

- protect and manage the coastal area,
- rehabilitate the areas degraded by deforestation and desertification,

Figure 3.2

Individual Sector Contributions to Total GHGs in CO₂ Equivalents



Source: Benin 2001c.

- protect the atmosphere,
- monitor the climate system,
- promote sustainable development.

The necessary political resolve in Benin definitely exists for reversing the trends, and its civil society is also aware of the issues. GEF support is regarded as an asset in overcoming these challenges.

International Waters

The country's water system comprises 3,048 kilometers of watercourses and more than 333 square kilometers of water bodies (that is, lakes and lagoons). This system is contained within the following six main basins, which are mostly shared with other countries and managed through agencies responsible for them:

- Pendjari or Volta basin
- Upper Keran and Kara basins
- Couffo basin
- Mono and Sazué basins
- Ouémé basin, which includes the upper and lower Ouémé, located in the Dahomey basement and on the sedimentary formations of the coastal basins
- Niger basin, whose Beninese section is characterized by a rectilinear course oriented from the northwest to the southeast and fed on the right bank by four tributaries running from west to east: the Mekrou (10,500 square kilometers), Kompa Gourou (1,950 square kilometers), Alibori (13,740 square kilometers), and Sota (13,360 square kilometers), according to a study on combating silting in the basin. Three Nigerian tributaries feed the river in north-eastern Benin: the Ilogourou (360 square kilometers) and the Wara (954 square kilometers) on Kandi sandstone, and the Oli (2,419 square kilometers) on Dahomian granite.

These watercourses and water bodies are subject to silting from the anthropic impacts of widespread poor cropping practices; cultivation of river banks; increasingly significant use of farm inputs, which cause physical and chemical degradation and increase the risk of chemical soil pollution; minimal knowledge, dissemination, and enforcement of existing laws and regulations; and so forth. Some of the effects of silting include significantly depleted water resources, lower groundwater levels and dried-up wells, reduced or dried-up watercourses and water bodies, depleted fish resources, and advancing desertification (that is, soil degradation and impoverishment).

Located on the Gulf of Guinea, Benin's coastline is 125 kilometers long in the south (between the Nigerian border to the east and the Togolese border to the west). This coastal area is currently used in various ways, including for production (fishing and handicrafts), space (pleasure boating and swimming), ecological regulation (seabird habitat and flood buffer zone), and culture (myths, rituals, and sacred places). According to the recent study on creating protected marine areas in Benin, several factors and problems threaten the conservation and sustainable use of Benin's coastal areas: powerful demographic pressures, bacteriological and chemical pollution of soil and water bodies, climate change and its effects (higher temperatures and sea levels), and so forth. Consequently, several animal species are seriously threatened, while others have disappeared.

In response, the coastal communities, together with the public authorities, have decided to create protected marine areas based on existing laws, but these still need to be put into effect. Four potential sites of 21,041 hectares have been identified for this purpose (see table 3.3).

Table 3.3**Protected Marine Areas in Benin**

Site	Location	Potential beneficiaries	Area (hectares)
Avlékété	In the sea	Coconut trees, whales, dolphins, and sea turtles	16,390
Avlékété-Togbin	Coastal plain	Mangrove stands	1,800
Lake Nokoué	South of the Porto Novo Lagoon	Mangrove stands	339
Nazoumè-Bouche du Roi	Coastal area (Grand Popo Lagoon, ponds, and small lakes)	Mangrove stands and hippopotamuses	2,512
Total			21,041

Source: Creation of Protected Areas: Site Identification and Descriptions (2007).

Persistent Organic Pollutants

In 2004 the Republic of Benin ratified the Stockholm Convention on Persistent Organic Pollutants. This ratification became part of a body of legislation, that is, Law No. 91-004 of February 11, 1991, covering phytosanitary regulations in Benin and addressing 7 of the 12 Stockholm Convention persistent organic pollutants: aldrin, chlordane, DDT, dieldrin, endrin, heptachlor, and mirex.¹ However, even though this national legislation accounts for POP pesticides overall, gaps exist in several areas, particularly concerning the elimination and transportation of POPs; furthermore, the legislation does not specifically cover polychlorinated biphenyls (PCBs), dioxins, and furans. Inadequate application of the legislation for lack of control equipment and skilled staff is another weakness of the law.

The use of chemical products in Benin is continually increasing, even though the usage rates observed are still far below those of developed countries. Pesticide quantities imported into Benin have increased from 1 million liters in 1990 to more than 5.8 million liters in 2000. For 2000–01, pesticide use was valued at CFAF 8 billion, that is, 1.76 percent of national imports. Beninese cotton producers generally pay only 56 percent of the actual cost of pesticides in the cotton industry,

and the state subsidizes the remainder (Benin and DANIDA 2002). This lower price leads to higher pesticide consumption. Cotton insecticide is diverted to other sectors, given that it is much cheaper than other insecticides. Farmers treat certain crops, such as cowpeas, with subsidized insecticide for the purpose of cotton production.

Conscious of the POP problem in Benin and in an effort to honor its commitments in ratifying the Stockholm Convention on Persistent Organic Pollutants, the government of Benin initiated a national implementation plan for the Stockholm convention, which it completed in 2007. This plan consists of the following three strategies:

- Survey strategy of inventories, items used, and waste to specify and reduce the volume of waste and inventories of pesticides, DDT, PCBs, and hexachlorobenzenes
- Information exchange strategy to consolidate actions taken with other countries in the subregion and the international community
- Research and development strategy to investigate alternative solutions to the use of harmful chemicals containing POPs

Land Degradation

The government of Benin signed the United Nations Convention to Combat Desertification (UNCCD) on October 15, 1994, and subsequently ratified it on August 29, 1996. On November 17, 1999, the government approved the corresponding national action plan to combat desertification (National Action Plan to Combat Desertification), coordinated by the National Committee to Combat Desertification. Benin has made progress on the fundamental rules and principles governing rural land tenure in the country as a result of the recent Law No. 2007-03 on Rural Land Tenure in the Republic of Benin, which the National Assembly deliberated and adopted on January 30, 2007. In particular, this law emphasizes conserving ecological heritage and promoting ecodevelopment.²

The analysis of the desertification problem in Benin reveals a marked reduction in forest cover, by almost half in a 50-year period, according to the National Program to Combat Desertification. In 1949 forests represented 20 percent of the national territory, compared with less than

12 percent today. This reduced strata density of shrubs and trees resulted from the cotton and yam production in central and northern Benin, cattle transhumance, and use of bushfires. The area most affected by desertification encompasses all of Boukoubé; Cobly; Matéri and Tanguiéta in the Department of Atacora; Ouaké, Djougou, and Copargo in the Department of Donga; and Kari-mama, Malanville, Kandi, Banikoara, and Ségbana in the Department of Alibori. Table 3.4 breaks down types of land occupancy in Benin by area and percentage.

Two types of soil degradation are recognized in Benin: chemical and physical degradation, and salinization. The first represents the loss of soil fertility from the production system that affects all cultivated land in Benin, while the second results primarily from water and wind erosion. The net impact can be summarized as follows:

- **Extremely degraded soils** (caused by water and wind erosion because of sparse plant cover) in the Boukoubé and Ouaké regions, covering 1,240 square kilometers

Table 3.4

Land Occupancy by Area and Percentage in Benin

Type	Area (hectares)	% area
Semi-deciduous forests (including major forest galleries)	631.25	0.55
Open woodlands and woody savannah	12 743.75	11.13
Treed and bushy savannah	60 956.25	53.26
Treed, bushy, and saxicolous savannah	2 350.50	2.05
Treed, bushy, and periodically flooded savannah	1 625.00	1.43
Adjacent marshy formations		
Cultivated savannah	28 706.25	
Palm tree plantations	6 475.00	30.84
Palm tree forests	118.75	
Teak forests	68.75	
Bare soil	456.25	
Water	325.00	0.28
Major human communities	68.75	0.06

Source: Pilot Project for the Continuous Monitoring of Tropical Forest Cover, Benin 2002b.

- **Highly degraded soils** in the regions of Matéri, Natitingou, and some parts of Ouaké in the far north (16 percent of the area in this region) and across 4,880 square kilometers in the east-central and northwest Sudanian zone and virtually the entire north and northeast Sudanian zone; 5,390 square kilometers in the regions of Malanville, Karimama, and Guéné; 3,150 square kilometers in the Sudanian-Guinean transition zone; and 3,750 square kilometers of the *terre de barre* (reddish, leached, iron-bearing) soil on the plateau watersheds of the Sudanian-Guinean area
- **Fairly degraded soils** covering 8,600 square kilometers in the far north, 24 percent of the east-central and northwestern Sudanian zone, 16 percent of the Alibori area, about 6,750 square kilometers on the *terre de barre* in the Sudanian-Guinean area, and in the sandy, coastal, and fluvial-lacustrine area north of Cotonou to the west of Comé and the Loko-sa-Djakotomey axial highway
- **Slightly degraded soils** on both the old and new coastal strips located between Cotonou and Grand Popo in the sandy, coastal, and fluvial-lacustrine area (2,170 square kilometers) and across virtually all the Lama depression area within the Sudanian-Guinean vertisol zone, covering 10 percent of the Sudanian-Guinean transition zone, sparsely throughout the entire east-central and northwest Sudanian zone (29,127 square kilometers), and in the Sudanian-Sahelian zone (14,045 square kilometers) in the far north

3.3 Environmental Regulatory and Legal Framework in Benin

After 17 years of economic crisis and a Marxist-Leninist political system, the Republic of Benin convened the Conference of the Active Forces of

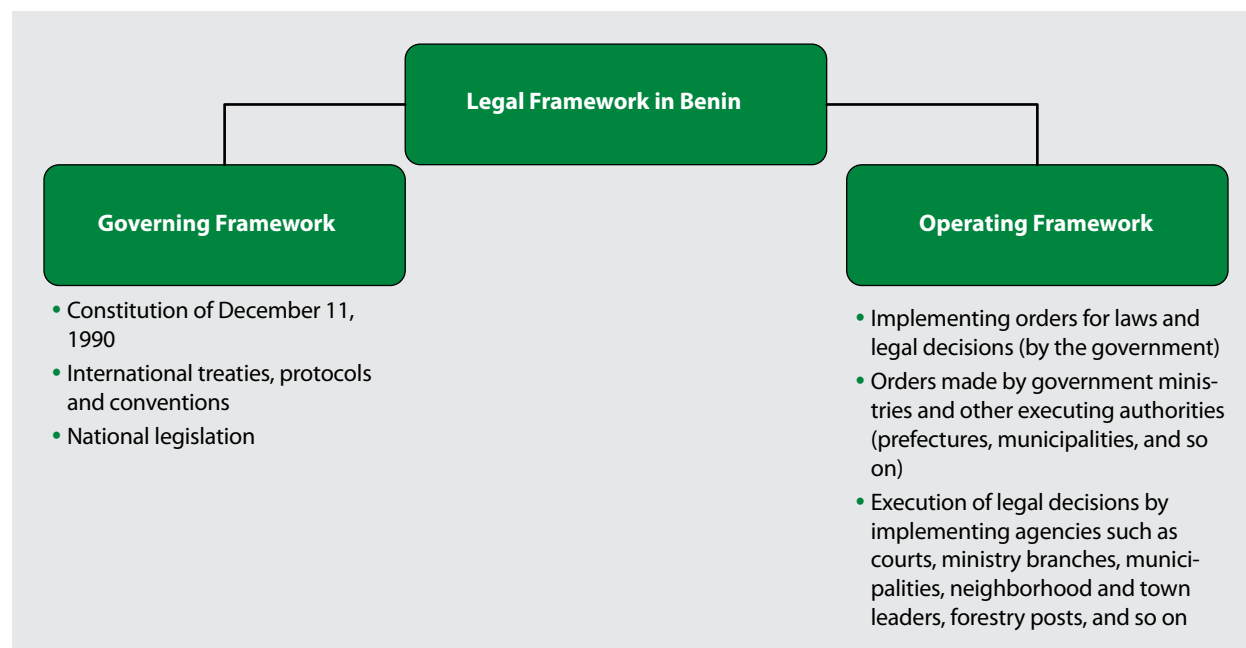
the Nation in February 1990, where it committed to transparency in public finance management, improvement of the national legal system, and advancement of private enterprise, community sectors, and civil society. This commitment was the impetus for the new constitution of December 11, 1990, whose articles 8, 9, 27, 28, and 29 now form the legal basis for the Republic of Benin. The state guarantees its citizens equal access to health, education, culture, information, vocational training, and employment (article 8). Every human being has the right to development and personal fulfillment in all physical, temporal, intellectual, and spiritual dimensions (article 9). In addition, the state ensures that the environment is protected (article 27), everyone has the right to a healthy, satisfactory, and sustainable environment, and the state is duty-bound to defend it. Article 28 regulates the storage, handling, and disposal of pollutants or toxic wastes from factories and other industrial or artisanal activities operating on national territory. The transportation, importation, storage, burial, and manufacture of toxic wastes and foreign pollutants on national territory and actions against any related agreements constitute crimes against the nation, for which article 29 set outs specified penalties.³

Since enactment of the Constitution, the Constitutional Court has been responsible for ensuring the constitutionality of all national laws and decisions in the various jurisdictions, whereas the Higher Audiovisual and Communication Authority is responsible for guaranteeing freedom of the press. Figure 3.3 shows how the legal framework in Benin operates.

In practice, the environment became a major concern for the government of Benin in the 1990s; Decree No. 92-17 of July 28, 1992, created a specific environment ministry. Since then, a consultation and series of actions taken to address

Figure 3.3

Legal Framework in Benin



environmental issues have led to the adoption of the Environmental Action Plan (EAP) in 1993 (revised in 2001), the creation of the Beninese Environmental Agency (ABE) in 1995, and the adoption of the National Agenda 21 in 1997. During this period, Benin also signed a number of international conventions aimed at concerted action to protect the environment.

Main International Agreements on the Environment to Which Benin Subscribes

Benin has signed and ratified most of the principal agreements, conventions, protocols, and treaties listed in table 3.5.

Main Environmental Legislation in Benin

Benin has adopted many regulatory texts and provisions to protect nature, such as the following:

- Decree No. 82-435 of December 30, 1982, prohibiting bush and plantation fires in the People's Republic of Benin

- Decree No. 86-516 of December 15, 1986, defining coastline management responsibilities
- Decree No. 90-366 of December 4, 1990, concerning application modalities of Law No. 87-014 of September 1987 on regulating the preservation of nature and hunting practices in Benin, which was replaced by Law No. 2002-016 on Wildlife Management in Benin on October 2, 2004

The main legislative instrument is Law No. 98-030 of February 12, 1999, a framework law on the environment in the Republic of Benin that defines the basis for an integrated environmental management policy and organizes its implementation. Eight decrees, adopted in 2001, apply the law and cover the

- protection and upgrading of natural receiving media (soils and subsoils, continental waters, marine waters and their resources, and air);

Table 3.5**Main International Agreements Signed by Benin Relating to GEF Objectives**

Adoption date	Effective date	Agreements, conventions, protocols, and treaties
May 2001	Pending	Stockholm Convention on Persistent Organic Pollutants
September 1997	October 1997	Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal
November 1999	May 2000	Convention on Wetlands of International Importance (Ramsar)
June 1994	June 1996	United Nations Convention to Combat Desertification
June 1992	June 1994	United Nations Framework Convention on Climate Change
June 1992	December 1992	United Nations Convention on Biological Diversity
n.a.	March 1993	Vienna Convention for the Protection of the Ozone Layer
n.a.	March 1993	Montreal Protocol on Substances That Deplete the Ozone Layer
January 1991	January 1997	Bamako Convention on the Ban on the Import into Africa and the Control of Transboundary Movement and Management of Hazardous Wastes within Africa
September 1987	January 1989	Montreal Protocol on Substances That Deplete the Ozone Layer
March 1985	September 1989	Vienna Convention for the Protection of the Ozone Layer
December 1982	August 1983	United Nations Convention on the Law of the Sea
March 1981	Ongoing	Protocol Concerning Co-operation in Combating Pollution in the Mediterranean Sea by Oil and Other Harmful Substances in Case of Emergency
March 1981	Ongoing	Convention for Co-operation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region
November 1980	November 1980	Convention Creating the Niger Basin Authority and the Protocol Relating to the Development Fund of the Niger Basin
June 1979	April 1986	Convention on the Conservation of Migratory Species of Wild Animals
June 1972	September 1982	Convention Concerning the Protection of the World Cultural and Natural Heritage

Note: n.a. = not applicable.

- protection and enhancement of natural and human environments (fauna and flora, classified establishments, noxious or hazardous chemical substances, noise, and so on);
- impact studies, environmental audit, public hearings on the environment, emergency plans, and incentive measures;
- sanctions (investigation and recording of offenses, miscellaneous penal provisions, and related charges and violations).

In addition to Law No. 98-030, other laws covering territorial government reform, creation of communes, and recently, land tenure could all have far-reaching environmental impacts.

Other relevant developments include

- in 1974 the creation of the National Commission to Combat Pollution (National Environmental Commission);
- in 1976 the creation of the National Committee for the United Nations Educational, Scientific, and Cultural Organization (UNESCO) Man and the Biosphere (MAB) Programme (MAB-IHP-IGCP);
- in 1985 the elevation of the three subcommittees into three separate bodies: the MAB Committee, International Hydrological Programme Committee, and International Geoscience Programme;

- in 1992 the issuing of Decree No. 92-17 of July 28, which established and defined the prerogatives of the Ministry of Environment, Habitat, and Urbanism (MEHU), created in July 1991, to “clean up the territory and promote and supervise the management of renewable natural resources.”

However, because most of the legal documents on the environment are recent, the progressive implementation of this legislation will clearly take several years.

National Environmental Policy in Benin

The above environmental regulatory framework is supported by policy documents and strategic plans (some of which fall under the jurisdiction of the international conventions and treaties that Benin has signed) for environmental and natural resource management.

The EAP (revised version in 2001) constitutes the most complete reference document on environmental analysis in Benin. It highlights the country’s main medium-term challenges and focuses on three primary objectives: changing the behavior of all Beninese, possibly monitoring the evolution and management of natural resources, and improving the living environment for Beninese.

The EAP, National Agenda 21, and various international environment-related conventions ratified by Benin are implemented through the National Environment Management Program (PNGE). The main objective of the EAP is to help reduce poverty by reducing the costs of environmental degradation through sustainable environmental management practices and creation of sustainable employment. The PNGE is integrated into various government action programs, the MEPN Strategic Plan, and the Growth and Poverty Reduction Strategy.

Within the MEPN, some national budgetary resources are made available to its environment branch to operate the PNGE (see table 3.6), which integrates national committees on the conventions; however, the main stakeholders concerned deem these resources insufficient and they often arrive late.

Table 3.6

National Environment Management Program Funding in 2006–09

Billion CFAF

2006	2007	2008	2009
2,380	2,586	2,441	2,471

Source: Excerpt from the 2007 MEPN budget.

Institutional Environment Framework

This legal and operational environment management framework is coordinated by the MEPN. Other structures created to help protect the environment and contribute to sustainable development include the ABE, National Commission for Sustainable Development (CNDD), and executing agencies such as the Executing Agency for Urban Projects and the Society of Regional Studies of Habitat and Urban Development.

Also noteworthy is the emergence of civil society players, such as NGOs, villager organizations, and local communities (because of decentralization), which are increasingly involved in environmental management. Communes exercise their authority subject to sector strategies and existing national regulations and standards. This authority affects the following areas:

- Local development, planning, housing, and urbanism (communal development plan, urban planning, and so on)
- Infrastructure, equipment, and transportation (urban roads, rural trails, art works, bus

terminals, village hydraulic turbines, public transportation, and so on)

- Environmental hygiene and health (drinking water distribution, waste collection and processing, wastewater disposal, green spaces, food hygiene, latrines, septic tanks, cesspools, and so on)
- Kindergarten and primary education (public kindergarten and primary school construction, equipment, and maintenance)
- Literacy and adult education (promoting local languages in Benin)
- Health, and social and cultural activities (health centers, social centers, cultural centers, and sports fields in boroughs, villages, and city neighborhoods)
- Commercial services and economic investments (markets; slaughterhouses; commercial, artisanal, and industrial zones; communal forests; and so on)

In addition, a whole range of projects and programs have been developed with donor support through international, multilateral, and bilateral cooperation on the environment among, for example, the World Bank, French Development Agency, German Cooperation Enterprise for Sustainable Development (GTZ), Danish International Development Agency, GEF, and so on. Section 6.4 provides an overview of these projects and programs.

3.4 Summary of Environmental Issues and Strategic Priorities for Sustainable Development in Benin

Despite all these legal and regulatory strategies and instruments, the main environmental issues in Benin remain the same:

- Progressive desertification
- General degradation of plant cover
- Shrinkage of remaining forested areas (deforestation) and scarcity of valuable species
- Decline in biodiversity resulting from poaching and deforestation
- Increased water and wind erosion
- Coastal erosion
- Silting up of watercourses and bodies
- Atmospheric pollution
- Regular flooding
- Diminished soil fertility (itinerant slash-and-burn cultivation, and reduced fallow land)
- Encroachment on wetlands
- Use of harmful chemical pollutants containing POPs

The basic causes aggravating these environmental problems are individual and collective poverty and its consequences, lack of information and education on environmental management, population growth, land tenure insecurity, poor quality and lackluster motivation in public service actions, failure to comply with existing regulations, and lack of means to monitor their application.

A review of sector strategies helps to summarize priority development actions based on natural resource usage (Benin 2001d). To obtain a clearer understanding of identified national action priorities, sector development strategies can be grouped under three broad facets:

Biophysical Environment

Strategies on the biophysical environment involve (1) restoring biophysical conditions conducive to re-establishing ecosystem balance in soils, plant cover, water resources (fresh and sea water), and

wildlife and fish resources, (2) monitoring the climate system, (3) protecting the atmosphere, and (4) reversing desertification processes. At the same time, ecosystem balance needs to be maintained through sustainable management of ecosystem resources (preventive and restorative measures).

Human Environment

Strategies on the human environment address the development and promotion of effective human capacity-building measures to counteract land degradation through poverty reduction, skills development, and adoption of ecologically sustainable behaviors, both individually and collectively (strategies address energy and food security; pastoral area management; education, literacy, and training; improvement in the living environment and in national and local expertise).

Governance

Strategies on governance provide for the establishment, maintenance and strengthening of good governance at all levels (centralized, decentralized, and localized) in an institutional, political, and legislative context (both national and subregional) in a way that combats land degradation.

Notes

1. Ministerial Order No. 225/MDR/MCAT/DC/CC/CP of May 19, 1993, prohibiting the use of active ingredients in agriculture from entering into the composition of phyto-pharmaceutical products.
2. Article 2, chapter 2 of Law No. 2007-03.
3. Law No. 90-32 of 11 December 1990, Constitution of the Republic of Benin (December 1990).

4. The GEF Portfolio in Benin

The GEF has financed myriad projects in Benin, in collaboration with national and regional partners. These projects were developed without a GEF strategic framework. The GEF project portfolio in Benin consists of a series of individual initiatives that were approved and implemented in relative isolation, because neither the GEF nor Benin had developed a program or strategic plan to guide GEF support in the country. Thus, there is no country program as such with respect to GEF support in Benin.

Benin has received GEF support through a variety of GEF modalities including

- enabling activities,
- full-size projects (FSPs)—there have been no medium-size projects,
- the Small Grants Programme,
- funding for project preparations,
- regional projects with other West African countries,
- global projects.

Annex F presents a complete list of GEF-supported activities in Benin.

4.1 Criteria for Selecting GEF Projects for the Evaluation

Only a representative group of projects in which Benin participated was evaluated to ascertain the

results of GEF-supported projects in Benin. The basis for the sample group included the following criteria:

- GEF-supported national projects undertaken exclusively in Benin
- GEF-supported regional projects with a significant Benin component (including an implementation team)
- Initiatives at various stages of the project cycle (preparatory, ongoing, or completed)

These criteria helped define a homogeneous and representative group of activities to evaluate and undertake, using a coherent, analytical approach with the resources available. Table 4.1 lists those projects included in the evaluation, grouping the projects by scope (national, regional, and SGP), focal area, GEF Agency, project type, and status; whereas annex G lists the projects excluded.

4.2 GEF-Supported Activities by GEF Agency

Figure 4.1 presents GEF-supported activities in Benin by GEF Agency. Benin received greater World Bank participation (81 percent of overall portfolio funding) than the other two Agencies. UNDP ranked second, having participated in the majority of Beninese projects, but representing only 17 percent of total portfolio funding. UNEP

Table 4.1

GEF-Supported Activities Included in the Evaluation

Project	Focal area	GEF Agency	Modality	Status
National projects				
National Biodiversity Strategy and Action Plan	BD	UNDP	EA	Completed
Exchange Centre	BD	UNDP	EA	Completed
Capacity Needs Assessment for the Implementation of Benin's National Biodiversity Strategy and Action Plan	BD	UNDP	EA	Completed
National Parks Conservation and Management Project	BD	WB	FSP	Completed
Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions	CC	UNDP	FSP	Completed
First National Communication to the UNFCCC	CC	UNDP	EA	Ongoing
Second National Communication to the UNFCCC	CC	UNDP	EA	Ongoing
Additional Funding to Develop Climate Change Capacities	CC	UNDP	EA	Ongoing
National Climate Change Adaptation Action Plan (NAPA)	CC	UNDP	EA	Ongoing
Program for the Management of Forests and Adjacent Lands	MF	WB	FSP	Ongoing
National Plan to Implement the POPs Convention	POPs	UNEP	EA	Ongoing
National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management	MF	UNDP	EA	Ongoing
Community-Based Coastal and Marine Biodiversity Management Project	BD	WB	FSP	In preparation
Regional projects				
Gulf of Guinea Large Marine Ecosystem: Phase I	IW	UNDP	FSP	Completed
Gulf of Guinea Large Marine Ecosystem: Phase II	IW	UNDP-UNEP	FSP	In preparation
Reversing Land and Water Degradation Trends in the Niger River Basin	IW	WB-UNDP	FSP	In preparation
Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves	BD	UNEP	FSP	Ongoing
Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari (WAP) Protected Area System	BD	UNDP	FSP	In preparation

Note: BD = biodiversity; CC = climate change; EA = enabling activity; IW = international waters; MF = multifocal; WB = World Bank.

participation in the Benin portfolio, at only 2 per cent, was the least evident.

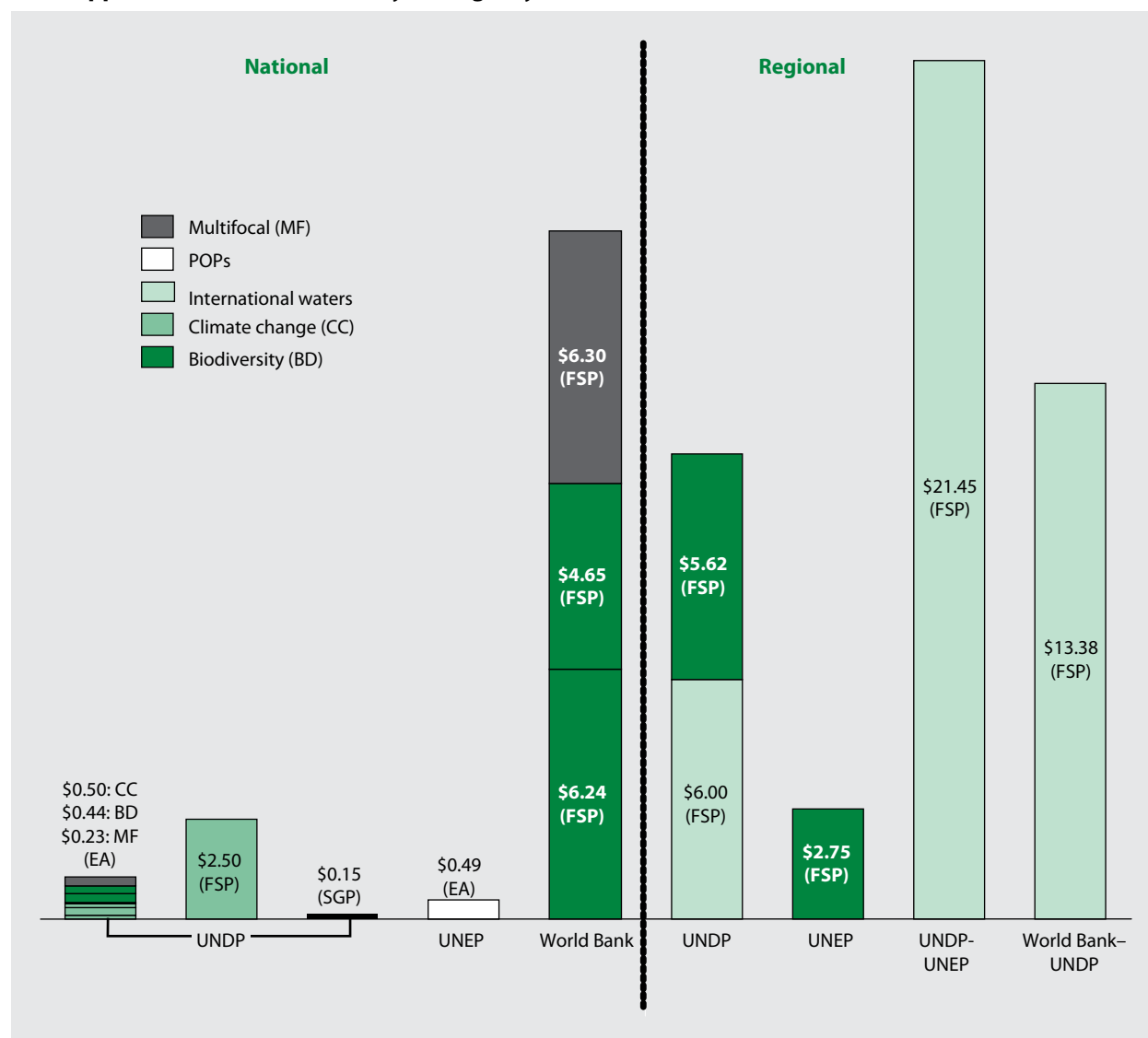
The total World Bank budget for Benin nationally (\$17.19 million) was used to finance three large-scale projects, two in biodiversity (one completed and one in preparation) and one multifocal (ongoing), for an average project value of \$5.73 million.

Although the UNDP contribution of \$3.60 million to Benin was financially less than that of the World Bank, this GEF Agency participated in a

greater variety of projects in the GEF focal areas. In fact, in addition to a large-scale climate change project (completed), UNDP undertook most of the enabling activities, including four related to climate change (all ongoing); three in biodiversity (all completed); and one multifocal (ongoing). The average project value was \$0.45 million. UNDP is also responsible for the Small Grants Programme; in its first programming cycle at the time of the evaluation, Benin had approved three projects—two in climate change (one ongoing and one

Figure 4.1

GEF-Supported Activities in Benin by GEF Agency



Source: GEF Secretariat.

Notes: EA = enabling activity. Dollars are in millions.

approved) and one in biodiversity (approved)—valued at about \$50,000 each.

Although UNEP participation in Benin is limited to about \$490,000 for one national project in the POPs focal area (ongoing), it is more involved in regional and global projects.

Regional GEF-supported activities are focused on the area of West Africa that borders Benin, including the neighboring countries of Cameroon, the Ivory Coast, Niger, Nigeria, Mali, and Burkina Faso, where UNDP has undertaken two large-scale projects—one in international waters (completed) and the other in biodiversity (in preparation)—the average worth of each project is

\$5.81 million. UNEP is carrying out a biodiversity project budgeted at \$2.75 million. Furthermore, UNDP and UNEP have jointly undertaken a large-scale project in the international waters focal area worth \$21.45 million—the largest GEF-supported project within the scope of this evaluation. UNDP has also joined forces with the World Bank on a large-scale, cross-border water project (in preparation) worth \$13.38 million.

4.3 GEF-Supported Activities by Focal Area

Figure 4.2 examines GEF activities in Benin by focal area. Nationally, this figure shows that most of the budget—53 percent of the portfolio—is devoted to the biodiversity focal area, followed by multifocal projects at 30 percent, climate change at 14 percent, POPs at 2 percent, and SGP at 1 percent.

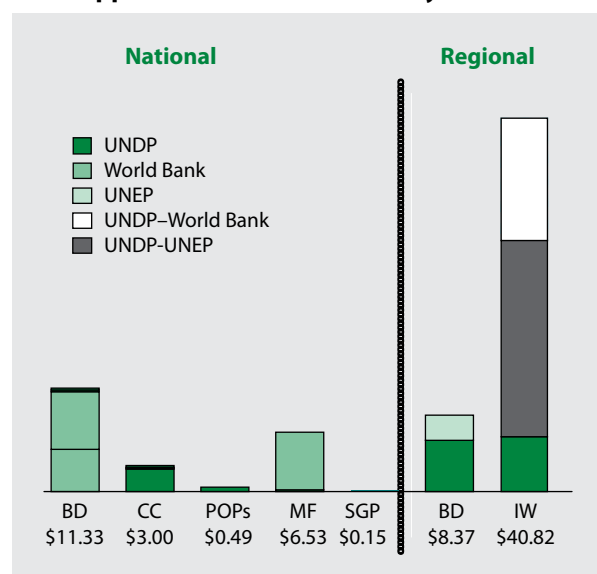
The biodiversity focal area has received a total of \$1.33 million for five projects with an average

cost of \$2.27 million per project. Of these, three (completed) projects relate to enabling activities and two are large-scale projects, one ongoing, and the other in progress. The total budget amount of \$3.0 million for the climate change focal area funds five projects: four enabling activities (that is, two completed, one in preparation, and one ongoing) and one completed large-scale project; the average per project value is \$0.58 million. Although the quantity of projects in both of these focal areas was the same number, the biodiversity projects garnered \$8.44 million more in total funding. The GEF has also approved an enabling activity in the POPs area, worth \$0.49 million. For multifocal projects, GEF support amounts to \$6.53 million in total, shared between one enabling activity and one large-scale project, for an average of \$3.27 million per project.

The regional project budget covered by this evaluation totals \$49.19 million, which includes \$40.82 million for three projects in the international waters focal area (one completed and two in preparation) or 83 percent of the portfolio at an average of \$13.61 million per project. The GEF has also invested \$8.37 million in two biodiversity projects (one ongoing and one in preparation), that is, 17 percent of the portfolio at an average of \$4.19 million per project.

Figure 4.2

GEF-Supported Activities in Benin by Focal Area



Source: GEF Secretariat.

Notes: BD = biodiversity; CC = climate change; IW = international waters; MF = multifocal. Dollars are in millions.

4.4 GEF-Supported Activities by Objective

Annex H presents the objectives of national and regional GEF-supported projects in Benin that are included within the scope of the evaluation, as well as the regional and global projects excluded from the evaluation. Annex I presents the relevance of project objectives to national development plans, which chapter 6 examines in detail.

4.5 Small Grants Programme

Benin began receiving SGP funding in 2006, and since 2007, it has had three approved projects (see table 4.2), worth a total of \$150,000 or \$50,000 per project. The SGP is a GEF corporate program, implemented by UNDP in all focal areas and in accordance with the RAF. All three are two-year projects in the initial implementation stage; two are in the climate change focal area and the other is in biodiversity.

The problems identified by the National Sustainable Development Strategy, National Agenda 21, and EAP led to the Benin SGP in 2006. Its objective is to improve the local and global environment in the medium and long term by involving grassroots populations in projects, with the help of NGOs and other grassroots community organizations, to conserve biodiversity, combat climate change, protect international waters, sustainably defend and restore soils, and progressively eliminate POPs (GEF and UNDP 2007).

The National Business Council (CNP) has managed the Benin SGP since 2006. It comprises volunteer members and workers from NGOs, active financial partners in Benin, university and scientific institutions, other civil society organizations, the UNDP office in Benin, and governmental structures. The majority of members come from the nongovernmental sector. This committee provides general advice and direction to the national SGP. It also helps to select projects and formulate and implement strategies to perpetuate the national SGP; thus, it monitors and evaluates projects.

In 2007 the CNP established the strategy to complete the pilot phase of the program. The objectives of this phase follow by focal area.

Biodiversity

- Increase collective environmental awareness to ensure biodiversity conservation by improving the education levels of and initiative among populations living in degraded areas or close to protected areas

Table 4.2

Small Grants Programme Projects in Benin

Project	Focal area	Budget	Status	Main objectives
Promoting and Popularizing Energy-Efficient Stoves and Pressure Cookers in the Zangnanado Commune to Combat Deforestation and Reduce the Effects of Climate Change	Climate change	\$50,000	Ongoing	Aims to reduce deforestation by economizing wood energy and promoting energy efficiency to help reduce GHG emissions
Promoting the Barbados Nut Tree (<i>Jatropha curcas</i>) by Women's Groups and Raising Awareness about Using Its Oil as a Biofuel in the Villages of Dotan and Avobgana in Benin	Climate change	\$50,000	Ongoing	Aims to promote renewable energy and organic fertilizer in response to climate change
Safeguarding Atlantic Sea Turtles and Their Habitats along the Benin Coastline	Biodiversity	\$50,000	Ongoing	Help sustainably conserve remaining sea turtle populations, an important international migratory species that frequents the Atlantic coast of Benin during the egg-laying season

Note: All projects are implemented by UNDP and run from June 2007 to July 2009.

- Lay the foundations for promoting income-generating activities based on the sustainable use of biodiversity
- Help promote sustainable production systems that are both economically profitable and socially acceptable
- Conduct studies to build on effective biodiversity management systems

Climate Change

- Increase the awareness of local populations and authorities on energy-efficient practices and the use of energy source alternatives to wood
- Improve public-private partnerships to promote appropriate technology and the use of alternative energy sources

International Waters

- Increase collective environmental awareness to ensure effective and sustainable management of wetlands
- Promote appropriate farming and fishing practices
- Conduct studies on vulnerability to climate change as it affects agriculture, fishing, live-stock production, coastal areas, and erosion, and carry out pilot adaptation experiments to build on effective wetlands management

Persistent Organic Pollutants

- Increase environmental awareness in both rural and urban communities on the risks associated with using POPs
- Promote effective production systems that exclude the use of inputs containing POPs

Land Degradation

- Increase the environmental awareness of government structures, NGOs, the private sector,

and rural communities to promote sustainable cropping practices that are economically profitable and socially acceptable

- Support effective cropping practices, based on endogenous knowledge
- Develop integrated management plans for degraded lands using a participatory approach (GEF and UNDP 2007).

In its first year, the Benin SGP received \$150,000 to fund projects. Of the 200 projects concepts initially received, 50 project proposals were eventually completed. Of these 50 proposals, the CNP selected and prioritized 23 according to predetermined selection criteria. In August 2007 the CNP approved funding for the first three projects of about \$50,000 each. In the wake of its second call for project proposals, the CNP anticipates funding for the next eight most worthwhile projects, for a total budget of \$200,000.

One emerging program challenge noted during the evaluation process concerns the development of partner organization capacities to apply strict management and professional monitoring to their projects. This challenge is also likely to affect overall SGP coordination when the program takes off and the volume of projects to be coordinated and monitored increases.

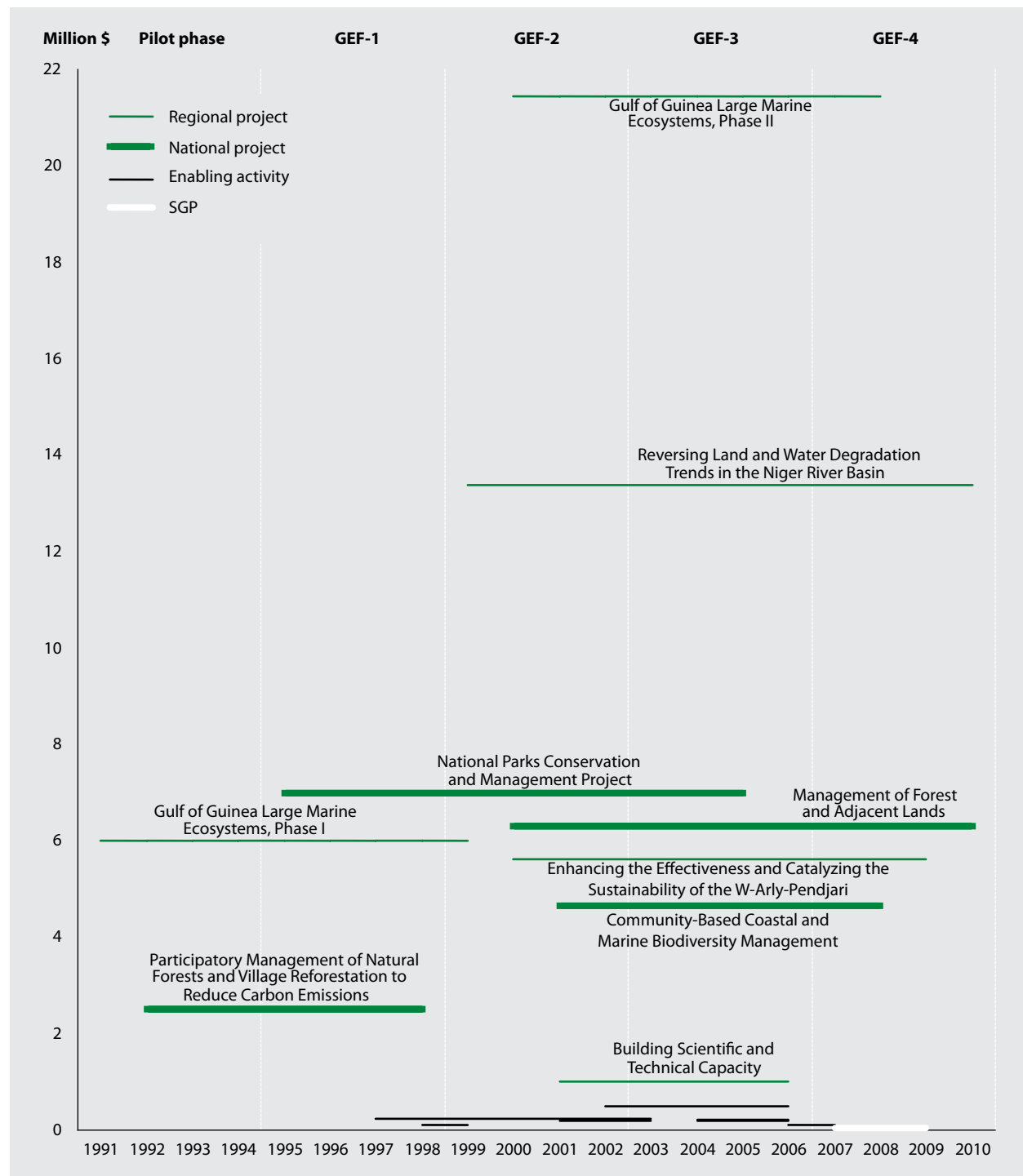
4.6 Chronology of Activities

Figure 4.3 presents the chronology of GEF-supported activities in Benin from the start of the pilot phase in 1991 to the end of the GEF replenishment period 4 (GEF-4, 2006–10). The figure shows the complete duration of each project, from its entry into the GEF pipeline to the year it was completed.

The majority of the projects (that is, 12 of the 18 evaluated) were carried out during GEF-3

Figure 4.3

Chronology of GEF-Supported Activities in Benin by GEF Cycle and Funding



Source: GEF Secretariat.

(2003–06) cycle. These include two of the four large-scale national projects, the \$4.6 million Community-Based Marine and Coastal Diversity Management Project and the \$6.2 million Forest and Adjacent Lands Management Project. Also included among these are the two most significant large-scale regional projects, the Gulf of Guinea Large Marine Ecosystem Project, Phase II, worth \$21.44 million; and the Reversing Land and Water Degradation Trends in the Niger River Basin Project, worth \$13.38 million. These activities originated after the Beninese government launched environment-related political initiatives, specifically, the adoption of the EAP (1993, revised in 2001), National Agenda 21 (1997), environmental framework law (1998), and Decentralization Act (1999). This logical chronology also applies to the many enabling activities undertaken during the GEF-3 cycle.

During the pilot phase, the first large-scale national project designed for the climate change focal area was the Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project (\$2.5 million). The GEF-2 (1999–2002) and GEF-3 cycles also saw projects in the biodiversity area, as well as multifocal projects. At the regional level, the preponderance of large-scale projects in the international waters focal area since the pilot phase continues. Conversely, the GEF-3 cycle marks the start of regional biodiversity projects.

4.7 Changes in GEF Funding to Benin

Table 4.3 shows national and regional GEF support to Benin by focal area, Implementing Agency, and cycle as of January 2008. Nationally, the biodiversity focal area has received continuous funding since GEF-1 (1995–98), as well as the bulk of the funding (total of \$16.00 million), compared

with the climate change focal area, which has also received ongoing funding since the pilot phase, but to a lesser extent (total of \$3 million). On the other hand, multifocal projects during GEF-2 received \$6.53 million, comparable to the support provided for biodiversity. In the case of GEF Implementing Agencies, the World Bank has received the most funding from GEF-2 until now, that is, a total of \$21.84 million. UNDP has received limited GEF financing since the pilot phase, totaling \$3.68 million to date; however, UNDP has implemented the majority of the projects in the portfolio. Also at the national level, UNEP has received a total of only \$0.49 million and only during GEF-2.

Although there were few regional projects during GEF-1 and GEF-2, the international waters focal area dominated GEF-supported activities since GEF-3 (2003–06), with total funding of \$40.83 million, including the pilot phase. The climate change focal area has received no support between the pilot phase and GEF-3. In fact, even though a climate change activity is currently in the pipeline, this focal area is still the least supported, with only \$1.75 million received to this point. In the case of the GEF Implementing Agencies, regional funding is about the same for both UNDP and UNEP, whereas the World Bank plays a less dominant role at this level than it does nationally.

GEF Cofunding Activities in Benin

Table 4.3 shows in absolute terms that cofunding has increased at each GEF cycle since GEF-1. However, table 4.4 reveals a variable ratio of cofunding to GEF support ratio for GEF activities. Although both the pilot phase and GEF-1 have the same 1:1 cofunding ratio, the table shows a significant increase in GEF-2 of 2.94:1 before dropping to 1.12:1 in GEF-3. The overall average of 1.52:1 is relatively low, compared with the cofunding average of 4.1:1 presented in the GEF 2005 annual report.

Table 4.3**Changes in GEF Funding to Benin by Cycle, Focal Area, and GEF Agency, as of January 2008**

Project	Pilot phase	GEF-1	GEF-2	GEF-3	Pipeline	Total
National						
By focal area						
Biodiversity	0	0.25	6.45	4.65	4.65	16.00
Climate change	2.50	0.10	0.10	0.30	n.a.	3.00
Multifocal	n.a.	n.a.	6.30	0.23	n.a.	6.53
POPs	n.a.	n.a.	0.49	0	n.a.	0.49
SGP	n.a.	n.a.	n.a.	n.a.	0.15	0.15
By Implementing Agency						
World Bank	n.a.	n.a.	12.54	4.65	4.65	21.84
UNDP	2.50	0.35	0.30	0.53	n.a.	3.68
UNEP	n.a.	n.a.	0.49	n.a.	n.a.	0.49
Regional						
By focal area						
Biodiversity	0	0	0	8.37	n.a.	8.37
Climate change	0	0	0	0	1.75	1.75
POPs	n.a.	n.a.	0	0	4.48	4.48
International waters	6.00	0	0	34.83	n.a.	40.83
By Implementing Agency						
UNDP	6.00	n.a.	n.a.	5.62	n.a.	11.62
UNEP	n.a.	n.a.	n.a.	2.75	6.23	8.98
World Bank–UNDP	n.a.	n.a.	n.a.	13.38	n.a.	13.38
UNDP–UNEP	n.a.	n.a.	n.a.	21.45	n.a.	21.45
Cofunding	8.50	0.35	39.19	60.68	0.00	108.72

Note: n.a.: not applicable.

Table 4.4**GEF Cofunding Ratio by Replenishment Period**

Replenishment period	Ratio
Pilot phase	1.00
GEF-1	1.00
GEF-2	2.94
GEF-3	1.12
Average	1.52

Changes in International Cooperation with Benin

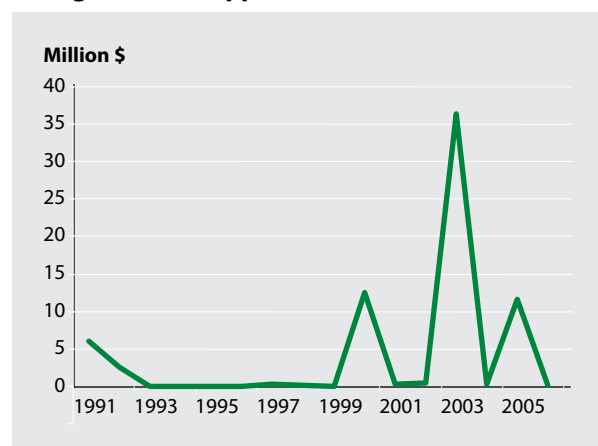
Figure 4.4 shows the changes from 1991–2006 in

GEF support to Benin, which saw a general upward trend during this period. Figure 4.5 compares the changes in international cooperation and GEF support to Benin for these years. The international cooperation data include bilateral and multilateral funding in all sectors, whereas the GEF data are limited to environmental activities. The GEF data come from projects included in this evaluation, that is, national and regional projects.

The overall trend toward increased international cooperation in 1991–2006 reversed in 1995–1997 and in 1999–2001, but these drops were offset by a sharp overall rise between 2003 and 2006.

Figure 4.4

Changes in GEF Support for Benin 1991–2006



Source: GEF Secretariat.

Although GEF support has fluctuated little, the amount of funding nonetheless remains relatively limited compared with overall international cooperation assistance. Nevertheless, increased GEF

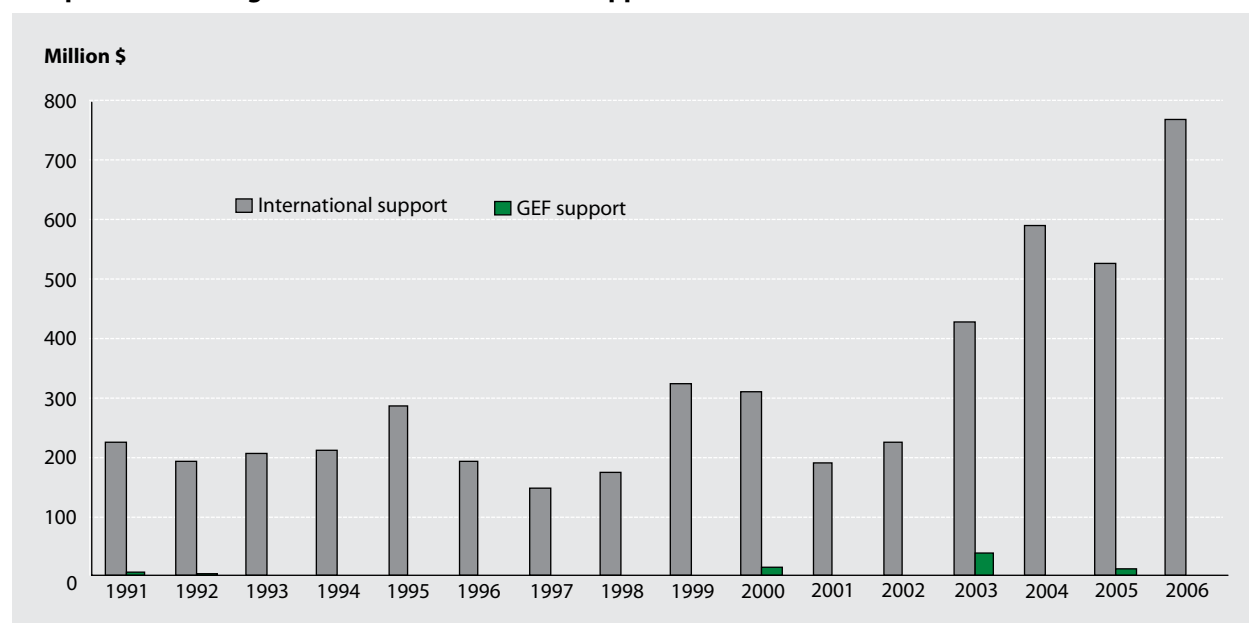
support in 2003 to \$42.22 million is particularly noteworthy, whereas 1993 and 1996 were exceptions in that Benin received no GEF support during these two years.

The data show that Benin plays an important role in the regional activities of West Africa, particularly in the focal area of international waters. In many respects, however, Benin is only now starting to implement the environmental conventions nationally, given that most of its projects to date (9 of the 13) focused on enabling activities; the country currently has four large-scale projects, including two in GEF-2 (1999–2002).

Figure 4.6 illustrates the pattern of GEF support (excluding SGP funding) for national activities by cycle in the countries neighboring Benin. Benin falls in the middle of the pack, receiving \$21.35 million or 10 percent of the total for all indicated countries. In comparison, Niger and Nigeria

Figure 4.5

Comparison of Changes in International and GEF Support in Benin

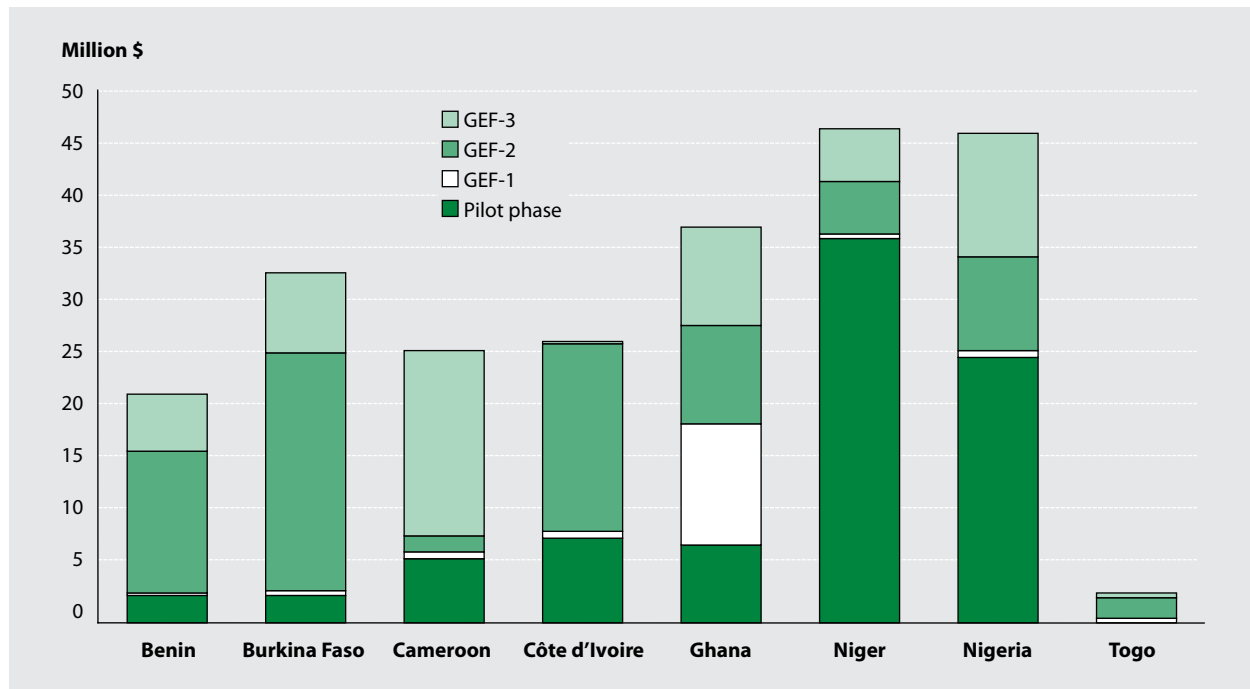


Source: OECD and GEF Secretariat Statistics.

Note: Data on international cooperation includes bilateral and multilateral funding in all sectors; whereas GEF data are limited to national and regional environmental activities.

Figure 4.6

GEF-Supported National Activities per GEF Cycle in Countries Neighboring Benin, Excluding the SGP



Source: GEF Secretariat.

received equal funding, respectively, of \$46.37 million and \$45.93 million (or 22 percent each), followed by Ghana at \$37.14 million (18 percent), Burkina Faso at \$32.75 million (15 percent), and

Cameroon at \$25.55 million (12 percent). In fact, only Togo received less GEF funding than Benin since the pilot phase, that is, \$2.7 million (1 percent).

5. Results of GEF Support to Benin

This chapter reviews the results of various GEF-supported projects implemented in Benin. To assess whether the projects have also helped to advance policy debate in the country, the effects related to institutional and national capacity building were also analyzed, to the extent possible. Results were measured using the following parameters:

- Global environmental impacts
- Catalytic and replicable effects
- Sustainability (institutional, political, socioeconomic, or financial)

Information on the results represents a compilation of data from interviews, field visits, and project evaluations that focused almost entirely on results related to effects. However, this provided limited information on impacts, suggesting that more appropriate tools for monitoring and evaluating projects could be used for results reporting at this level. Indeed, given that impacts take some time to materialize, often the evaluations were simply unable to measure them.

Furthermore, as noted earlier, most of the GEF portfolio in Benin currently comprises enabling activities. Consequently, global environmental impacts are limited at this stage of the portfolio's progress. These enabling activities have basically aimed to support the development of national communications, diagnoses, strategies, and

action plans to create some of the basic conditions needed to implement multilateral environment agreements. In doing so, the results obtained are limited to individual and institutional capacity building (discussed below), but only in some cases. However, no impact on the global environment can be attributed to these results at this stage.

5.1 Global Environmental Impacts

Climate Change

Section 6.3 details the relevance of GEF support in relation to the GEF Benefit Index for Climate Change. To put the impact evaluation into context, note that the overall portfolio analysis illustrates that the focus of GEF-supported projects in Benin is to reduce carbon emissions, rather than carbon intensity, by sequestering CO₂ through planting activities.

In terms of concrete global impacts, other than from enabling activities, which inherently have no short-term impact on climate change, there is currently only one national project under implementation: the Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project. The estimated results of this project on completion include 915,000 tons of carbon equivalent sequestered, 125,000 hectares of reserved forest (Goungoun, Sota) established, 816,000 tree plantings, and 30 percent fewer bush fires. Field trips by the evaluation team to some

of the project sites helped confirm that the plantations are still in operation several years after completion of the project and thus the original sequestration potential may still exist, at least on the sites visited. The subsection below on sustainability will provide explanations for this ongoing successful impact.

Some of the innovative participatory management approaches that made this project such a success will be replicated in the recently initiated Program for the Management of Forests and Adjacent Lands (PGFTR). This multifocal project in the climate change focal area is intended to increase and improve the capacity to sequester carbon by enriching degraded reserved forests and planting trees on adjacent land. At this level, the impact indicators will be the rate of increase in above-ground carbon sequestration capacity, linked to an additional 1,000 hectares of forest cover expected in the fifth year of the project. Whether the project will yield these results remains to be seen. Although the PGFTR has attempted to capitalize on the successful practices used in the participatory management project, PGFTR project implementation largely depends on government action under its largest budgetary support program for the forest sector. However, the evaluation team was able to determine, both in the field and at forestry branch headquarters, that such measures are subject to some delays caused by the government of Benin's slow, complex budget management processes.

Biodiversity

Section 6.3 of this report also details the relevance of GEF support in relation to the GEF Benefit Index for Biodiversity. Regarding impacts on biodiversity in Benin, all GEF-supported biodiversity projects address the two major ecoregions in Benin, but focus on the largest one: the West Sudanian savannah ecoregion.

As mentioned in chapter 4, most GEF support in the biodiversity focal area concentrates on enabling activities that do not lead directly to global impacts in the short term. At the same time, concrete steps to produce biodiversity impacts in Benin have been focused on and around Pendjari and W National Parks.

The sustainable management of national parks is a long-term process; hence, the impacts on biodiversity cannot be fully measured after barely five years. Nevertheless, measures implemented under the National Parks Conservation and Management Project (PCGPN) have enabled rapid wildlife regeneration in Pendjari National Park. In particular, the greatly diminished elephant population in 1999 had increased from 900 in 2003 to more than 1,600 by 2006, according to the director of Pendjari park. Between 2000 and 2005, the numbers of western kob antelope rose from 2,000 to 9,000. Furthermore, illegal hunting in Pendjari park declined overall (World Bank 2006). Research support in the regional UNESCO-MAB Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves project has complemented both the efforts of the PCGPN and the government's ongoing measures for managing the Pendjari National Park; therefore, both of these projects may have contributed to positive impacts on wildlife in the park.

The PGFTR will also address the issue of biodiversity in Benin. For instance, it is intended to improve the protection of biodiversity in the reserved forests for multiple, sustainable uses and to identify potential ecotourism areas and species. One of the key biodiversity indicators is the percentage of threatened species living within the project's targeted conservation area. Another goal is to expand forest cover by 1,000 hectares in the project's target area through reforestation.

Another project in preparation is the regional Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari Protected Area System. The purpose of this project is the long-term conservation and sustainable use of biodiversity in the complex formed by the W, Arly, and Pendjari (WAP) National Parks in Benin, Burkina Faso, and Niger. The project will thus complement action already undertaken with GEF support and by other development partners in this region, that is, the European Community, GTZ–Credit Institution for Rehabilitation and Development (KfW) and French Development Agency (AFD)–French GEF. Benin, Burkina Faso, and Niger will achieve project goals through effective and coordinated management of the protected areas. The concrete indicators of biodiversity conservation in terms of protected and other species will be identified during development of the project’s intended ecological monitoring plan.

Another biodiversity initiative—the Community-Based Coastal and Marine Biodiversity Management Project—is still at the approval stage. The expected global impacts of this project are the conservation of biodiversity and ecological functions of the coastal wetlands and other coastal area ecosystems, while supporting income-generating activities and economic opportunities for area communities.

According to the evaluation team, it is still too early to determine whether these three latter projects have the potential to achieve their targeted results. As noted earlier, the risks of delays in the PGFTR will have to be managed. Success of the WAP project and therefore its impact on the global environment largely depends on expected financing for park operations from other development partners (especially the European Community) and on maintaining the management approach for the park in conjunction with the various local

stakeholders. To the extent that these requirements are met, success to date in managing the WAP promises realization of its expected impacts. Regarding the coastal and marine biodiversity project, the latest update shows that GEF approval of this project is still pending and coordination of action in the field still requires confirmation from the regional Gulf of Guinea Large Marine Ecosystem Project, Phase II (international waters), which has a similar geographical focus.

International Waters

A good portion of GEF resources for regional projects—that is, \$40.82 million—is dedicated to the three initiatives in the international waters focal area. Although several such projects were evaluated, phases I and II of the regional Gulf of Guinea Large Marine Ecosystem Project are particularly noteworthy. The objective of phase I was to protect and restore the large Gulf of Guinea ecosystem and its natural resources. No immediate impact on the global environment was noted during this phase of the project, which essentially consisted of capacity building for regional scientific cooperation, diagnosis, and planning to identify clearly the issues and courses of remedial action. Phase II, which is now beginning, will help to highlight pilot projects in Benin and other regional countries to test the course of action identified during phase I. These pilot projects are still at the planning stage with local populations. Four critical ecosystems have been identified (Nazoumè-Bouche du Roi, Avlékété-Togbin, Avlékété, and Lake Nokoué) with particular conservation potential in their mangroves, coconut trees, and populations of hippopotamuses, whales, dolphins, and sea turtles; however, the specific expected impacts on biodiversity are yet to be formulated. Nevertheless, these four areas will be demarcated and placed under protection and management through reserve status.

Another regional project in preparation in this focal area is the Reversing Land and Water Degradation Trends in the Niger River Basin Project. The aim of this project is to reduce and prevent the degradation of water-based cross-border ecosystems and of land, and protect important global biodiversity through a sustainable and cooperative integrated approach to managing the river basin. Specific global impacts expected from the project are not yet documented, but will be identified and summarized later during nine pilot demonstration projects, which the regional project will develop and document. Despite occasional political and social tension in the basin, the commitment of the countries that share the river and the Niger Basin Agency to cooperate with each other indicates the potential success of this project and achievement of both its short- and long-term objectives.

Land Degradation

Apart from assistance granted to development of national communications, global impact results from GEF support to Benin in this focal area remain limited to date, given the newness of the portfolio. For example, the action prescribed in the recently initiated PGFTR is intended to prevent land and water degradation in reserved forests and adjacent lands. It is expected that the impact on land degradation will be measured in terms of the increased efficiency of wood conversion to coal: expected to increase by 30 percent by the end of the project. The Terra Africa Project is a significant regional GEF initiative in this focal area, but the project has neither started nor been approved for Benin.

Persistent Organic Pollutants

Action in this focal area in Benin has thus far been limited to one enabling activity, the National Plan to Implement the Stockholm Convention on Persistent Organic Pollutants, now being finalized, so

this evaluation can report no short-term global impact on the environment. The implementation of this plan will require additional financing, which will potentially produce results.

5.2 Catalytic Effects and Replicability

The GEF portfolio in Benin reflects both catalytic effects and replicability. On the one hand, a range of involved stakeholders from various sectors of Beninese society have come together around the different themes covered, given the nature of the enabling activities undertaken in Benin, through their participatory and consultative process. This will help develop basic capacities and broader awareness, which are impetus (albeit insufficient) for long-term change in GEF focal areas in Benin. On the other hand, the field review by the evaluation team of the projects and concrete action by local stakeholders clearly highlighted the progress of the portfolio regarding catalytic effects and replicability. This is particularly apparent in the three, more established focal areas in Benin: climate change, biodiversity, and international waters. It is clear that the GEF and its partners in Benin have generally managed to build on their early successes and have even influenced the course of action of other development partners to support global environmental objectives in Benin.

The innovative approaches for participatory management of natural resources developed and promoted by the Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project are particularly noteworthy and summarized in the following section on sustainability. The project currently falls under the scope of both the GEF PGFTR project and the broader forest sector support program: the latter program, also called PGFTR, is considered a GEF cofinancing project and garnered \$21 million in support from the World Bank.

Regarding the National Parks Conservation and Management Project, World Bank–GEF support has helped lay the foundations for participatory and sustainable management of protected areas in Benin. Throughout the park and surrounding areas, the CENAGREF—a beneficiary of GEF institutional support—is considered a community management model for ensuring the conservation of biodiversity in neighboring countries. The CENAGREF is now a key government adviser on all questions relating to protected area management and biodiversity conservation policy. The creation of villagers’ associations for the management of wildlife reserves (AVIGREFs) as credible middlemen in the practical management of protected areas and implementation of local development initiatives is also a major achievement of the GEF and its partners in Benin. The network of about 100 AVIGREFs and 2,390 members represents reliable community organizations that not only protect natural resources, but play an important role in planning the development of their villages and local areas. The AVIGREFs have inspired several neighboring countries (including Burkina Faso, Senegal, Mali, and the Ivory Coast), who wish to replicate this participatory community-based approach to managing natural resources. The program continues to receive support from government and development partners under new and parallel initiatives for the management of protected areas in Benin and the subregion. The WAP project is noteworthy in this regard, with \$18.56 million in joint financing from the European Union (Protected Ecosystems in Sudano-Sahelian Africa), the GTZ/KFW, and the AFD–French GEF, as well as the UNESCO-MAB regional project and other local development projects.

Regarding the international waters focal area, of particular note are the (1) continuity established between the two Gulf of Guinea Large Marine

Ecosystem projects, executed with UNDP and United Nations Industrial Development Organization (UNIDO) support, (2) methods, cooperative structures, studies, diagnoses, and plans developed during phase I, and (3) demonstrated process of regional cooperation. All these elements will culminate in a phase of practical pilot projects during phase II in the five countries originally targeted (including Benin). Phase II will also help extend the cooperative process itself to 10 new countries: Angola, Republic of the Congo (Brazzaville), Democratic Republic of Congo (Kinshasa), Gabon, Equatorial Guinea, Guinea-Bissau, Liberia, São Tomé and Príncipe, Sierra Leone, and Togo. The areas identified for the pilot projects in Benin also coincide with the areas selected by the Community-Based Coastal and Marine Biodiversity Management Project, which wishes to obtain GEF support, but is implemented by the World Bank.

5.3 Sustainability of Results and Capacity Building

Overall Analysis

This evaluation of the sustainability of results of all GEF-supported projects in Benin has a number of findings:

- The greatest challenge related to the sustainability of portfolio results remains the financial sustainability of the institutions garnering support, especially those within national or regional governments. These institutions generally do not have a structured, long-term sustainability plan at the outset, and even when such a plan is formulated, it is not always implemented as planned.
- At the institutional and political levels, the majority of GEF support to Benin is confined to enabling activities. This has helped both

individual and institutional capacity development, as well as a certain political “dimension” in all GEF focal areas (albeit to a lesser extent in the relatively new area of land degradation). However, two challenges must be met before the potential benefits of these new capacities can be realized. The first challenge is integrating these capacities and disseminating them beyond the MEPN to the sector structures that will ultimately be responsible in their respective areas of jurisdiction for actually implementing and participating in the agreements. The second challenge will be to mobilize these newly developed capacities. The potential for mobilization appears somewhat limited, given both the constraints that the RAF will impose on the scale of interventions implemented in Benin, particularly those for biodiversity and climate change, and in the absence of replacement financing from other national or international development partners.

- On the socioeconomic front, the evaluation team found that the portfolio has performed well overall in terms of developing and strengthening the local structures involved in co-managing natural resources and their benefits and that, in many cases, these structures have played a central role in producing sustainable results in several projects (as explained in more detail in the following sections).

Biodiversity

At the institutional level, the three enabling activities on biodiversity will especially help in developing human and technological capacities (particularly, the Exchange Center) of the MEPN’s environment branch and of certain national consultants responsible for drafting the National Biodiversity Strategy and Action Plan and then evaluating the capacities required to implement it. At the political level, the enabling activities will help

establish a clear frame of reference for prioritizing future action on biodiversity. However, the evaluation team determined from interviews that priority actions identified to implement the action plan were not executed to a great extent, because of limited national or international financing. In the medium term, therefore, the absence of follow-through may prevent the maintenance and actual mobilization of the capacities developed.

Furthermore, the national large-scale GEF project (PCGPN) completed in this focal area also contributed to ensuring the political sustainability of the conservation activities and fostered specific institutional capacity building. The same can be said, but to a lesser extent, of the UNESCO-MAB project, which was largely based on approaches developed under the PCGPN. First, the PCGPN helped to ensure at the political level the durability of benefits in safeguarding protected areas through its support to the CENAGREF and the government in preparation and adoption of the Wildlife Plan Act and its ministerial orders. Passed in 2004 this law was designed to regulate the protection and exploitation of wildlife, thereby making wildlife management compatible with the educational, scientific, and socioeconomic needs of society, especially those of populations living near the targeted areas.

At the institutional level PCGPN supports the CENAGREF—established in 1998 as an autonomous state office and conferred with a certain institutional sustainability and operational flexibility—and its role in developing protected area management policy. However, the CENAGREF’s long-term sustainability (both as a center and park management unit) remains in question, because a mechanism for ensuring its financial sustainability under the PCGPN project was never established. The establishment of a trust fund is now planned with new financing available under the WAP

project, although whether this fund will materialize remains to be seen.

In addition, at the local level, initiatives undertaken by the PCGPN and UNESCO-MAB project to build capacity in the AVIGREFs are notable, given their acknowledged role in the co-management of natural resources at the community level. The membership of the AVIGREFs grew from 500 members in 2003 to 2,390 members in 2005, when it also included 389 women. The evaluation team confirmed the effective and sustained role of these organizations at this membership level, and the experience of both the PCGPN and UNESCO-MAB is convincing.

In terms of socioeconomic sustainability, the results of the PCGPN and, more recently, of the UNESCO-MAB project have confirmed the critical importance of involving local communities in developing biodiversity conservation systems. Both of these projects have enhanced their legitimacy with the population. The benefits received by local communities have ensured their collaboration in controlling poaching and other environmentally harmful activities and in maintaining park infrastructures. The PCGPN and the UNESCO-MAB project have largely succeeded in combining a range of activities that have had a genuinely positive impact on the living conditions of local populations through conservation initiatives. These activities involved (1) a transparent mechanism to share hunting and tourism revenues, (2) the direct employment of local populations in park management activities, (3) controlled access to and the use of natural resources based on a sustainable and universally accepted management plan, and (4) the financing of targeted community development initiatives, including the development of social infrastructure and small grants for revenue-generating activities.

The sustainability of this co-management system and of the AVIGREFs themselves is naturally conditional on the continuation and improvement of the revenue-sharing mechanisms related to sustainable resource management that were established between the park authorities and AVIGREFs. In this case, the long-term sustainability of these structures and participatory management approaches lies in maintaining and even strengthening the philosophy of conservation through co-management advocated until now and at the heart of the WAP project, which is just beginning.

Climate Change

The four enabling activities put forward in this focal area have also helped develop the capacities of the climate change focal point at the MEPN and a number of Beninese consultants and other stakeholders who were associated with these activities. The enabling activities used a highly consultative approach embodied in the first and second national consultations, the National Adaptation Program of Action (PANA), and additional financing for capacity building. Also noteworthy is the enabling impact of the NCSA, which helped ascertain the capacities needed to ensure long-term implementation of the climate change agreement in Benin (even though the NCSA extends to all GEF focal areas and not just climate change).

Once again, the challenge for sustaining the institutional capacities developed through these enabling activities lies in mobilizing and continual updating of capacities by implementing the plans developed. At the time this evaluation report was written, no financing was yet available to implement the NCSA, and the search for financing the priority actions of PANA continued after the plan was finalized. Different Beninese stakeholders, concerned by the lack of concrete action and financing to implement the climate change agree-

ment, informed the evaluation team on many occasions of the situation.

The only major GEF project implemented so far in Benin in this focal area—the Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project—has also helped build capacity to implement the climate change agreement, in particular at the decentralized level in the Sota, Goungoun, and Goroubi (the latter known for its *Borassus* palms) regions, where it was active. Regarding political sustainability, the final evaluation report of the project notes that the adoption and implementation of participatory forest development plans with project support constituted an effective guarantee of project sustainability. In July 1997 local populations and the government of Benin adopted the participatory development plan for the reserved forests of Sota, Goungoun, and Rôneraie of Goroubi. Since then, the populations have become officially involved in managing these reserved forests and were thus authorized to conduct sampling there under the new act on the forest systems in Benin.

The Beninese government is concerned with the participatory management project's financial sustainability and the potential for extending the project's approach across the entire national territory. Consequently, the government has extended its own potential financial contributions by taking steps along with international funders (primarily the Netherlands and the PASNREP-UNDP) to consolidate the benefits of and to implement these plans, given the relatively short duration of the project. The evaluation mission has since learned from the representative of the waters and forests post-project about CFAF 20 million in annual financing granted by the Beninese government to this project since GEF financing ceased (until 2004). The representative also mentioned CFAF

50 million in financing from the Beninese Center for Sustainable Development (Danish International Development Agency), that is, CFAF 30 million received in 2001 and CFAF 20 million received in 2002.

Regarding the sustainability of local institutional structures supported by the participatory management project, the project trained more than 2,000 people (1,500 villagers and 500 government officers and managers), according to the final evaluation report of the completed project in 1998. In addition, more than 12,000 villagers (the project had envisioned 5,000), primarily women, were directly affected by capacity-building activities and initiation on preservation methods. The final project evaluation document also revealed that all of the villages benefiting from this decentralized project now had active local organizations, such as village-based development organizations, fire-fighting brigades, NRM committees, hunting committees, and so forth. These local institutions had equal ownership of the funding mechanisms developed with project assistance, and the participatory approach had become the basic framework for all institutional stakeholders in the area.

During its targeted field reviews as part of the portfolio evaluation, the evaluation team determined that these local institutions created through project efforts were still operating, for the most part, in 2007. Moreover, they were relatively well integrated into the decentralization process that emerged well after the project ended. Continued activity at various levels, such as the maintenance of *Borassus* palm plantations in the Goroubi forest and continuation and replication of energy-efficient stoves in certain villages in Atacora (Tiélé and Mamoussa), is also noteworthy. Some former project officers even created an NGO (known as United Nations Sudano-Sahelian Office or UNSO Group) to perpetuate project benefits. Current

GEF financing of the PGFTR—eagerly anticipated by both these officers and several other stakeholders encountered in the region—may well constitute an interesting means of consolidating and perpetuating these benefits.

In terms of socioeconomic sustainability, a major change resulting from creation of these local institutions was the close relationship engendered between the local population and forest management teams. Before the project, forest authorities were seen as repressive, but now, both parties collaborate on conserving natural resources. According to the final project evaluation document, before the project took place, the “reserved forests” were considered to be the “property” of the state, which denied the local population any economic role in them; as a result, the forests were exploited without concern for their sustainability, because they did not belong to the villagers. However, with the implementation of the project, management of the forest in question was entrusted to the villagers, thereby allowing them to take substantial resources from it in accordance with the sustainability rules that they themselves formulated.

During its field reviews in November 2007, the evaluation team identified some economic project spinoffs for the local population, that is, marketing perch, manufacturing soap, and selling plants by project-trained nursery growers, to earn revenue. According to the villagers of Kargui, Bensékou, and Bangou (Department of Alibori), project activities have promoted economic dealings and trade between the seasonal nomadic herders and crop farmers in certain locations (for example, at Bensékou). The established grazing taxes of CFAF 200 per head of cattle for the project duration have continued, thereby providing the NRM committee with funds to refinance forest enhancement activities in the Sota reserved forest. Spin-off effects from fish operations have also continued,

while the nurseries still generate significant revenue for the growers. In addition, the regeneration of gallery forests has resulted in the re-emergence of raffia palms (a species that had virtually disappeared), which can now be exploited for the manufacture of art objects (hats, fans, and so forth), thereby providing another potential source of revenue that also increases project benefits.

International Waters

Of the large-scale projects reviewed, only the Gulf of Guinea Large Marine Ecosystem Project, Phase I, has contributed to capacity building in managing international waters in Benin and the region. Phase II of the project is intended to continue these efforts. In terms of political sustainability, the project has made considerable effort to bring together neighboring gulf countries to collaborate in identifying the major issues and problems in environmental resource management and cross-border living species and to adopt common regional approaches that result in strategies and policies (UNIDO 1998a). The ministerial committee, when reunited at the end of the project, noted the remarkable project results in promoting effective consultation, coordination, and monitoring mechanisms and in establishing collaborative action. The committee also recognized the project as a potential tool for regional cooperation (UNIDO n.d.). Indeed, the concept of a large marine ecosystem has served the project well by providing an organizational framework and acting as a catalyst at several levels (UNIDO 1998b).

First, according to the final evaluation report, the project clearly had an impact on the policies and strategies of the countries involved (including Benin), as reflected in the development of management-centered initiatives in the majority of the countries, such as national action plans for integrated management of coastal areas (UNIDO n.d.).

Second, in terms of institutional sustainability, the final evaluation report indicates that the Gulf of Guinea project was successful in building institutional capacity at the regional level for various reasons. This included the substantial and enthusiastic support of various stakeholders, particularly governments, which demonstrated strong, political will in promoting a regional approach to finding solutions to shared problems. Second, more than 800 scientists, managers, and executives from government regulatory agencies, and many NGO representatives participated in 41 training activities under the project. This helped develop a regional network of experts capable of supporting further regional and national work. Institutional capacity building developed regionally through creation of the Regional Coordination Centre in Abidjan; establishment of a network of scientific institutions acting as focal points in each country (in Benin's case, the water resources branch of the MEPN); and creation of a transsectoral network of government agencies (UNIDO 1998b).

Third, in terms of socioeconomic sustainability, the Gulf of Guinea project helped several NGOs participate in the regional consultation and coordination process. In the case of Benin, this has primarily involved research NGOs: the Center for the Environment and Development in Africa (CEDA) and CEDES. However, after the evaluation team conducted field trips to some of the selected Beninese sites for upcoming pilot projects (Avlékété and Lake Nokoué), it was clear that only when concrete phase II action begins in Benin will local populations become directly involved. Although the target populations encountered during this evaluation knew of the project, they remained apprehensive about its impact on their way of life. Given that these field initiatives for coastal areas are still at a planning stage, the true test of sustainability at this level will come from involving these populations in the planning process and,

ultimately, co-management of resources that have yet to be defined.

In addition, in terms of financial sustainability, the final phase I evaluation recognized that the immediate future of the regional cooperative structure and next steps largely depend on financial support from international development partners. It appears clear that the financial contributions of the participating countries alone would be insufficient to perpetuate project benefits. Phase II will thus be an opportunity to progress further with this regional cooperation, although a medium-term financial sustainability plan for the regional structure and financing for integrated management action plans in the coastal areas are not anticipated. Once again, the actual implementation of concrete actions described in these plans will ensure their long-term sustainability.

POPs and Land Degradation

In both these focal areas to date, GEF-supported initiatives were essentially limited to enabling activities; they helped with national capacity building, that is, at the MEPN focal point level for these two agreements.

On POPs, the interviews conducted during this evaluation confirmed that the development of the nearly completed national action plan in the process also helped train some experts on dioxins and furans, one expert in PCBs in universities, and several university students with skills in these areas. The project also helped in acquiring scientific measuring equipment and training on its use. Although clearly insufficient in themselves, these benefits represent favorable aspects of sustainable institutional efforts in this focal area. In addition, in terms of socioeconomic sustainability, work to raise awareness among local populations helped to promote awareness on the agreement further, particularly in terms of health and environmental

impacts. These awareness activities have generated great interest among potentially affected village populations, thereby providing another reliable indication of the sustainability of the plan and its eventual implementation.

In terms of political sustainability, the action plan developed in consultation with the different relevant ministries, academic institutions, civil society, and local populations now provides a solid basis for discussing the next priorities for Benin on POPs, bearing in mind the various stakeholder interests. However, here again, the challenge for the country in implementing the agreement largely

remains a financial challenge. Benin's upcoming participation in a new regional project on PCBs is a first step in ensuring sustainable implementation of the action plan. As the case with any enabling activity, the true test of the sustainability of a plan or a strategy lies in its effective and sustained implementation.

5.4 Project Results

Box 5.1 below presents individual summaries of the two national large-scale projects completed with GEF support, the two regional projects (one completed and one ongoing), and three ongoing SGP projects.

Box 5.1

Objectives and Results of Completed and Ongoing GEF-Supported Projects in Benin

National Parks Conservation and Management Project. The global environmental objective of this project consisted of ensuring the long-term conservation of Benin's biodiversity in the face of adverse economic pressure on these resources. This objective should be achieved through project efforts to (1) increase the ecological security in the region of several important species (including a number of indigenous species) through better management of the protected areas and their adjacent zones, (2) provide sustainable management of regionally and globally important habitats and ecosystems that are increasingly subject to various forms of human pressure, (3) foster on-site conservation of genetic diversity that includes species with ecological, cultural, or economic importance in their habitats, (4) support local community involvement in managing natural resources and conserving biodiversity, (5) support a coordinated response among three countries to managing the cross-border ecosystem, and (6) encourage the sustainable management of fragile semiarid ecosystems in an area susceptible to desertification.

Sustainable management of national parks is a long-term process, and thus the impact on biodiversity cannot be fully measured after five years. However, the action taken within the scope of this project has enabled a rapid regeneration of wildlife. The program has also established a robust institutional and operational framework for the sustainable conservation and use of the biodiversity within and around the W and Pendjari National Parks. The major project accomplishments include increased numbers of fauna and flora; reduced pressure on natural resources; creation of the CENAGREF, which has subsequently played a crucial role in the sustainable management of national parks in Benin (and is now considered a model to be emulated); substantive involvement of local populations (through the 100 AVIGREFs created); increased revenues from the parks, thereby increasing household income; greater national awareness; and the adoption of the Wildlife Plan Act in 2004.

Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project. The global project objective was to reduce greenhouse gases by generating substantial carbon absorption through management of harvested natural forests. This was to be achieved with the full participation of the local population, combined with village-based reforestation activities, carried out within the broader context of improving production systems on village land. The project succeeded in sequestering 915,000 tons of carbon equivalents and producing considerable economic benefits for the communities. The result was an estimated 125,000 hectares of reserved forests (Goungoun and Sota) established, 816,000 tree plantings, and a 30 percent reduction in the number of bushfires.

continued

The participatory approach developed in the project, the merits of the project team, and government determination to pursue benefits are determining factors in continuation of these benefits after the project ended. Benefits that still remain include the wood market in Bangou (Alibori), the functionality of some lending agencies and their current management by accredited microfinance services (CREP), the sound operations of the established nurseries at Kanidifo and Bensékou and some revenue-generating activities (beekeeping and annual fishing), and the successful operations of the local management system for seasonal nomadic herding established at Bensékou. The ongoing operations of the socioprofessional organizations established using participatory methods has made it possible to maintain all these results. These organizations include the village-based development organizations, NRM committees, and the CSAM. Created before decentralization and legitimized by the communes, these different organizations play a crucial role in dealings with the forestry authorities.

Gulf of Guinea Large Marine Ecosystem Project, Phase I. The purpose of this regional project was to protect and restore the Gulf of Guinea's large marine ecosystem and its natural resources. No immediate impact on the global environment was noted during the project's first phase, which consisted of developing capacity for scientific cooperation, diagnosis, and planning at the regional level to identify clearly problems and remedial lines of action. Phase II of the project, which is now beginning, will pursue pilot projects in Benin and in other countries in the region to test the courses of action identified during phase I.

In terms of major project results, phase I helped to improve regional communication, not only at the intergovernmental and intragovernmental levels, but also in intersectoral and interdisciplinary terms. The project has prompted regional governments to adopt integrated management approaches and practices for protected areas and national integrated management plans for coastal areas. The project helped to fill a void in governance of NRM in regional coastal areas by creating a regional cooperation structure. The environmental protection agencies of several participating countries have agreed to initiate exchange programs for nontoxic waste from major producing industries in sectors such as gas, petroleum, mining, iron, agriculture, and food production. The aim is to reduce pollution and use new technologies to help recycle waste profitably as a means of protecting the rich fisheries and other living resources of the Gulf of Guinea ecosystem.

Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves Regional Project. The aim of this ongoing project is to conserve and sustainably exploit biodiversity in six West African biosphere reserves, primarily comprising savannah ecosystems. This is to be achieved by (1) testing the efficacy of sustainable way-of-life strategies that sustainably conserve and use biodiversity, (2) improving the understanding of the biophysical, sociocultural, and economic processes in savannah ecosystems and in the communities that live in them to ensure the sustainable conservation and utilization of savannah biodiversity, and (3) strengthening management competencies and technical capacity of partners (biosphere reserve managers and their staff, local communities, women's and local groups, NGOs, and the private sector) and institutions (universities and government bodies) involved in managing biosphere reserves through the introduction of adequate learning and training mechanisms.

The project generated information through research activities supported and pursued by university researchers and their students (in writing theses). These activities also developed the capacities of key stakeholders involved in managing the reserves, including local community representatives, and their participation in the decision-making process for managing the biosphere reserves within the scope of the project. Especially in Benin, the project has succeeded in creating village-based, self-managed hunting reserves through which the local population, through the AVIGREFs, can host professional hunters. This outcome has helped ease human pressure (local hunting) on the Pendjari reserves. The project has also helped to provide the CENAGREF/AVIGREFs with useful communication equipment important to local and regional knowledge exchange, including a high-speed Internet connection. The AVIGREFs were thus able to create and establish a multimedia

community center at Tanguiéta (by bolstering Tanguiéta's rural radio station and creating a well-functioning Internet café in the town) and thereby improve communication with the surrounding populations on wildlife resource conservation in the park. In exchange for this institutional support, Tanguiéta's rural radio station reserves broadcast time slots for the AVIGREFs.

Small Grants Programme. Benin began to receive support from the SGP in 2006, and since 2007 the country has had three projects approved. The three two-year projects described below are in the early stages of implementation; it is therefore premature to evaluate the results achieved. However, a preliminary review by the evaluation team of project documents, project sites, and the capacities of the partner organizations gives reason for optimism on the potential of each project attaining results.

- **Promoting and Popularizing Pressure Cookers and Energy-Efficient Stoves in the Zangnanado Commune to Combat Deforestation and Climate Change.** This project, implemented by the NGO Organisation of Women for the Management of Energy, the Environment and the Promotion of Integrated Development, is intended to combat deforestation and thereby reduce greenhouse gas emissions—through energy wood savings, energy efficiency, and reforestation. The beneficiaries of the project are primarily the women's producer groups of Kluiklui whose activities consume wood energy to extract peanut, palm, and gari (tapioca) oils. At least 1,290 people in total will benefit from the project, which is expected to lead to the widespread use of energy-efficient stoves and adoption of a sustainable local wood-harvesting policy that the population will respect.
- **Promoting Use of the Barbados Nut Tree (*Jatropha curcas*) by Women's Groups and Raising Awareness about the Use of Its Oil as a Biofuel in the Villages of Dotan and Avogbanna in Benin.** This project, implemented by the NGO Knowledge and Support Exchange Group for Rural Development Initiatives has two objectives. The first objective is to promote renewable energy and organic fertilizer to address climate change caused by greenhouse gas emissions. The second objective is to combat land degradation in the localities of Dotan and Avogbanna. About 200 local people will directly benefit from this initiative. The main project outcomes expected are (1) the populations of Dotan and Avogbanna learn of the potential benefits of *Jatropha* and use it to improve their living conditions, (2) the villages of Dotan and Avogbanna organize themselves to gain greater advantages from the potential benefits of the *Jatropha*, and (3) cropping techniques improve with inclusion of this tree species in the farming system. As a result, the local population will limit its dependence on energy and fertilizer, while improving its living conditions by making the potential benefits of *Jatropha* profitable.
- **Safeguarding Atlantic Sea Turtles and Their Habitats along the Benin Coastline.** The NGO Nature Tropicale is implementing this project. Its overall objective is to contribute to the sustainable conservation of remaining populations of sea turtles, a major international migratory species to Benin's Atlantic coast during the mating season. The immediate beneficiaries of the project include local coastal communities; local authorities in the departments of Littoral, Atlantique, Ouémé, and Mono; the public administration; resident area youth; and students of all ages in educational institutions. The project is designed to promote a commitment to undertaking measures to (1) help increase awareness among local communities and political and administrative authorities on the nonconsumptive use of sea turtles, (2) strengthen the technical capacities of ecological guards, local communities, and administrative officers to ensure the nonconsumptive use of shoreline resources, and especially of sea turtles, (3) monitor, protect, and save the turtles and their eggs at laying sites and feeding areas, and along migration routes, (4) ensure establishment of protected marine and coastal areas, (5) support alternative pilot activities capable of generating income for ecological guards, (6) improve the exchange of information with other countries, and (7) strengthen regional and subregional cooperation at the level of both local and national structures (through the regional unit to implement the memorandum of agreement on conservation of Atlantic sea turtles, and the Gold Coast Sea Turtle Conservation Network).

6. Relevance of GEF Support to Benin

This chapter reviews the relevance of GEF support to Benin in the context of their joint goals and priorities. It also summarizes the findings on the following questions explored by the evaluation team:

- Is GEF support relevant to Benin's sustainable development program and environmental priorities, its development needs and difficulties, and its action plans in GEF focal areas?
- Do the GEF and its Agencies support the definition of the country's sustainable development and environmental protection priorities, and related decision-making mechanisms?
- Does GEF support to the country correspond to the desired global environmental effects?
- Does the country support the GEF mission and the programs and strategies in its focal areas with its own resources and/or the support of other funding parties?
- What is the relevance of the RAF to national priorities?

6.1 Relevance to the Environmental and Sustainable Development Policy of the Country

Relevance to National Priorities

The relevance of GEF support to Beninese development priorities was evaluated based on the


project development process and project results on national development plans (see table 6.1). During the period of GEF funding, the priority focus guiding Beninese environmental policy stemmed from three main reference documents on environmental matters in Benin, the EAP (1993); its 2001 version: the National Agenda 21; and the PNGE. This section summarizes this assessment, and annex I provides more information.


GEF support has largely benefited the aims of these three documents through several projects that address the environmental challenges they raise. These include development of the National Biodiversity Strategy and Action Plan (2002), which targets an inventory and study of Beninese species and ecosystems, and GEF and other agency cofunding of the National Parks and Conservation Management Project (1999–2005) entrusted to the CENAGREF (W and Pendjari National Parks). The latter ensures sustainable management of national parks and hunting areas by involving coastal populations in co-managing the reserves, strengthening capacities of forestry authorities and villagers to manage the protected areas effectively, and ensuring their financial sustainability. Joint funding of the Community-Based Coastal and Marine Biodiversity Management Project in Benin ensures the strengthening of national capacities in the sustainable management of coastal wetlands and their associated ecosystems

Table 6.1

Relevance of GEF Support to National Environmental Plans and Strategies

Project	National environmental action plans				National strategies and programs				
	EAP 1993	Agenda 21 1998	EAP (current version) 2001	PNGE 2002	NLTPS 2000	PRSP1 2002	SNDB 2005	SCRIP (PRSP2) 2006	LCD
National									
Community-Based Coastal and Marine Biodiversity Management Project									
National Parks Conservation and Management Project									
Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions									
Program for the Management of Forests and Adjacent Lands									
Regional									
Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves									
Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari (WAP) Protected Area System									
Gulf of Guinea Large Marine Ecosystem; Phase I									
Gulf of Guinea Large Marine Ecosystem; Phase II									
Reversing Land and Water Degradation Trends in the Niger River Basin									
Enabling activities									
Additional Funding to Develop Climate Change Capacities									
Capacity Needs Assessment for the Implementation of the National Action Plan									
Exchange Center									
First National Communication to the UNFCCC									
National Biodiversity Strategy and Action Plan									
National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management									
National Climate Change Adaptation Action Plan (NAPA)									
National Plan to Implement the POPs Convention									
Second National Communication to the UNFCCC									

 Projects linked to national action plans and strategies

 Projects that include reports with expected action plan impacts

and joint research funding on the overall state of the coastal environment in Benin, which helped identify four sites for creating protected marine areas.

The GEF funded climate change initiatives in Benin through various projects, including the following:

- The Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project (1993–98), which encouraged local populations in the nonconsumptive use of natural resources and the development of the first national plans for participatory management of the reserved forests of Sota, Goungoun, and the Borassus palms of Goroubi
- Benin's national communications on climate change, which helped to create a greenhouse gas inventory and to study two vulnerable coastal areas in Benin (Lake Nokoué and Lake Ahémé) and the vulnerability of the coastline itself and agriculture and agricultural production
- The PGFTR and the National Climate Change Adaptation Action Plan, which has helped identify what urgent and immediate action, is necessary to reduce the vulnerability of fragile ecosystems and populations to the harmful effects of climate change

The GEF also funded the preparation of the strategic plan to combat desertification in Benin, including the action plan for its implementation, and the national strategy and action plan to implement the Stockholm convention on POPs. The latter strategy helped in adoption of approaches and methods for inventorying stocks, items used, and waste, and thereby determined and reduced the volume of wastes and inventories of pesticides, including DDT, PCBs, and hexachlorobenzenes. The strategy also led to an information exchange aimed at (1) consolidating action undertaken with the other countries of the subregion and the international community and (2) promoting research and development on alternative solutions to the use of chemicals containing harmful POPs.

The GEF currently funds several major regional and international programs (in West and Central

Africa), which correspond with the key points of the National Sustainable Development Strategy in Benin and environmental management and which take into account the challenges facing Benin in water resource management (international waters), climate change, biodiversity, and POPs.

All these GEF-supported projects and programs correspond to the main reference documents on environmental management in Benin and on existing legal and institutional instruments. In practice, all these project documents evoke these various points in their respective context and logical framework.

Contributions from civil society organizations and community-based organizations through the Small Grants Programme are a recent development (2007) in Benin. The first of three start-up projects (CFAF 24,364,200)—in collaboration with the NGO Organisation of Women for the Management of Energy, the Environment, and the Promotion of Integrated Development—is promoting and popularizing energy-efficient stoves and pressure cookers. The second project (CFAF 24,402,000) in collaboration with the NGO Knowledge and Support Exchange Group for Rural Development Initiatives, is promoting the Barbados nut tree through women's groups and awareness campaigns on the use of its oil as a biofuel in villages. The third project (CFAF 24,402,000), in collaboration with the NGO Nature Tropicale, concerns the conservation of Atlantic sea turtles and their habitats along the Benin coastline. All these projects are entirely relevant to the particular priorities and problems of Benin and are reviewed in chapter 5. However, the SGP will need better publicity and advocacy to help NGOs participate more actively in environmental management in Benin.

Country Ownership

Most GEF-supported projects in Benin have been initiated by national experts as a demonstration of their personal commitment. An exemplary case is the Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project. This project originated in the multipurpose wood plantation project financed by the UNSO's Office to Combat Desertification and Drought. It moved forward thanks to the commitment of the government of Benin and its senior officials, together with sustained support from UNDP and its project managers in the field. Since the project ended, the Beninese government has continued to seek financing to multiply and reinforce skills; in addition, some managers are investing in measures through the NGOs that they have created for the same purpose. Such is the case of the NGO UNSO-Group, which was created by former managers of the Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project. The evaluation team also noted that populations in the field showed ownership of their new skills (see table 6.1); however, during interviews with the evaluation team, various current and past Beninese government officials noted that the nature of GEF-supported initiatives is often imposed and implemented by the GEF Agencies (particularly regarding enabling activities). Representatives have reproached the Agencies for their past lack of proper consultation with government authorities on Benin's real priorities, a situation that has recently improved.

Modalities of GEF Support

All strategies and studies within the scope of GEF support in Benin have been made in conjunction with national consultants and experts (generally, academics), under the direction of the MEPN, where the national focal points of GEF-supported

agreements are based. Similarly, all the projects and programs are implemented by national institutions (government branches and their agencies), mostly connected with the MEPN, that is, the General Directorate of Forests and Natural Resources (DGFRN), CNDD, ABE, National Fund for the Environment (FNE), Beninese Center for Scientific and Technical Research, and General Directorate of the Environment (DGE). NGOs and community-based groups have become involved through the SGP and local communities at the level of project implementation.

UNDP noted that the engagement of NGOs and community-based organizations is so strong that the country could capitalize on these groups to ensure a strong presence in civil society for implementation of GEF support in Benin. The Benin SGP has, in fact, established 60 of the 200 NGOs that have responded to the initial call for candidate projects; three of them are already undertaking projects in the field. However, the NGOs that evaluators met with complained in particular about the administrative and financial bureaucratic red tape of UNDP, which probably indicates a need for management capacity building. In 2007 GEF support helped the NCSA identify the need to focus on capacity building (at all levels and in all GEF focal areas) for global environment management, which had become a national priority since the Rio Conference. The result has been a national program to build and strengthen capacity in this area; however, its implementation must still be ensured.

The GEF in Benin has generally provoked new awareness on environmental issues among political officials, researchers, and populations in GEF project areas. The Beninese authorities consider GEF participation to be an opportunity not only to improve the global environment, but also to resolve local environmental problems and reduce

poverty in the process. However, according to documents prepared on the GEF in Benin in July 2003 and the preparatory mission report of the debriefing session on GEF activities in Benin, the number of current or completed projects in Benin is insufficient, given the needs and potential. More effort is necessary to benefit from GEF financial support and cover the accepted additional cost of environmental protection improvement measures, primarily by proposing many more projects and accelerating the process of releasing funds to the Agencies. The 2003 reports indicated that Benin should orient these project proposals to skills strengthening and consolidating in biodiversity and climate change. Moreover, Benin should seek to become more actively involved in the other GEF focal areas, especially international waters, land degradation, and POPs.

Within the context of implementing the RAF, the limited level of resources related to the focal areas of biodiversity and climate change clearly favors medium-scale projects in these two areas over the large-scale projects that had characterized the portfolio (except for enabling activities) in the past. The exception is adaptation to climate change, for which it is hoped other large-scale projects will emerge in Benin; several funds associated with adaptation are not governed by the RAF (for example, the Least Development Countries Fund and the Special Climate Change Fund and the adaptation fund recently granted to the GEF by the UNFCCC at its conference of the parties, held in Bali in December 2007). This area is a particular priority for the country.

Also in the context of the RAF, more large-scale regional projects on biodiversity and climate change should be expected than purely regional projects.

Given the limited resources for these two focal areas in the face of the numerous needs identified

in the various action plans and diagnoses, the implementation of these two priority conventions will occur through greater involvement from national and international development partners. The GEF itself acknowledges that the sustainable implementation of global conventions requires their integration in the planning and implementation of the key national development sectors.

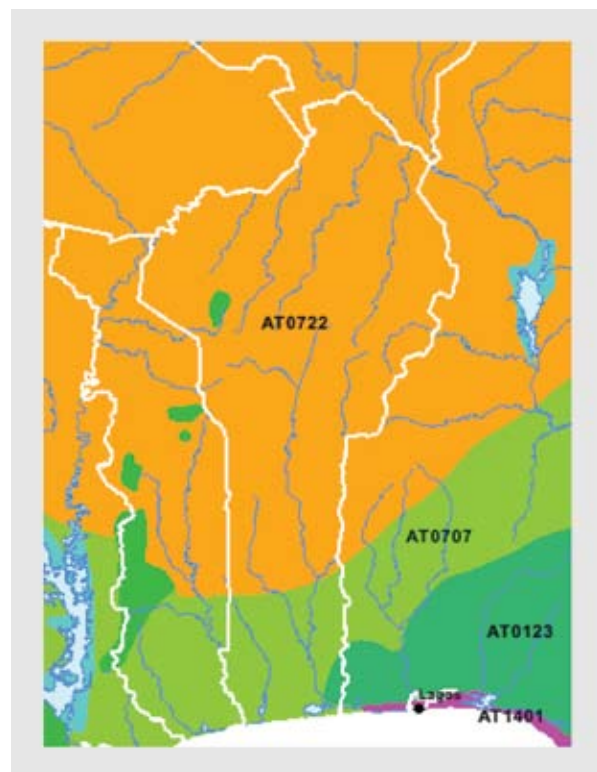
6.2 Relevance to Global Environmental Indicators

The GEF does not have standardized indicators to measure the global environmental benefits of its activities. The lack of such indicators has limited past evaluations, as noted in focal area studies conducted by the Evaluation Office in 2004 (for example, GEF EO 2004a and 2004b).

Nevertheless, this evaluation sought to explore the relevance of the portfolio in relation to the global environmental agenda. Given that all the projects pertain to a GEF area—a basic condition for their approval—the evaluation attempted to go beyond the basic question of relevance. To this end, the evaluation used the implicit criteria established for the RAF for biodiversity and climate change, presented below, as potential environmental indicators. However, the evaluation noted that these criteria were established after the projects under review ended; thus, the projects were not specifically planned according to the criteria.

Biodiversity

The GEF Benefits Index for Biodiversity allows the GEF to make “maximum possible use of the available, scientifically-reliable information for a cross-country assessment of terrestrial and marine biodiversity.”¹ For the purpose of applying the index, the Earth’s area is divided into 867 terrestrial ecoregions, 450 freshwater ecoregions, and 250 marine and coastal ecoregions (see figure 6.1). For

Figure 6.1**Ecoregions in Benin**

Source: WWF/National Geographic Society.

Note: AT = Afrotropic Region. See table 6.2 for ecoregion names and threat levels.

each ecoregion, a biodiversity index is compiled according to the following criteria:

- Represented species
- Threatened species
- Represented ecoregions
- Threatened ecoregions

The represented species form the basis of the biodiversity index for marine ecoregions, as opposed to threatened species for terrestrial ecoregions.

On the GEF Benefits Index for Biodiversity, Benin is rated 1.6, which represents a global share of 0.0 percent. Benin occupies four terrestrial ecoregions (see figure 6.1), each with a threat level of critical or endangered. GEF-supported activities in Benin are located in two of these four ecoregions: the West Sudanian savannah and Guinean forested savannah (see table 6.2).

Of the nine GEF biodiversity projects in Benin, three of the five national projects sought to carry out enabling activities tied to the preparation of

Table 6.2**GEF-Supported Activities and Ecoregions of Benin and Threats Levels**

Ecoregion	GEF project	Threat level
AT0722 West Sudanian savannah	<ul style="list-style-type: none"> • National Parks Conservation and Management Project (National) • Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari (WAP) Protected Area System (Regional) • Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves (Regional) • Community-Based Management of On-Farm Plant Genetic Resources in Arid and Semi-Arid Areas of Sub-Saharan Africa (Regional) 	Critical/endangered
AT0707 Guinean forested savannah mosaic	Community-Based Coastal and Marine Biodiversity Management Project (National)	Critical/endangered
AT0123 Nigerian lowland forests	n.a.	Critical/endangered
AT0111 Eastern Guinean forests	n.a.	Critical/endangered

Note: n.a. = not applicable.

national reports in accordance with the convention, whereas the other two addressed the two main ecoregions of Benin: West African Sudanian savannah and Guinean forested savannah mosaic. At the regional level, three of the four GEF biodiversity projects targeted the West Sudanian savannah, and the West African Regional Biosafety Project focused on biosafety. All the GEF-supported biodiversity projects cover the two main ecoregions in the country, emphasizing the largest, the West Sudanian savannah. GEF projects are therefore relevant to the priority needs of protecting Beninese biodiversity.

Climate Change

The GEF Benefits Index for Climate Change “provides a relative ranking of countries included in the index.”² To meet RAF climate change objectives, the index is derived from the following indicators:

- **Greenhouse gas emissions in 2000.** This includes emissions from fossil fuels, cement production, and other sources, but not from changes in land use.
- **Carbon intensity adjustment factor.** Carbon intensity is the amount of carbon equivalent emitted per unit of economic activity, that is, carbon kilograms per dollar of gross domestic product; the adjustment factor is the proportion of carbon intensity in 1990 compared with its intensity in 2000. The adjustment factor is multiplied by the level of greenhouse gas emissions. The objective is to reward countries that have reduced carbon intensity levels through energy efficiency or increased use of renewable energy sources.

The GEF Benefits Index for Climate Change rating for Benin is 2,252, which represents a global share of 0.0 percent. Nationally, most of Benin’s projects within the climate change focal area have focused

on enabling activities required to prepare national reports in accordance with the agreement. Regionally, most of the projects have focused on capacity development to implement the climate change agreement. The GEF-supported projects in Benin within the scope of this evaluation focused on CO₂ sequestration through planting activities to reduce carbon emissions, as opposed to a reduction in carbon emission intensity. In a country like Benin, the potential to reduce carbon intensity is actually quite marginal, given that carbon emissions from industry are limited. Consequently, climate change projects in Benin are generally considered to align with the GEF index, to the extent possible.

6.3 GEF Financing and Public Development Assistance

Section 4.7 describes changes in GEF funding regarding public development assistance in Benin.

The GEF also cooperates with other development partners in providing financial support. The following key projects are illustrative: the Community-Based Biodiversity Management Project (partners are government, International Development Association, France, and United Nations Population Fund) and the National Parks Conservation and Management Project (PCGPN) (partners are the GTZ, KFW, European Union, AFD, and Netherlands Development Organization).

Benin regularly makes its own financial contribution, even if the amount is relatively small, but Benin depends on outside financing for its projects to improve the regional and national environment.

From 1991 to the present day, various developmental partners have financed a number of multi-focal forestry programs aimed at the national level

and based on national priorities. These diverse partners include the World Bank, French Development Agency, GTZ, Beninese Center for Sustainable Development, Royal Dutch Embassy, and Netherlands Development Organization. Unfortunately, these programs—the Natural Resource Management Project (PGRN), Land and Natural Resource Management Program (PGTRN), Forest Resources Restoration Project, Forest Massif Development Project, and the firewood project, and so on) are practically all completed. Apart from the GTZ-financed Natural Resources Conservation and Management Program, Benin's hopes are now turned toward GEF support, which finances more than 60 percent of current national priority initiatives to improve the environment in Benin.

Table 6.3 presents the involvement of the main GEF projects in Benin in larger national programs. Annex E helps illustrate how these projects have to date complemented those of the other development partners.

6.4 Relevance of the RAF to National Priorities

Now that Benin has developed basic capacities, as well as detailed diagnoses, strategies, and action plans to implement international agreements

through various enabling activities, the country is now ready to implement them. However, this implementation generally requires substantial human and financial resources. Although the RAF now ensures Benin access to GEF resources in the focal areas of biodiversity and climate change, this funding will be limited given Benin's ranking on the list and the required action it has already identified to ensure the actual, effective implementation of these two agreements. The GEF can clearly only serve as a catalyst in implementing these agreements, and its support must be considered and planned for in conjunction with that of the other national and international development partners in the broader context of national plans and priorities. However, it is possible that the resources the RAF has made available to Benin could limit the GEF's ability to play much of a catalytic role in Benin in these two focal areas. The MEPN leaders who evaluators met with are actually pessimistic about the potential positive results of the RAF. They believe that, not only is the desired transparency difficult to understand and implement, but no sub-Saharan country at this point can benefit from GEF resources within the scope of the RAF.

Notes

1. For more information, see www.thegef.org.
2. For more information, see www.thegef.org.

Table 6.3**Environmental Programs and Projects in Benin**

Project/program	Focal areas	Types of support and approach	Geographic location
National Resources Management Project	Promote the management of natural resources and sustainable production systems by rural communities	Coordinated diagnoses in the partner villages; identification and performance of land and natural resource development activities; emergence and consolidation of local NRM capacities	Aplahoué and Klouékanmé, Ouessè, Allada and Kpomassè, and Boukoumbé
Land and Natural Resource Management Programme	Support for the planning and performance of land and NRM measures; implementation of large-scale dissemination strategies for land and NRM approaches and methods; experiment with the Rural Land Ownership Plan as a property security and NRM tool	Coordinated diagnoses in the partner villages; identification and implementation of land and natural resource development activities; emergence and consolidation of local capacity in NRM	Aplahoué and Klouékanmé, Ouessè, Allada and Kpomassè, Ouaké, Boukoumbé, and Sinendé
Natural Forests and Adjacent Lands Management Project	Integrate management of ecosystems in forests and adjacent lands		
Improvement and Diversification and Farming Systems Project	Agriculture diversification sectors; targeted multistage campaign for cotton industry; management advice on operations; village surveys	Research, training, and councils	Borgou Alibori, Collines, and Zou
Support Programme for the Participatory Development of Traditional Fishing	Strengthening of institutional capacities; rehabilitation of watercourses; organization; streamlining the fishing industry and income-generating activities		Marine coastline, river-lagoon complexes, independent lakes, Toho, Sazoué, Togbadji, and adjacent villages
National Environment Management Program	Integration of the environment in all projects; contribution to environmental protection and sustainable management; strengthening of management capacities of future communes; ensuring the acquisition of populations of the knowledge, values, behaviors, and practical skills required in environmental management; development of a national capacity related to environmental information management	Program to function fully on the basis of responsibilities clarified by decentralization and the participation principle	The national territory: coastal area, urban centers, and the Sudano-Saharan region
Mono Rural Development Support Project	Promotion of farms, development of sectors, improvement in the implementation of rural funding, strengthening of exclusive functions of the Regional Action Center for Rural Development	Specify and strengthen exclusive functions of Regional Action Center for Rural Development, delegate other functions to the other agencies (private or public)	Mono Couffo
Project to Improve the Forest Massifs of Agoua, the Kouffé Mountains, and Wari-Marou	Participatory development and protection of reserved forests (Agoua, Monts-Kouffé, and Wari-Marou); land management; strengthening of local structures	Participatory approach focused on the management of village lands and participatory forest management	The forest massifs of Agoua, Mount Kouffé, and Wari-Marou and neighboring villages
Livestock Farming Development Project	Development of livestock farming; development of agropastoralism, research and development; training; popularization and organization of producers; development and management of agropastoral land	Participatory approaches (empowerment and producer participation); producer training	
Grassroots Initiatives Funding Agency	Community microprojects; income-generating activities	Participatory diagnosis; village planning; training; funding; advisory support through connections between promoters and village development committee	Boukoumbé, Ouaké, Allada, Kpomassè, Ouessè, Sinendé, and Aplahoué

Table 6.3

Environmental Programs and Projects in Benin (continued)

Project/program	Focal areas	Types of support and approach	Geographic location
Income-Generating Activities Programme	Promotion of village-based financial associations (microcredit and savings)	Training, logistical support and self-management of lending agencies by member villagers	Allada, Kpomassè, Ouessè, and Aplahoué
Collines-Picardie Project	Advice on local planning; communal and village development; local capacity building for construction projects and drainage	Approach focused on decentralization by setting up elected bodies to replace village councils and communal councils (territory development councils) to manage a local development fund open to all funders; financing of planned action for the territory project (village-based, intervillage, or communal projects)	Ouessè (possible cooperation with UGREN and UGEDREN : first meeting scheduled for April 13, 2000)
UNICEF (Community Development)	Training of village planners; support for community projects, literacy; production of community development handbooks	Boukoubmé, Ouaké, Allada, Kpomassè, Ouessè, Sinendé, and Aplahoué	Sinendé by year end
UNICEF (Education and Community Partnership Project)	Community planning focused on women; schooling for girls; child health	Boukoubmé, Ouaké, Allada, Kpomassè, Ouessè, Sinendé, and Aplahoué	Sinendé
Project to Support Development in Borgou-East and Atacora-West (Support to Local Development/UN Capital Development Fund)	Village nursery, reforestation, anti-erosion campaign, and brushfire campaign; organization of the village community and infrastructure; village pharmacopoeia; deep water upgrading; improvement of women's incomes	Participatory diagnosis; village-based planning; training; funding; advisory support by liaising among developers; village development committee; 3–5 projects per village for a total of CFAF 70–100 million on the basis of creating one FDV for the rural area and one FIL for an urban zone; community participation limited to 20 percent of the projects	Nikki and Tanguiéta
Rural Communities Support Project	80 percent funding of microprojects accepted by the project	Support for microprojects connected with the APNV with coordinating committees at the village and subprefectural levels	Sinendé
National budget (public investment program)	Community infrastructure	Support to identify and plan microprojects by the Coordination of New Employment Initiatives and Projects officer	Boukoubmé, Ouaké, Ouessè, Allada, Kpomassè, Sinendé, and Aplahoué
Plan International Benin	Village-based microprojects	100 percent financing of reforestation, anti-erosion campaign	Aplahoué, Allada, and Kpomassè
Wetlands Support Project	Study and support for fisher organizations; reconstitution of mangrove stands; campaign against destruction of aquatic wildlife	Development of master plans in preparation for humid areas of Southern Benin	Kpomassè
Project to Support Institutional Development in the Communes	Microcommunity, village level, intervillage, and communal projects and training of local elected officials in infrastructure management; support for income-generating activities	Community planning; communal committees (current boroughs) to approve microprojects; guarantee funds to acquire agricultural inputs for food crops.	Boukoubmé
Tourism Promotion Project (Netherlands Development Organization)	Ecotourism: promotion of local tourist potential by maintaining countryside and creating local revenue (promotion of village-based tourism)	Information, education, and communications on sustainable tourism and training of village tour guides; setting up committees to host and accommodate tourists; design of tourist circuits at village and intervillage levels	Boukoubmé

7. Efficiency of GEF-Supported Activities in Benin

This chapter reviews the efficiency of GEF-supported activities in Benin, as per the following indicators:

- Time, effort, and money needed to develop and implement a project, by project type (full- and medium-scale, and enabling activities)
- Roles and responsibilities of different project stakeholders
- The GEF focal point mechanism in Benin
- Lessons learned from GEF projects in Benin
- Synergies among GEF stakeholders and among projects
- The implications of RAF implementation in Benin

The absence of baseline information on the GEF project cycle, which is apparent in this evaluation, is also often the obvious conclusion in other GEF Evaluation Office reviews. This absence inherently complicates and limits the analysis of how efficiently GEF-supported projects are managed. Systematic compilation of this information would improve the efficiency analysis.

To obtain the most complete information possible under the circumstances, the data collected come from several sources: primarily the GEF Secretariat, but also project documents, interviews with GEF Agencies, project evaluations, progress

reports, and correspondence between the GEF and GEF Agencies. It was necessary at times to draw on several sources for the most accurate data possible to offset the inconsistencies often found in the documents or the lack of data.

7.1 Time, Effort, and Funding Needed to Develop and Implement GEF Projects

To assess efficiency, the evaluation relied on the following indicators:

- GEF project cycle phases in Benin
- Actual project completion dates

GEF Project Cycle

In the minds of most stakeholders encountered in Benin during this evaluation, the GEF project cycle is a complex process that is too lengthy and often obscure. These perceptions are primarily based on the previous project cycle during which the portfolio evolved. At the same time, several stakeholders emphasized the need to train national stakeholders well on the new project cycle, which should shorten the approval time for large-scale projects to a maximum of 22 months. On several occasions, the evaluation team noted a flagrant lack of communication with local stakeholders (especially outside the MEPN) on the various approval phases and the reasons for delays in

approval, implementation, and so on. For several of them, the GEF project development cycle is virtually a “black hole.”

Figure 7.1 presents the complete GEF project cycle—from conception and development to completion (1 to 6), as well as its routing within the GEF (A to E). The figure depicts the previous GEF project cycle (reviewed and revised in June 2007), which again was in effect when the current GEF portfolio in Benin was developed and implemented. For more detail on the new GEF project cycle, go to the GEF Web site at www.thegef.org.

GEF Project Cycle Duration in Benin

Table 7.1 shows the baseline information obtained from different project documents per the GEF project activity cycle in effect when the GEF portfolio for Benin was developed, as depicted in figure 7.1. The table indicates the number of days for each project phase in the GEF project cycle for each project.

The number of relatively substantial information gaps is largely because of changes in the project cycle, in GEF approval procedures throughout the cycle, as well as procedural differences from one GEF Agency to another. For example, in the case of UNDP, phases D and E are a single phase. Not all project phases apply to all projects, particularly

the first projects, which were not subject to all the phases. For example, the pipeline entry (A) and Council approval (B) phases were not in effect when the GEF was created. Enabling activities bypass phases A through D, which are indicated by the gray boxes in the table.

Table 7.1 shows that the durations of phases vary considerably. Each of the GEF modalities has a different coefficient of variation. For example, for the interval between phases A and E, full-scale national projects show a 27 percent variance, which is close to the regional project variation of 18 percent, whereas the enabling activities show a coefficient of variation of 80 percent. These variances demonstrate a measure of inconsistency in the duration of GEF project cycles in Benin. Given the limited number of projects, it is difficult to establish trends for each phase; however, some observations can be made. Nationally, the phases from B to C (from GEF Council approval to CEO endorsement) are much longer compared with the regional scale, for which projects in phases A to B (from entry into GEF pipeline to GEF Council approval) require more time on average than national projects do.

The evaluation only includes FSPs and enabling activities. Thus, an analysis of the duration of project cycle phases by modality is clearly different. Figure 7.2 shows the average duration by

Figure 7.1

GEF Activity Cycle

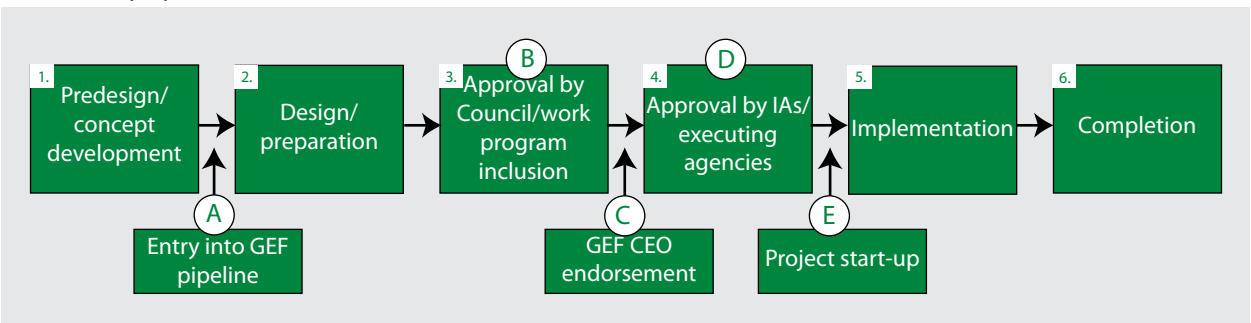


Table 7.1**Duration of Activity Cycle for GEF-Supported Projects in Benin***Days*

Project	A→B	B→C	C→D	D→E	B→E	A→E
Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project	—	4,278	58	—	370	—
National Parks Conservation and Management Project	840	355	464	98	917	1,757
Natural Forests and Adjacent Lands Management Project	31	2,199	51	271	2,521	2,552
Community-Based Coastal and Marine Biodiversity Management Project	892	—	—	70	1,672	2,564
Average, national projects	588	2,277	191	146	1,370	2,291
Gulf of Guinea Large Marine Ecosystem, Phase I	—	—	—	—	880	—
Reversing Land and Water Degradation Trends in the Niger River Basin	1,445	346	24	327	697	2,142
Gulf of Guinea Large Marine Ecosystem, Phase II	1,319	271	58	108	437	1,756
Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari (WAP) Protected Area System	1,821	—	—	—	—	—
Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves	820	354	59	—	382	1,202
Average, regional projects	1,351	324	47	218	599	1,700
National Biodiversity Strategy and Action Plan				—	—	—
Exchange Center				—	17	17
Capacity Needs Assessment for the Implementation of the National Action Plan				—	2	2
First National Communication to the UNFCCC				98	202	300
Second National Communication to the UNFCCC				160	—	160
Additional Funding to Develop Climate Change Capacities				133	139	272
National Climate Change Adaptation Action Plan				41	261	302
National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management				70	524	594
National Plan to Implement the POPs Convention				4	—	4
Average, national enabling activities				84	191	206

Source: GEF Secretariat.

Notes: — = unavailable or unreliable data. See figure 7.1 for stages of GEF Activity Cycle (A–E). For enabling activities, CEO approval was used as a proxy for step B (Council approval); there is no step A or C.

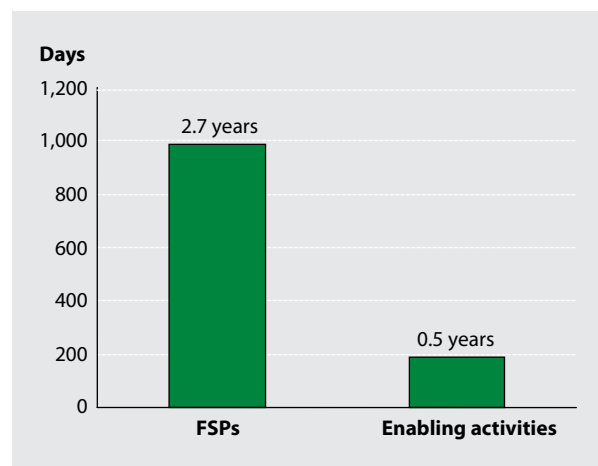
GEF modality: full-scale projects take 2.7 years on average, compared with enabling activities, which last an average of 0.5 years.

In conclusion, because the time required for project development and negotiation varies greatly within the Benin project portfolio, it is impossible

to draw sound conclusions on trends in different phases of the project cycle from the data gathered. However, it can be concluded that the overall project cycle is generally much too long, a point that several Beninese stakeholders during this evaluation had already recognized and criticized. The GEF itself implicitly admitted this when

Figure 7.2

Average Duration of GEF Project Cycle Phases in Benin



Source: GEF Secretariat.

it established a new project cycle, specifically designed to reduce substantially the cycle duration, among other things.

It is clear that the introduction of this new shorter project cycle is viewed favorably by the various stakeholders encountered during the portfolio evaluation. However, as mentioned earlier, they also underscore the need for activities and communication mechanisms between the GEF Secretariat and Benin to make sure that this new cycle is fully understood by all parties concerned. These stakeholders also emphasized the importance of reactivating the focal point coordination mechanism (COCAFEM) in Benin to provide better coordination of the project concepts submitted (this report specifically discusses the structure of the focal point in Benin in section 7.3).

Moreover, a recurring theme at the level of both government and civil society is the lack of basic capacity to develop project proposals that are “GEF-able” and the concomitant need to strengthen these capacities in general to facilitate Benin’s access as an LDC to GEF money. Given this

limited capacity and the GEF’s multiple requirements, one suggestion made on several occasions during the field interviews was to pool the limited capacities of the region’s countries by working to develop common projects through competent regional institutions, such as the West African Economic and Monetary Union. Another suggestion was to set up a GEF office in West Africa to facilitate access to GEF financing. Given Benin’s limited capacities, the importance of access to GEF Agency support in developing project proposals was also emphasized on several occasions, despite the additional complexity this might entail.

Access to Procedural Information

As mentioned earlier, several of the stakeholders interviewed underscored the lack of both adequate information concerning the GEF’s requirements and its project cycle and clear explanations on the reasons for delays in approving or launching projects.

In general, stakeholders outside the MEPN, (other ministries, local organization representatives, or NGOs) had only a vague idea of the GEF and its procedures. The farther the evaluation team traveled from the capital city and the MEPN during its field trips, the more this fact was accentuated. Information availability and access to proposal status were generally viewed as relatively poor.

Actual Project Completion Dates

Apart from the points mentioned above concerning the slowness of the GEF process before project start-up, the main executing partners raised few problems on project implementation time frames, once a project started. GEF procedures in this respect do not seem to pose particular problems. A notable exception was the recently launched Benin SGP, whose complex requirements during proposal development and whose accounting

procedures once SGP projects were executed surpassed those of other development partners, according to some of the NGOs executing these projects (echoing other stakeholder comments on FSPs and enabling activities). The observation on accounting procedures nonetheless seems more related to a need to develop management capacity in some of the NGOs that have recently become involved with the GEF.

Table 7.2 presents the average duration of implementation by GEF support modality. As expected, full-scale projects last longer on average, that is, 82.1 months (6.84 years) per project, compared with 15.9 months (1.33 years) for enabling activities.

Table 7.2

Average Duration of Implementation Phase by GEF Support Modality

Modality	Average length (months)
FSP	82.1
Enabling activity	15.9

Table 7.3 presents the differences among target completion dates at project start-up and actual completion dates of GEF-supported initiatives. This analysis is limited because only three projects were completed—two national and one regional. Enabling activities were excluded from the analysis, because information on their actual completion dates was lacking. Regarding national projects, a considerable difference exists among actual project completion dates, and in one notable case, a regional project finished 20 months before the targeted completion date. This seemed to result from inadequate funds to implement all the actions initially envisaged for the project.

7.2 Partner Roles and Responsibilities

Evaluation of these parameters focused on the following questions:

- Who is involved in GEF project implementation?
- Are partner roles and responsibilities clear?
- How is coordination among projects handled?

Who Is Involved in Project Implementation?

Only three GEF Agencies are active in Benin, namely UNDP, the World Bank, and to a lesser extent, UNEP. These Agencies have implemented all national projects in partnership with government organizations (see table 7.4). Government and regional para-governmental organizations executed the regional projects in conjunction with GEF Agencies focused on regional initiatives. In the broader context of cross-cutting integration to implement international agreements, the vast majority of projects are currently being implemented through the MEPN (formerly MEHU), which also oversees ABE and now the CENAGREF).

Except for the SGPs, none of the projects is directly implemented by NGOs, although two NGOs with a scientific focus (CEDES and CEDA) have been closely associated with substantial components of the Gulf of Guinea Large Marine Ecosystem Project, Phases I and II. Although, in some cases, NGOs are included, the NGOs encountered generally noted their lack of access to personnel information and lack of direct access to the GEF for large-scale projects.

Table 7.3**Target and Actual Completion Dates for GEF-Supported FSPs in Benin**

Project	Target completion date	Actual completion date	Difference
National			
Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project	10/1/1997	12/31/1998	15 months
National Parks Conservation and Management Project	12/31/1997	12/31/1997	0 months
Management of Forests and Adjacent Lands Project	11/30/2011	In preparation	Slated to begin 5/30/2006, this project started on 7/3/2007; expected difference is 10 months after the scheduled date.
Community-Based Coastal and Marine Biodiversity Project	January 2009	Ongoing	This project began 2/28/2008; expected difference is four years after the scheduled date established for January 2004.
Regional			
Gulf of Guinea Large Marine Ecosystem, Phase I	10/30/1998	3/1/1998	Minus 20 months
Reversing Land and Water Degradation Trends in the Niger River Basin	8/1/2009	In preparation	Slated to begin on 01/07/2004, this project started on 12/04/2005; expected difference is 10 months after scheduled date.
Gulf of Guinea Large Marine Ecosystem, Phase II	August 2009	In preparation	Slated to begin in September 2004, this project started 1/31/2005; expected difference is four months after scheduled date.
Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari (WAP) Protected Area System	October 2010	In preparation	Slated to begin 1/10/2005, project was approved by the Council on 9/13/2005.
Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves	October 2007	Ongoing	Slated to begin October 2003, this project started 1/6/2004; expected difference: eight months after scheduled date.

Are Partner Roles and Responsibilities Clear?

The GEF project development and implementation processes, whether for enabling activities or full-scale projects, are generally regarded as highly participatory. The many interviews and reviews in the field allowed the evaluation team to appreciate the scope of these actions, whether the consultative awareness-raising or prioritization programs in the enabling activities reviewed or in the large-

scale projects with their involvement and co-management mechanism described earlier. However, in terms of how the overall portfolio and priorities are evolving, roles and responsibilities are less clear, given the absence of an operational focal point and functioning GEF committee for more than two years.

Table 7.4

GEF-Supported Activities in Benin Executed by a Government Organization

Project	Implementing Agency	Executing agency	Phase	Budget (million \$)
National				
National Biodiversity Strategy and Action Plan	UNDP	DOE -MEHU	GEF-2	0.23
Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Project	UNDP	DOE-MEHU	Pilot phase	2.50
National Parks Conservation and Management Project	World Bank	CENAGREF	GEF-2	23.34
First National Communication to the UNFCCC	UNDP	DOE-MEHU	GEF-1	0.10
Second National Communication to the UNFCCC	UNDP	UNOPS-DOE-MEHU		0.10
Additional Funding to Develop Climate Change Capacities	UNDP	UNDP-DOE-MEHU	GEF-2	0.10
Exchange Center	UNDP	DOE-MEHU	GEF-1	0.01
Management of Forests and Adjacent Lands Project	World Bank	Ministry of Rural Development	GEF-4	28.30
Community-Based Coastal and Marine Biodiversity Management Project	World Bank	DOE-MEHU	GEF-3	14.45
Capacity Needs Assessment for National Plan Implementation	UNDP	DOE-MEHU	GEF-2	0.24
National Plan to Implement the POPs Convention	UNEP	DOE-MEHU	GEF-3	0.53
National Capacity Self-Assessment (NCSA) for Global Environment Management	UNDP	DOE-MEHU	GEF-3	0.30
National Climate Change Adaptation Action Plan	UNDP	DOE-MEHU	GEF-3	0.23
Regional				
Reversing Land and Water Degradation Trends in the Niger River Basin	World Bank-UNDP	Niger Basin Authority	GEF-3	30.28
Gulf of Guinea Large Marine Ecosystem, Phase I	UNDP	UNIDO	GEF-1	6.51
Gulf of Guinea Large Marine Ecosystem, Phase II	UNDP-UNEP	UNIDO	GEF-3	55.32
Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari (WAP) Protected Area System	UNDP	UNOPS-CENAGREF	GEF-3	24.21
Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves	UNEP	MAB, national committees, UNESCO	GEF-3	6.58

Source: GEF Secretariat and field interviews.

Note: UNOPS = United Nations Office of Project Services.

How Is Coordination among Projects Handled?

Each GEF Agency has its own implementation strategy for GEF-supported activities in Benin. Since May 2007 the GEF has formalized a process

in which it builds on the differences among GEF Agencies to use their comparative advantages in the implementation of GEF activities. These differences and this complementarity among Agencies are fully characteristic of the procedure

established in the GEF portfolio in Benin for the period evaluated. Table 7.5 shows the comparative advantages and the implementing strategies of the GEF Agencies operating in Benin.

UNDP is the Agency with the greatest number of GEF projects in Benin. The evaluation team confirmed during various interviews with stakeholders directly or indirectly involved in the GEF portfolio in Benin that the approach promoted by UNDP is the most appreciated and, apparently, the best coordinated. It must be said that UNDP is currently the only agency with a local environmental presence, given that the World Bank has been without an environmental officer in Benin for some time. Consequently, in the LDC context

that characterizes Benin, this UNDP feature is a significant advantage in facilitating access and managing the portfolio efficiently and effectively.

7.3 The GEF Focal Point in Benin

The role of the GEF focal point in Benin has evolved during the period covered by this evaluation. First, apart from the convention focal points, the government appointed a political focal point as the GEF requested. Its role was to receive all the information and other correspondence for national communications. However, national GEF coordinating activities and mechanisms only materialized in 2001 with the adoption of ministerial orders that created the GEF unit. The unit was

Table 7.5

Comparative Advantages and Implementation Strategies of GEF Agencies

Agency	Comparative advantage for the GEF	Implementation strategy
UNDP	<ul style="list-style-type: none"> • A global network of representatives in many countries • Experience in integrated policy development, human resource development, institutional capacity building, and NGO and community participation • Substantial experience in intercountry programming 	Coordination of the United Nations system at the national level, thereby helping in direct implementation with local partners, such as government and civil society organizations
UNEP	<ul style="list-style-type: none"> • Improvement of environmental management • Work experience with the scientific and technical community, including support for the scientific and technical advisory committee at the GEF • Monitoring and evaluation experience and its connections with government ministries and other regional agencies • Its secretarial role for three of the multilateral environmental agreements, for which the GEF is the financing mechanism 	Coordination of regional projects contributing technical and scientific services; indirect implementation through government organizations
World Bank	<ul style="list-style-type: none"> • Major financial institution working in several sectors relating to GEF focal areas • Wide variety of in-house expertise and access to outside expertise • Regarded as an impartial party with extensive development experience • Fundraising capacity and access to international experts to create partnerships with different countries • Strong operational capacity built on fiduciary standards and a strong orientation toward social and environmental security, plus an effective monitoring system 	Indirect implementation of projects through local agencies
UNIDO	<ul style="list-style-type: none"> • Ability to involve industrial and private sector partners in projects • Its themes correspond with several GEF focal areas 	Indirect implementation of projects through local institutions

Source: GEF, 2007, *Comparative Advantages of GEF Agencies*. GEF/C31/5, Washington, DC.

headed by the operational focal point and later in 2003 by the GEF activities coordinating committee (COCAFEM). The operational focal point was essentially the head of the GEF unit at the MEPN. COCAFEM, in contrast, was supposed to act as the framework for coordinating and combining GEF actions in Benin through periodic meetings and coordinating, among other things, all of the UN agreements receiving GEF support in Benin and representatives from the various sectoral ministries affected and from civil society. Given the lack of strategic vision and the limited scale of the GEF portfolio in Benin in 2004, the operational focal point commissioned a study to assess the state of the portfolio and its coordinating structures and propose a number of measures to strengthen the coordinating mechanisms and strategic approach in Benin relative to GEF support (Benin 2004).

However, the person serving as the operational focal point changed positions in 2005. Since then, the GEF operational focal point position has been officially vacant and is de facto combined with the director of planning and operations at the MEPN. COCAFEM suspended its activities when the operational focal point left, thereby limiting the potential for coordination and cross-cutting integration in relation to GEF programs in Benin. Most of the stakeholders encountered during the evaluation regretted the lack of momentum in the operational structure as well as COCAFEM's absence since 2005. However, the national convention committees have continued to exist and operate to some extent, especially the climate change committee, which is deemed quite strong, and national funding is budgeted to ensure operations (CFAF 5 million per committee, per year). The evaluation team noted considerable potential for the coordination and cross-cutting development of GEF programs in Benin that are not being fully exploited—a situation at least partly attributable to the absence of a national coordinating structure.

Furthermore, the absence of both a structure and a powerful strategic vision for the overall GEF portfolio in Benin at least partly explains the often too proactive role of the GEF Agencies in identifying GEF projects in Benin to the detriment of other initiatives that Beninese representatives consider a higher priority.

7.4 Lessons Learned and Results Dissemination across GEF Projects

In terms of synergies and lessons learned across projects and stakeholders, an analysis of the GEF portfolio in Benin clearly reveals a number of development initiatives based on models developed by GEF-supported projects in the field (village-based co-management, the AVIGREFs, and so on), which in some cases, has led to their broader dissemination, particularly the UNESCO-MAB biodiversity project and the PCGPN. Section 5.2 provides more detailed analysis of this point. This situation resulted partly because the number of stakeholders in the global environment field in Benin was limited and partly because UNDP has served as an information clearinghouse, both of which facilitated exchange and informal networking. In addition, as noted earlier, projects tend to focus on the same regions, thus concentrating efforts in time and space.

Nonetheless, interviews conducted by the evaluation team still revealed a need for systematizing coordination tools and mechanisms and exchange of lessons and experience across projects, particularly when different Agencies and government organizations implement projects. An example of effort in the right direction would be improved coordination between the UNIDO Gulf of Guinea large marine ecosystem project and the World Bank Community-Based Coastal and Marine Biodiversity Management Project, because each project targets similar sites. In addition, the placement

of an environment officer at the World Bank office in Benin, currently lacking, would help improve coordination among GEF Agencies.

In terms of broader coordination in Benin, other development partners have added their support to that of the GEF. In some cases (especially in terms of national parks and natural resource management), they helped establish fundamental structures, that is, CENAGREF institutional structures and cooperative structures with local communities, such as the AVIGREFs and other participatory co-management. This led to the long-term involvement and sustained funding of other development partners in these areas and themes.

Nonetheless, potential exists for broader synergy with other environmental stakeholders in Benin. Stakeholders identified a future challenge that the government, GEF, and other development partners (GTZ/KfW, AFD–French GEF, the Dutch Directorate General for International Cooperation, and the European Union) must address in coming years, namely, to frame their interventions within a common approach to capacity building in the environment sector that is formulated around the PNGE and targets planning, management, and integrated monitoring of action at the national level. Such an approach could help to increase the cross-cutting nature of global environmental action in Benin and thus synergy among ministries and the catalytic effect of GEF support in Benin.

Efforts to disseminate GEF-supported information to local and national stakeholders within the scope of its interventions are notable. Many awareness and dissemination actions have been typical of most enabling activities under the GEF portfolio in Benin. For example, an awareness campaign formed part of the development of the national action plan to implement the Stockholm Convention on Persistent Organic Pollutants. The campaign entailed several workshops in key

locations of the communes (targeting local elected officials, agricultural producers, merchants, teachers, health officers, officers of power corporations, truck farmers, artisans, and ministerial officers in charge of agriculture). It also involved community radio interventions on the Stockholm convention, the negative effects of POPs, and the inappropriate handling of pesticides, as well as dissemination of materials on the convention (1,000 booklets, 5,260 pamphlets, 4,750 posters, 12,500 stickers, and 42 banners) and promotion of a dedicated Web site (Benin 2006).

However, other awareness interventions and results dissemination efforts have been just as important within the scope of large-scale projects. For example, the National Parks Conservation and Management Project and the UNESCO-MAB project have made great use of local radio, through more than 2,574 broadcasts in 12 local dialects. In 2002–05, 5,000 high school students stayed two to three nights in national parks (for example, in W Park’s education center) for environmental education programs. Each year, graduate students from Benin, Burkina Faso, Niger, and European academic institutions produce four to five theses on the management of protected areas. In addition, each year about 15 interns work in the field in CENAGREF offices and in Cotonou. These are but a few examples that demonstrate the use of varied tools in knowledge sharing and dissemination under the GEF portfolio in Benin (World Bank n.d.).

7.5 Implications of Establishing the RAF in Benin

Many interviews and documents examined during this evaluation revealed that, in many respects, it is still too early to appreciate fully the impact of RAF implementation on GEF operations in Benin. Very few stakeholders, apart from Agency

representatives and the focal point, are aware of the RAF. Nevertheless, based on the interviews, realities, and trends that the evaluation team observed in Benin and described in various sections of this report, the following likely effects can be anticipated, but still need verification in the future:

- The RAF will provide Benin with minimum access to GEF resources for national biodiversity and climate change projects, despite global competition for these resources.
- In the context of Benin, the RAF will severely restrict or possibly eliminate all potential for new national GEF projects on climate change (except for adaptation) or biodiversity, given the budgeted allocations for Benin in these two focal areas.
- Given Benin's status as an LDC and the fact that most action to date has consisted of enabling activities designed to develop core capacities, diagnoses, strategies, and action plans, in the absence of an increase in other sources of financing, the implementation of RAF could limit (1) the mobilization of the capacity developed in climate change and biodiversity on national initiatives and (2) the sustainability of the capacities, strategies, and action plans developed, in the absence of actual implementation of the national priorities established within them.
- For an LDC, such as Benin, with limited capacity for project development, access to GEF

financing is admittedly complex. This fact, combined with the implementation of the RAF, argues for regional project development. This would turn the biodiversity and climate change areas of the portfolio toward essentially regional, rather than national issues.

- In the medium term, RAF implementation, combined with the various preconditions for accessing GEF money, is likely to cause Benin to disengage in the focal areas of climate change (again, except for adaptation) and biodiversity from GEF Agencies, such as the World Bank, that emphasize generally larger investment projects.
- Given globally limited GEF resources, RAF implementation is even more likely to stimulate competition for these resources in focal areas not affected by the RAF, both within the region and globally. This is likely to penalize an LDC in its other focal areas, because it lacks the capacities needed to seek other GEF funds and access them quickly before they are exhausted.
- Given that the MEPN still supports the biodiversity and climate change portfolio and in the absence of an operational COCAFEM, the financial limitations imposed by the RAF in the biodiversity and climate change focal areas are unlikely to promote greater cross-cutting cooperation between ministries and civil society stakeholders in these areas. Therefore, effective implementation of these two agreements in Benin is also limited. Particular effort will be required to promote such cooperation.

Annex A. Terms of Reference

A.1 Background and Introduction

The GEF Council has asked the Evaluation Office to conduct evaluations of the GEF portfolio at the country level: GEF Country Portfolio Evaluations (CPEs). The overall purpose of these evaluations, as requested by the Council, is twofold: (1) to evaluate how GEF-supported activities fit into the national strategies and priorities as well as within the global environmental mandate of the GEF; and (2) to provide the Council with additional information on the results of GEF-supported activities and how these activities are implemented.

The countries chosen for a portfolio evaluation are selected from among the 160 countries eligible for GEF support based on stratified random sampling and a set of strategic criteria. In 2007, the Evaluation Office conducted four country portfolio evaluations in Africa: in Benin, Madagascar, Cameroon and South Africa. Among several considerations, Benin was selected because of its LDC status and its advanced work on the National Capacity Self-Assessment for Global Environmental Management. Synthesizing the four CPEs will allow the Office to assess and report on experiences and common issues across different types of countries. For example, the evaluations may yield lessons learned for the GEF strategic objective on sustainable forest management.

With a land area of 115,762 km², Benin stretches from the Atlantic Ocean to the Niger River over a distance of 700 km. Its width varies from 125 km (along the coast) to 35 km (latitude of Yanguiéta). It is entirely situated within the intertropical zone between the equator and the tropic of Cancer. The country's topography does not feature significant level variations. Average altitude is 200 m. Only the Atacora Chain, of modest dimensions in the northwestern part of the country, is uneven (800 m in places). The topography includes four main chains: the coastal plain, the plateaus, the crystalline peneplain and the Atacora Chain. The country is composed of four major geological settings: the Precambrian basement, dominating the central and northern areas of the country; the sedimentary basin of lower Benin, to the south; the Kandi sedimentary basin to the northeast; and the Palaeozoic Volta basin in the northwest. Generally speaking, the vegetation cover in Benin is represented by a few relics of semi-deciduous rainforests, dry rainforests, and gallery forests, all dominated by vast expanses of savannah varying from Sahelian to Guinean. The various massifs are in general degraded and in regression. The degradation rate of the forests between 1950 and 1980 was estimated at 38%, i.e., representing a land area of approximately 43,066 km². The forest area per capita, which was 1.63 ha in 1980, fell to 0.87 ha in 1995, and it should further tumble to 0.29 ha by 2025, if current trends are maintained.

Aside from national parks and cynegetic areas, reserved forests, reforestation perimeters and protected areas in Benin have seen their wild animal populations decrease and even disappear over the years. For example, in the Pendjari Park, animal populations decreased by 12% to 66%, depending on the species, between 1978 and 1989. This situation is the result of anthropogenic threats and pressures. However, it is estimated that 187 species of mammals and 630 avian species still exist in Benin. The mammalian wildlife includes, among others, one world endangered primate species, the red-bellied monkey, and the king colobus, endangered in Benin. Generally, biological diversity is better preserved in State-managed natural habitats (national parks, cynegetic areas, reserved forests). The people have also maintained the tradition of preserving portions of their land as sacred forests. Elsewhere in open areas (protected), all distinguishing aspects of the diversity have been removed by agricultural practices.

A number of key documents developed and adopted by the Benin government support actions in the area of the global environment, in particular the framework legislation on the environment (1998), the environmental action plan (first revised version, November 2001), and the National Agenda 21 adopted in 1997. As regards forests, a Natural resources management program (PGRN), receiving support from a number of development partners, was implemented from 1992 to 1999, followed by the Land and natural resources management program (PGTRN) from 2000 to 2004 to test and consolidate a participative approach aiming to reverse the degradation of natural resources in collaboration with communities and user groups, in particular in Allada (Atlantic), Aplahoué (Couffo), Ouessè (Collines), Sinendé (Borgou), Ouaké (Donga), and Bouk-oumbé (Atakora). More recently, the Programme for the management of forests and adjacent lands

(PGFTR), launched in 2003, capitalized on the lessons learned from the PGRN and PGTRN to extend this participative approach to the management of natural resources to 17 forest massifs, in addition to consolidating activities in five reserved forests that were covered under the PGRN. The National environmental management program (PNGE), with its eleven components, also aims to ensure a concerted effort by the various players in their actions in this field. Furthermore, the National environment fund (FNE), financed through an ecotax, started to financially support a number of actions in the field in 2006 following a rollout period and includes among its potential focal areas pollution control, reforestation, the transfer of environmental technologies, and biodiversity conservation. Lastly, other key documents determine the application of environmental priorities and must be taken into account when analyzing actions supported by Benin and the GEF, in particular the law on decentralization (Law no. 97-029 of January 15, 1999) and the Growth and Poverty Reduction Strategy (2006).

The aspect of sustainable development—the integration of the war on poverty in environmental protection and the sustainable use of natural resources—is particularly important in Benin. The GEF has supported the northern part of the country with the management of national parks (mostly through the World Bank), the central part of the country with carbon sequestration through community management of savannahs and plantations (mostly through the UNDP), and in the south, through the management of reserved marine and coastal areas (World Bank and UNDP).

In Benin, the GEF devoted approximately 21 million dollars to environmental management, split between 13 initiatives, essentially in the “biological diversity” focal area (11.340 million dollars for five initiatives), and through a multi-focal project

(6.3 million dollars). Three of four large-scale projects were implemented by the World Bank and the other by the United Nations Development Programme (UNDP). There are also nine projects entailing enabling activities (three associated with biodiversity, four with climate change, one with persistent organic pollutants, and one multi-focal project). The portfolio of projects being prepared had to be adapted to the implementation of the RAF in the “climate change” and “biological diversity” focal areas and currently includes only two regional projects. A national project as well as a number of regional projects are also being implemented by the United Nations Environment Programme (UNEP).¹

A.2 Objectives of the Evaluation

Based on the overall purpose (above) of the GEF Country Portfolio Evaluations, the evaluation for Benin will have the following specific objectives:

- Independently evaluate the *relevance* and *efficiency* of GEF support in a country from several points of view:² national environmental frameworks and decision-making processes, the GEF mandate and achievement of global environmental benefits, and GEF policies and procedures.
- Assess the *effectiveness* and *results* of completed and ongoing projects in each relevant focal area.³
- Share the lessons learned and knowledge acquired with (1) the GEF Council in its decision-making process to allocate resources and develop policies and strategies; (2) the Country on its participation in the GEF; and (3) the various agencies and organizations involved in the preparation and implementation of GEF support.

The country portfolio evaluation will also be used to provide information and evidence to the other

four evaluations conducted by the GEF Evaluation Office, specifically the mid-term review of the RAF, the evaluation of the catalytic role of the GEF; and the evaluation of partnerships and umbrella projects. The evaluation will address the performance of the GEF portfolio in terms of relevance, efficiency and effectiveness, and the contributing factors to this performance. The CPEs do not have an objective of evaluating or rating the performance of the GEF Agencies, partners or national governments. The evaluation will analyze the performance of individual projects as part of the overall GEF portfolio, but without rating such projects.

A.3 Key Evaluation Questions

The GEF country portfolio evaluation will be guided by the following key questions:

● Relevance of GEF support

- Is the GEF support relevant to: the national sustainability development agenda and environmental priorities; national development needs and challenges; action plans for the GEF’s national focal areas?
- Do the GEF and its Agencies support the establishment of priorities for sustainable development and environmental protection, and related decision-making processes within the country?
- Is the GEF support in the country relevant to the objectives of the various global environmental benefits (that is, biodiversity, greenhouse gases, international waters, POPs, land degradation, ozone)?
- Does the country support the GEF mandate and focal area programs and strategies with its own resources and/or support from other donors?
- How relevant is the RAF to the country’s priorities?

● Efficiency of GEF support

- How much time, effort and financial resources does it take to develop and implement projects, by type of GEF modality?
- What is the role of the various stakeholders in the implementation of GEF projects? How do they operate and how are their activities coordinated?
- How well are GEF project lessons and results disseminated?
- What are the synergies between GEF project programming and implementation among: Agencies; national institutions; GEF projects; and other projects and activities funded by other donors?
- To what extent have GEF operations changed following the introduction of the RAF?
- How sustainable is the GEF support in the long term?⁴

● Results and effectiveness

- What are the results (outcomes and impacts) of completed (and ongoing, if applicable) projects?
- What are the aggregated results at the focal area and country levels?
- What is the likelihood that objectives will be achieved for those projects that are still in implementation?

Each question is supported by a preliminary evaluation matrix (see annex B). The matrix contains a tentative list of indicators or basic data, potential sources of information, and methodology components, and will be validated or further developed by the evaluation team once the evaluation work starts. As a basis, the evaluation will use the indicators in the GEF project documents. However, weaknesses of M&E have been mentioned in past project evaluations, and may pose challenges to

the assessment. Substantive indicators will thus be complemented by indicators and data from government and other donors' programs and projects; GEF corporate indicators such as the Biodiversity scorecard, and relevant indicators used in the RAF. Not all the information is of a quantitative nature.

A.4 Scope and Limitations

The Country Portfolio Evaluations will cover all types of GEF supported activities in the country at all stages of the project cycle (pipeline, ongoing and completed) and implemented by all GEF Agencies in all focal areas, including applicable GEF corporate activities such as the Small Grants Programme. The GEF portfolio is defined as the aggregate of all these activities. The stage of the project will determine the expected focus (see table A.1).

Table A.1

Focus of Evaluation by Project Status

Project status	Relevance	Efficiency	Effectiveness	Results
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
Pipeline	Expected	Processes	n.a.	n.a.
SGP	Expected	Processes	n.a.	n.a.
Regional	Partially	Full	Likelihood	Likelihood

Note: n.a. = not applicable. The main focus of the evaluation will be relevance and efficiency; it will explore possible methodologies on how to evaluate project effectiveness and results.

The GEF does not have country programs, so there is no GEF framework with predetermined objectives against which to assess results or effectiveness. The evaluation will therefore consider the portfolio of projects and activities, their objectives, internal coherence and how the portfolio has evolved. The country programs of the GEF Implementing Agencies will be considered as a relevant framework for GEF support.

In many cases, GEF support is provided after the fact and/or via partnerships involving numerous institutions. Under these conditions, in certain cases, it will be difficult to attribute the impact of certain activities on development solely to the GEF. Rather, the aim will be to examine GEF's contribution to the results as a whole, i.e., to establish a credible link between the support given to the institution and the benefits. Questions on the roles, coordination, synergies and complementarities will make it possible to evaluate the way the GEF support was ensured in partnership with others.

There are 13 national projects in the portfolio. Two of the four full-size projects have closed (the National parks conservation and management project and the Village-based management of woody savanna and the establishment of woodlots for carbon sequestration project). The two other ongoing full-size projects—the Programme for the management of forests and adjacent lands (PGFTR) and the Community-based coastal and marine biodiversity management project (PGCBMC)—have respectively just been launched and undergoing final approval. For these latter two projects, the focus will accordingly have to be placed on analyzing the relevance and efficiency of the identification and approval process.

Of the 13 projects, 9 were enabling activities. These cover a large range of focal areas: the First and Second National Reports to the CBD; national biodiversity strategy and action plan and capacity requirements assessment for implementation of this national action plan; Exchange Centre; the National Communication to UNFCCC; additional funding for climate change capacity building; National Action Program to Adapt to Climate Changes (NAPA); the National Capacity Self-Assessment (NCSA) for Environmental Management; and the Persistent Organic Pollutants (POPs) National Implementation Plan.

The GEF Small Grants Programme was approved for Benin only in 2006. On October 12, 2007, only three small grants were approved for disbursements to start. The Small Grants Programme is also included in the RAF pipeline. It is still too early to assess results, but there are plans to examine its implementation process, its strategy and its geographical focus, its synergies with the other environment programming activities, and the implementation mechanisms.

The team will also evaluate the consultation process associated with the RAF and the device's impact to date, in particular on the evaluation of the portfolio of ongoing projects. The results of this exercise will feed the mid-term RAF review, which the Office will conduct in 2008.

Regional and global projects are developed and approved in a different context. Given the time and financial resources available for the evaluation, such projects will only be included if a Project Implementation Unit is located in the country. The following five regional and global projects include a Benin component to be covered as part of the evaluation: Water Pollution control and biodiversity conservation in the Gulf of Guinea large marine ecosystem (LME), Combating living resource depletion and coastal area degradation in the Guinea current LME through ecosystem-based regional actions, Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system, Reversing land and water degradation trends in the Niger river Basin, and Building scientific and technical capacity for effective management and sustainable use of dryland biodiversity in West African biosphere reserves. It is proposed to address preliminary results, process of development, lessons learned and synergies with other project activities in Benin, and country implementation mechanisms.

In total, thus, 18 projects will be covered by this evaluation (all 13 national projects and the 5 regional projects mentioned above, selected according to the criteria outlined in para 19). In terms of focal area, of these 18 projects, seven are biodiversity, five are climate change, three are international waters, one is POPs, and two are multifocal in nature. Ten projects are completed, seven are ongoing, and one is at the approval stage.

In dealing with the key issue of economic efficiency, the team will examine aspects such as coordination and work done in partnership, harmonization, synergies and the transfer of knowledge. The following points will be analyzed: coordination mechanisms; transition between project stages and synergies between projects; coordination between the various components and Agencies; complementarity of funding; and long-term vision.

A.5 Methodology

The GEF Benin Country Portfolio Evaluation will be conducted by staff of GEF Evaluation Office and international and local consultants: the evaluation team, led by a Task Manager from the GEF Evaluation Office will include an international evaluation consultant with advanced expertise on issues associated with the global environment, as well as a Beninese evaluation consultant. The consultants should qualify under the GEF Evaluation Office's Ethical Guidelines and will be asked to sign a declaration of interest to indicate no recent (last 3-5 years) relationship with GEF support in the country.

The methodology includes a series of components using a combination of qualitative and quantitative methods and tools. The qualitative aspects of the evaluation include a desk review of existing documentation. The expected sources of information include:

- At the *project level*, project documents, project Project level: project documents, project implementation reports, terminal evaluations, reports from monitoring visits, documents produced by projects
- Country level: national sustainable development agendas, environmental priorities and strategies, GEF focal area strategies and action plans, GEF-supported national capacity self-assessment, global and national environmental indicators
- Agency levels: country assistance strategies and frameworks and their evaluations and reviews, specifically from the WB and UNDP
- Evaluative evidence at country level from GEF Evaluation Office evaluations, such as the joint Evaluation of the GEF Activity Cycle, the Overall Performance Studies, or from national evaluation organizations
- Evaluative evidence at country level from GEF Agencies and other donors, own assistance or the country situation
- Statistics and scientific sources, especially for national environmental indicators
- Interviews with GEF stakeholders, including other bilaterals and multilaterals (GTZ, AFD, AfDB, DGIS, UNESCO); the GEF Agencies (World Bank, FAO, UNDP, UNEP); government departments (Ministry of the Environment and Nature Conservation; Ministry of Agriculture, Livestock and Fisheries; Ministry of Energy and Water, Finance Ministry, Ministry of Public Health, Delegated Ministry responsible for Public Works and Transportation, Ministry of Foreign Affairs and African Integration, National Commission for Sustainable Development, Ministry of Decentralization, and so on) and all Convention focal points

- Interviews with GEF beneficiaries, including NGOs and associations (CEDA, CEDES, Nature Tropicale, and so on)
- Field visits to project sites, including the project management of the various project components (MAP Unesco, Beninese Environment Agency, CBRST, IPGRI, CENAGREF, etc.—see below)
- Information from national consultation workshops

The quantitative analysis will use indicators to assess the relevance and efficiency of the GEF support using projects as the unit of analysis (that is, linkages with national priorities, time and cost of preparing and implementing projects, etc.) and to measure GEF results (that is, progress towards achieving global environmental impacts) and performance of projects (such as implementation and completion ratings).

The evaluation team will use standard tools and protocols for the CPEs and adapt these to the Benin context. These tools include a project review protocol to conduct the desk and field reviews of GEF projects; and questionnaires to conduct interviews with various stakeholders.

All ongoing and closed projects will be visited. The evaluation team will decide on specific sites to visit based on the initial review of documentation and balancing needs of representation: (1) regional representation and biospheres in the northern, central and southern areas of Benin; (2) coverage of both forest protected areas (PA)s and coastal and maritime zones; (3) selection of varied PAs among those supported by the GEF; (4) opportunity to cover both PAs and buffer zones; (5) possibility to cover several aspects of the portfolio at one site (e.g., carbon sequestration and protected areas conservation projects); and (6) practical and logistical concerns.

A.6 Process and Outputs

Based on an initial GEF Evaluation Office visit to Benin in October 2007, these country specific terms of reference have been prepared. Once the exploratory mission complete, the following tasks will be undertaken:

- Collect information and conduct literature review to extract existing reliable evaluative evidence.
- Prepare specific inputs to the evaluation:⁵
 - *GEF portfolio database*, which describes all GEF-supported activities within the country, basic information (GEF Agencies, focal areas), implementation status, project cycle information, GEF and cofinancing financial information, major objectives and expected (or actual) results, key partners per project, and so on.
 - *Country environmental framework*, which provides the context in which GEF projects have been developed and implemented (this framework may already be available, prepared by GEF Agencies or national governments). This document will be based on information on environmental legislation, environmental policies of each government administration (plans, strategies, and so on), and the international agreements signed by the country presented and analyzed through time so as to be able to connect with particular GEF support.
 - *Global environmental benefits assessment*, which provides an assessment of the country's contribution to the GEF mandate and its focal areas based on appropriate indicators, such as those used in the RAF (for biodiversity and climate change) and others in project documents.

- The evaluation team conducts the evaluation, including at least one visit by GEF Evaluation Office representatives.
- The GEF Evaluation Office and international consult present the draft report at a consultation workshop with major stakeholders.
- Prepare final report, which incorporates comments and is then presented to the GEF Council and the recipient government.

The focal point will be asked to provide support to the evaluation such as: identification of key people to be interviewed, support for the organization of interviews, field visits and meetings, and identification of main documents. The GEF Agencies will be asked to provide support to the evaluation regarding their specific GEF-supported projects or activities, including identification of key project and Agency staff to be interviewed, participation in

interviews, arrangement of field visits to projects, and provision of project documentation and data.

The main output will be an evaluation report, available in English and French. The GEF Evaluation Office will bear full responsibility for the content of the report. The draft report will be presented in a stakeholder workshop in Cotonou for government officials and national stakeholders, including project staff, donors and GEF Agencies. They will be asked to comment on factual issues. The final report will be synthesized with the other three country evaluations and presented to the Council at its April 2008 meeting.

The evaluation will be conducted between August 2007 and March 2008, with the final report to be presented to the Council at its April 2008 meeting. The key milestones of the evaluation are presented in table A.2.

Table A.2

Evaluation's Key Milestones

Milestone	Deadline
1. First exploratory mission to Benin by the evaluation team	October 8-15, 2007
2. Country-specific terms of reference—draft for circulation	October 23, 2007
3. Project review protocol and questionnaire	October 23, 2007
4. Launch of evaluation—local consultations and project visits	October 15, 2007
5. Global Environmental Benefits Assessment and Environmental Framework for Benin	November 19, 2007
6. Desk review of information for 18 GEF projects	December 31, 2007
7. Interviews with national stakeholders	December 31, 2007
8. Interviews with GEF Secretariat, World Bank, UNDP in New York and Washington, USA	December 31, 2007
9. Drafting of report	January 1–26, 2008
10. First draft in French to GEF Evaluation Office	January 26, 2008
11. First draft to partners in Benin	February 5, 2008
12. National one-day workshop to present preliminary findings	February 12, 2008
13. Finalize report with comments from stakeholders	March 5, 2008
14. Final Country Report	March 5, 2008
15. Synthesis document—draft for circulation	March 14, 2008
16. Synthesis document—final version	
17. Presentation to GEF Council	April 1–25, 2008

Notes

1. Hereinafter referred to as “GEF Agencies.” The Agencies that can undertake GEF projects also include the African Development Bank; the Food and Agriculture Organization; the International Fund for Agricultural Development; and the UN Industrial Development Organization.
2. *Relevance*: the extent to which the objectives of the GEF activity are consistent with beneficiaries’ requirements, country needs, global priorities, and partner and donor policies, including changes with time; *efficiency*: the extent to which results have been delivered with the least costly resources possible (funds, expertise, time, and so on). Efficiency is also called cost-effectiveness or efficacy.
3. *Results*: the output, outcome, or impact (intended or unintended, positive and/or negative) of a GEF activity; *effectiveness*: the extent to which the GEF activity’s objectives were achieved or are expected to be achieved, taking into account their relative importance.
4. *Sustainability*: an action’s probable capacity to continue to provide benefits for a period of time extending beyond completion; projects must be environmentally friendly and sustainable at the financial and social levels (*GEF Monitoring and Evaluation Policy* 2006). Long-term sustainability is a key element of the Benin portfolio. It will be evaluated at the financial, institutional, sociopolitical and environmental levels.
5. These inputs are working documents and are not expected to be published as separate documents.

Annex B. Evaluation Matrix

Key question	Indicators/basic data	Sources of information	Methodology component
Is GEF support relevant to...			
Country's sustainable development agenda and environmental priorities?	<ul style="list-style-type: none"> • GEF support is within the country's sustainable development agenda and environmental priorities • GEF support has country ownership and is country based (i.e., project origin, design and implementation) • Level of GEF funding compared to other ODA in the environmental sector 	<ul style="list-style-type: none"> • Country level through time • Interviews with government officials • Project reviews • National consultation workshops • GoB, BAP, SCRP, National Agenda 21, framework legislation on the environment 	<ul style="list-style-type: none"> • Desk review of relevant country-level information • Desk review of project information • National consultation workshops • Interviews • Country Environmental Framework • GEF portfolio analysis
Country's development needs and challenges?	<ul style="list-style-type: none"> • GEF supports development needs (i.e., income generating, capacity building) and reduces challenges • The GEF's various types of modalities and project components and instruments (i.e., FP, MSP, EAs, small grants, Agency blended projects, technical assistance, micro-credits, etc.) are according to country's needs and challenges 	<ul style="list-style-type: none"> • Country level and GEF Agency strategies • Interviews with government officials • Project reviews • GoB, BAP, SCRP, National Agenda 21, framework legislation on the environment, civil society 	<ul style="list-style-type: none"> • Desk review of relevant country-level information • Desk review of project information • Desk review of GEF Agency country strategies • National consultation workshops • Interviews • Country Environmental Framework • GEF portfolio analysis
National GEF focal area action plans (i.e., enabling activities)?	<ul style="list-style-type: none"> • GEF support linked to the environmental action plan; national communications to UNFCCC; national POPs; National Capacity Self-Assessment, adaptation to climate change (NAPA) 	<ul style="list-style-type: none"> • GEF-supported enabling activities • Interviews with government officials • NGOs, Agencies • Project reviews • SGP country strategy • GoB, Ministry of the Environment, Ministry of Agriculture, Ministry of Energy, etc. 	<ul style="list-style-type: none"> • Desk review of relevant country-level information • Desk review of project information • Desk review of country strategies • Interviews • Country Environmental Framework

Key question	Indicators/basic data	Sources of information	Methodology component
Global environmental indicators (i.e., biodiversity, GHG, international waters, POPs, land degradation, etc.)?	<ul style="list-style-type: none"> Project outcomes and impacts are related to the RAF Global Benefit Index (for biodiversity and climate change) and to other global indicators for POPs, land degradation and international waters GEF support linked to national commitments to Conventions 	<ul style="list-style-type: none"> Country-level data Project reviews M&E frameworks Convention action plans RAF, BD scorecard, etc. 	<ul style="list-style-type: none"> Desk review of relevant country-level information Country Environmental Framework GEF portfolio analysis
GEF mandate and focal area programs and strategies?	<ul style="list-style-type: none"> GEF activities, country commitment and project counterparts support GEF mandate and focal area programs and strategies (i.e., catalytic and replication, etc.) Relevance of GEF focal point National coordination of GEF support 	<ul style="list-style-type: none"> Project reviews Interviews with GEF Secretariat staff and technical staff from GEF Agencies GEF-4 Programming Strategy Project and phase evaluations as well as evaluations of their links with national programs (PGRN, PGFTR, etc.) 	<ul style="list-style-type: none"> Desk reviews of country and project-level information Country Environmental Framework Global Environmental Benefits Assessment GEF portfolio and pipeline analysis
Is GEF support efficient?			
How much time, money and effort does it take to develop and implement a project, by type of GEF support modality?	<ul style="list-style-type: none"> Process indicators: project processing timing (according to project cycle steps), preparation and implementation cost by type of modalities; project cycle steps in Benin Projects drop-outs from PDF and cancellations Work Program entry: CEO endorsement: Start: Proposed vs. actual closing Phase transition GEF vs. cofinancing 	<ul style="list-style-type: none"> Project reviews Interviews with GEF Secretariat, Agencies and government Joint evaluation of the GEF Activity Cycle RAF pipeline Project budgets and staff M&E budgets and activities Project and phase evaluations Field visits 	<ul style="list-style-type: none"> Desk review of project-level information Project field visits Country Environmental Framework Global Environmental Benefits Assessment GEF portfolio analysis GEF portfolio and pipeline analysis
Roles, engagement and coordination among various stakeholders in project implementation	<ul style="list-style-type: none"> Level of participation Roles and responsibilities of actors Coordination between projects Complementarity of GEF support 	<ul style="list-style-type: none"> Project reviews Interviews with project staff Field visits Evaluation of institutional framework 	<ul style="list-style-type: none"> Desk review of project information, interviews and workshops Country Environmental Framework
Lessons learned in GEF projects and with partners	<ul style="list-style-type: none"> Project design, preparation and implementation have incorporated lessons from previous projects within and outside GEF 	<ul style="list-style-type: none"> Project reviews and documents Interviews with project staff Field visits Meetings with various donors (GTZ, DGIS, AFD, AfDB, etc.) 	<ul style="list-style-type: none"> Desk review of project-level information Interviews and workshops GEF portfolio and pipeline analysis

Key question	Indicators/basic data	Sources of information	Methodology component
Synergies among GEF Agencies in GEF programming and implementation	<ul style="list-style-type: none"> Acknowledgement between GEF Agencies of each other's projects Communication between Agencies Technical support between Agencies 	<ul style="list-style-type: none"> Project reviews Interviews with GEF Agency staff 	<ul style="list-style-type: none"> Desk review of project information, interviews and workshops Country Environmental Framework GEF portfolio analysis
Synergies between national institutions for GEF support in programming and implementation	<ul style="list-style-type: none"> Acknowledgement between institutions of each other's projects Communication between institutions Technical support between institutions 	<ul style="list-style-type: none"> Project reviews Interviews with project staff Field visits 	<ul style="list-style-type: none"> Desk review of project information, interviews and workshops Country Environmental Framework Global Environmental Benefits Assessment GEF portfolio analysis
Synergies between GEF support and other donors' support	<ul style="list-style-type: none"> Acknowledgement between institutions of each other's projects Communication between institutions Technical support between institutions Complementarity of GEF support 	<ul style="list-style-type: none"> Project reviews Interviews with NGOs and bilateral donors Field visits Donor evaluations 	<ul style="list-style-type: none"> Desk review of project information, interviews and workshops Country Environmental Framework
Sustainability of GEF support	<ul style="list-style-type: none"> Likelihood of financial and economic resources being available Level of stakeholder ownership and awareness Legal frameworks, policies and governance structures Systems for accountability and transparency, technical know-how Environmental risks 	<ul style="list-style-type: none"> Project reviews Interviews with NGOs and bilateral donors Field visits Study on PA financial cost Evaluation of institutional framework CEDES, CEDA, Nature Tropicale 	<ul style="list-style-type: none"> Desk review of project information, interviews and workshops Country Environmental Framework GEF portfolio analysis
Is GEF support effective?			
At the project level	<ul style="list-style-type: none"> Project outcomes and impacts Existing ratings for project outcomes (i.e., self-ratings and independent ratings) Changes in global benefit indexes and other global environmental indicators 	<ul style="list-style-type: none"> Project reviews Field visits Evaluative evidence from projects and donors 	<ul style="list-style-type: none"> Desk review of projects and field visits Interviews with government officials Global Environmental Benefits Assessment GEF portfolio analysis
At the aggregate level (portfolio and program) by focal area	<ul style="list-style-type: none"> Aggregated indicators from above Catalytic and replication effect Contribution by the GEF 	<ul style="list-style-type: none"> Data from overall projects and other donors 	
At the country level	<ul style="list-style-type: none"> Aggregated indicators from above Overall outcomes and impacts of GEF support Catalytic and replication effect 	<ul style="list-style-type: none"> Project and phase evaluations 	

Annex C. Literature Reviewed

- Affognon, Hippolyte Djossé. *Crop Protection in Benin – Factors Influencing Pesticide Use*. A Publication of the Pesticide Policy Project, Hannover, Special Issue Publication Series, No.7, March 2002
- Agriculture and Rural Development Central and West Region, *Republic of Benin*
- Appraisal Report Communal Forests Management Support Project Corrigendum*, June 2005
- Akambi L. *Mission de formulation du Programme d'Aménagement des Zones Humides au Bénin - Rapport Pêche Lagunaire*, 1996
- Autorité du Bassin du Niger, Sofreco, *Etude d'élaboration du schéma directeur de lutte contre l'ensablement dans le bassin du Niger*, février 2007
- Banque Mondiale, *Rapport d'évaluation Projet de gestion des Ressources naturelles*, 1992
- Banque Mondiale, *Document de projet final révisé par la Banque Mondiale pour le Projet de Gestion des forêts et des territoires riverains*, décembre 2007
- Banque Mondial, *Aide-mémoire de la Mission de lancement du 11 au 22 février 2007 pour le Projet de Gestion des forêts et des territoires riverains*, février 2007
- Banque Mondial, *Aide mémoire de la Mission de supervision du 1er au 13 Octobre 2006 pour le Projet de Gestion des forêts et des territoires riverains*, octobre 2006
- Banque Mondiale, *Aide-Mémoire Mission Banque Mondiale du 28 mars au 10 Avril 2007 pour le projet de Gestion communautaire de la biodiversité marine et côtière*, avril 2007
- Banque Mondiale, *Document d'évaluation de PROJET Inversion des tendances à la dégradation des terres et des eaux dans le bassin de Niger*, avril 2004.
- CID-RH Bureau d'Etudes – Cabinet Conseils, *Projet d'Aménagement des Massifs Forestiers d'Agoua, des Monts-Kouffé et de Wari-Marou Etude d'Impact Environnemental*, avril 1997
- Dr. Constant Houndenou avec la collaboration de Professeur M. Boko, Dr. A. Tingbe-Azalou, L. Affoyon, A. C. Zime, *Tableau de bord du kiosque informations et produits du SISEI – Bénin: Indicateurs environnementaux et Statistiques (Compendia)*, janvier 2002
- FAOSTA T, *Base de données statistiques de la FAO*. Souscrire à <http://apps.fao.org>- juin 2001.
- GEF RAF/ 99 /G41, *Renversement de la tendance à la dégradation des terres dans le bassin du fleuve Niger ; Analyse Diagnostic Transfrontalière (ADT) préliminaire*, mars 2000
- GEF, *Project Agreement: National Parks Conservation and Management Project*, April 2000
- GEF, *Global environment facility trust fund grant agreement for the National Parks Conservation and Management Project*.
- GEF, *Status of Climate change TOP-UP Activities supported by GEF*
- GEF, *GEF Secretariat Concept Agreement Review for the Program for the Management of Forests and Adjacent Lands*, 1999
- GEF, *Project Brief for the Program for the Management of Forests and Adjacent Lands*, 1999
- GEF, *Project Brief: Intersessional Work Program Submission for the Community-based Coastal and Marine Biodiversity Management Project*, 2003
- GEF, *Project Document: Intersessional Work Program Submission for the Community-based Coastal and Marine Biodiversity Management Project*, June 2003

- GEF, *Project Executive Summary: Intersessional Work Program for the Community-based Coastal and Marine Biodiversity Management Project*, January 2003
- GEF, *Proposal for Project Development Funds: Block B Grant for the Community-based Coastal and Marine Biodiversity Management Project*, 2007
- GEF, *Document de proposition de Projet: Additional Enabling Activity Proposal for Capacity Needs Assessment for the Implementation of Benin's National Biodiversity Strategy and Action Plan, Second National Report and Clearing House*, 2000
- GEF, *Document de projet ANCR*
- GEF, *Regional: Water Pollution Control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem (LME)*, Project Document, 1993
- GEF, *GEF International Waters Annual Project Performance Results Template for GCLME*, 2006
- GEF, *GEF International Waters Annual Project Performance Results Template for GCLME*, 2007
- GEF, *Half-Yearly Progress Report: January – June 2006 GCLME*, 2006
- GEF, *Project Brief for GCLME*
- GEF, *GEF Secretariat Review: PDF B Approval GCLME*
- GEF, *Project Development Facility Request For PDF Block B Approval GCLME*, 2005
- GEF, *Project Executive Summary: GEF Council Work Program Submission GCLME*, 2003
- GEF, *Project Brief Reversing Land and Water Degradation Trends in the Niger River Basin*, 2003
- GEF, *GEF Council Work Program Submission PROJECT EXECUTIVE SUMMARY Reversing Land and Water Degradation Trends in the Niger River Basin*, 2003
- GEF/C.31/5, *Comparative Advantages of the GEF Agencies*, May 2007
- Houndenou, Constant et al., *Tableau de bord du kiosque informations et produits du SISEI-Benin: Indicateurs environnementaux et statistiques (Compendia)*, Agence Béninoise pour l'Environnement, MEHU, janvier 2002
- Ir. Dr. Brice Sinsin, Ir. Comlan Hessou, *Politique d'utilisation des terres dans les zones tampons et stratégies de gestion des terroirs villageois autogérés autour des aires protégées*
- M.G Agbahoungba, Dr. S.N. Tomety, Dr. J.J. Goussard, *Etude d'Impact Environnemental Programme de Gestion des Terroirs et Ressources Naturelles (PGTRN)*, Mars – Avril 2000
- Maep, Danida, *Analyse des aspects environnementaux : Programme d'Appui au Développement du Secteur Agricole (PADSA), Phase II*, décembre 2002
- Onibon A., O. Sr, et F. Odoom, *Etude prospective du secteur forestier en Afrique de l'Ouest à l'horizon de 2020*, Rapport préparé pour le compte de la FAO, dans le cadre de l'étude prospective du secteur forestier en Afrique (FOSA), 2001
- Paraiso, Armand, *Etude d'impact de la formation en compostage sur les activités de production maraîchère*, PADSA, février 2001
- PNUD, *Document de proposition finale de Projet Stratégie nationale et plan d'action pour la biodiversité*
- PNUD, *Rapport d'évaluation du Projet (version finale) Aménagement participatif des forêts naturelles et reboisements villageois pour la réduction du carbone*, novembre 1998
- PNUD, *Compte rendu de la revue tripartite finale du projet d'aménagement participatif de forêts naturelles et reboisement villageois pour la réduction du carbone*
- PNUD, *Compte rendu de la revue de supervision conjointe PNUD/gouvernement du Projet d'aménagement participatif de forêts naturelles et reboisement villageois pour la réduction du carbone*
- PNUD, *Descriptif du Projet Aménagement participatif de forêts naturelles et reboisement villageois pour la réduction du carbone*
- PNUD, *Plan d'aménagement participatif des forêts classées de la sota, de gougoun et de la roneraie de goroubi pour le Projet d'aménagement participatif de forêts naturelles et reboisement villageois pour la réduction du carbone*, juillet 1997.
- PNUD, *Document de projet Communication Nationale initiale du Bénin sur les Changements climatiques*
- PNUD, *Revue tripartite finale du projet Communication nationale du Bénin sur les changements climatiques*
- PNUD, *Activités habilitantes pour l'élaboration du deuxième rapport nationale en application de la CCCNU*

- PNUD, *Document de proposition du projet Financement additionnel pour le développement des capacités en changement climatique*
- PNUD, *Document du Projet Centre d'échange*, 1997
- PNUD, *Rapport de la séance de suivi pour PANA du moi de mars*, 2006
- PNUD, *Compte rendu de la réunion technique annuelle PANA*, décembre 2006
- PNUD, *Compte rendu de la réunion de concertation à propos des données de base relative aux indicateurs du CPAE*
- PNUD, *Compte rendu de réunion technique annuelle PANA*, 2005
- PNUD, *Rapport d'activité du troisième trimestre année PANA*, 2005
- PNUD, *Rapport d'activité du deuxième trimestre année PANA*, 2005
- PNUD, *Rapport d'activité du deuxième trimestre année PANA*, 2006
- PNUD, *Rapport d'activités du troisième trimestre PANA*, 2006
- PROSPECT C&S, *Rapport d'Evaluation Environnementale du projet d'Appui au Développement Rural du Mono-Couffo (PADMOC)*, février 2002
- République du Bénin, *Premier rapport nationale en application de la CCCNU*, décembre 2001
- République du Bénin, *Inventaire et analyse critique des travaux de base de la communication nationale initiale de mise en œuvre au Bénin de la Convention Cadre des Nations Unies sur les changements climatiques*
- République du Bénin, *Communication du Bénin sur les changements climatiques*
- République du Bénin, Ministère de l'Environnement de l'Habitat et de l'Urbanisme (MEHU), PNUD, *Programme d'action national d'adaptation aux changements climatiques du Bénin (PANA – Bénin) préliminaire*, septembre 2007
- République du Bénin, Ministère de l'Environnement de l'Habitat et de l'Urbanisme (MEHU), *Stratégie Nationale de mise en œuvre au Bénin de la Convention Cadre des Nations Unies sur les Changements Climatiques*, mai 2003
- République du Bénin, Ministère de l'Environnement de l'Habitat et de l'Urbanisme (MEHU), *Plan Stratégique 2002 – 2006*, septembre 2001
- République du Bénin, MEHU, *Programme d'Action National de Lutte contre la Désertification*, PNUD, GTZ, CCD.
- République du Bénin, Ministère de l'Environnement de l'Habitat et de l'Urbanisme (MEHU), *Plan d'Action Environnemental du Bénin, première version révisée*, novembre 2001
- République du Bénin, *Agenda 21 National*, janvier 1997
- République du Bénin, CNDLP *Document de Stratégie de Réduction de la pauvreté au Bénin (2003 – 2005) : Diagnostic et Stratégies Volume*, septembre 2002
- République du Bénin, MAEP, *Schéma Directeur de Développement Agricole et rural*, Volume 1 : Politique et Stratégie Générales, mai 2000
- République du Bénin, Ministère de l'Environnement de l'Habitat et de l'Urbanisme (MEHU), *Document de Projet: Stratégie nationale et plan d'action pour la biodiversité & Rapport du Bénin à la conférence des parties*, Avril 1999
- République du Bénin, Ministère de l'Environnement de l'Habitat et de l'Urbanisme (MEHU), *Deuxième rapport national de la biodiversité*
- République du Bénin, Ministère de l'Environnement de l'Habitat et de l'Urbanisme (MEHU), *Troisième et dernière réunion tripartite du projet Stratégie nationale et plan d'action pour la biodiversité*
- République du Bénin, Ministère de l'Environnement de l'Habitat et de l'Urbanisme (MEHU), *Rapport de la deuxième revue tripartite du projet Stratégie nationale et plan d'action pour la biodiversité*
- République du Bénin, *Recueil des informations sur les effets néfastes des changements climatiques en République du Bénin*, 2005.
- République du Bénin, *Identification et évaluation des besoins de renforcement de capacité pour la mise en œuvre du Plan d'actions de la diversité biologique*, MEHU, UNDP
- République du Bénin, *Plan national de mise en œuvre de la convention de Stockholm*

- République du Bénin, *Rapport d'audit des comptes (1er Juin au 30 Septembre 2006) projet de développement du Plan national de mise en œuvre des POP*, 2006
- République du Bénin, *Rapport de l'Atelier de lancement du projet auto-évaluation nationale des capacités à renforcer pour la gestion de l'environnement mondial au Bénin*
- République du Bénin, *Projet auto-évaluation nationale des capacités à renforcer pour la gestion de l'environnement mondial au Bénin : Groupe thématique biodiversité*, avril 2007
- République du Bénin, *Identification des besoins et des activités ciblées et coordonnées en matière de renforcement des capacités sur la problématique des changements climatiques au Bénin*, 2007
- République du Bénin, *Etude d'analyse diagnostique sur la désertification*, Avril 2007
- République du Bénin, *Auto-évaluation nationale des capacités à renforcer pour la gestion de l'environnement mondial au Bénin*
- République du Bénin, *Décentralisation et problématique de la gestion environnementale au Bénin*, avril 2007
- République du Bénin, *Projet auto-évaluation nationale des capacités à renforcer pour la gestion de l'environnement mondial au Bénin : Groupe thématique eau assainissement et pollution*, 2007
- République du Bénin, *Rapport analyse approfondie de la synthèse des besoins en renforcement des capacités*, 2007
- République du Bénin, *Rapport de l'auto-évaluation nationale des capacités à renforcer pour la gestion de l'environnement mondial au Bénin*, 2007
- République du Bénin, *Rapport des premières vacances sur les changements climatiques*, 2007
- République du Bénin, *Identification et évaluation des besoins de renforcement des capacités pour la mise en œuvre du plan d'action de la diversité biologique*, Mars 2002
- République de la Côte d'Ivoire, Ministère des eaux et forêts, Direction générale des eaux et forêts, Direction des ressources en eau, *Note d'Information sur l'Autorité du Bassin du Niger*
- S. Seibou Toleba, S. Houessou, L.M. Oyede, A. Chikou, B.I. Abdou, D. Houinato, *Programme d'Appui au Développement Participatif de la pêche Artisanale au Bénin (PADPPA) Etude d'Impact Environnemental*, octobre 2001
- UICN, *Étude d'impact environnemental sur les activités du programme de conservation et gestion des parcs nationaux*, mai 1997
- UNDP, *Project Document Section 1 – Project Identification GCLME*, 2004
- UNDP, *GEF APR/PIR 2006 GCLME (1 July 2005 to 30 June 2006)*, June 2006
- UNDP, *GEF APR/PIR 2007 GCLME – INTERNATIONAL WATERS (1 July 2006 to 30 June 2007)*, June 2007
- UNDP, *Re-submission of PDF-B proposal Guinea Current Large Marine Ecosystem*, 2000
- UNEP, *GEF PIR FY 07 GCLME (1 July 2006 to 30 June 2007)*, June 2007
- UNEP, *Document de projet final pour le Plan national de mise en œuvre de la convention de Stockholm*, 2003
- UNEP, *Progress Report: June 2003 – September 2004 Enabling Activities for the Stockholm Convention on POPs, National Implementation Plan for Benin*, September 2004
- UNEP, *Progress Report: October 2004 – March 2005 Enabling Activities for the Stockholm Convention on POPs, National Implementation Plan for Benin*, March 2005
- UNEP, *Progress Report: April – June 2005 Enabling Activities for the Stockholm Convention on POPs, National Implementation Plan for Benin*, June 2005
- UNEP, *Progress Report: July 2005 – March 2006 Enabling Activities for the Stockholm Convention on POPs, National Implementation Plan for Benin*, March 2006
- UNDP, *Benin NAPA Proposal*
- UNDP, *Project Document Reversing Land and Water Degradation Trends in the Niger River Basin*, 2004
- UNIDO, *Finale Communiqué, First Regional Symposium on Large Marine Ecosystem of the Gulf of Guinea held 26-30 January 1998*, Abidjan, Côte d'Ivoire, 1998
- UNIDO, *Press Release, First Regional Symposium on Large Marine Ecosystem of the Gulf of Guinea held 26-30 January 1998*, Abidjan, Côte d'Ivoire, 1998

UNIDO, *Water Pollution Control and Biodiversity Conservation in the Gulf Of Guinea Large Marine Ecosystem (LME) EG/RAF/92/G34: Mid-Term Evaluation Mission*, February 1998

UNIDO, *Aide-Mémoire: Technical Review Meeting on the GCLME Strategic Action Plan Program and Suite of Indicators, Interim Guinée Current Commission*, Regional Coordination Unit GCLME/

Executive Secretariat, IGCC, Accra, Ghana, December 2006.

Unité de Gestion et de Coordination des Programmes (UGCP), *Bilan de l'exécution du programme du travail interimaire au 30 novembre 2005*, 2005.

World Bank, *Implementation complete report of National Parks Conservation and Management Project*, 2006

Annex D. Interviewees

Sikirou Adam, CEDED-NGO
Joseph Adande, Consultant, CEDED/Member
Gansounou Agathe
Céline Agbanlin
Isidore Agbekou, Programme Supervisor
Camille Agbo, ABPEE NGO
Justin Agbo
Cyriaque Agbon, Geographer - Cartographer
Auguste Agboton, Ecogarde
Martin Agouloye, Technical Advisor responsible for relations with local communities and development partners
Bertin Ahodomon, Project Financier
Fiacre Codjo Ahononga, Collaborator, Monitoring Evaluation
Assionvi Ahouansou
Dossa Théophile Ahouansou
Kpadévi Théophile Ahouansou
Marcellin Aigbe, National Coordinator, JSF Benin NGO
Alao Akala, DGE/MEPN/Bali Convention Focal Point
Sylvain Akindele, PGFTR
Clément Bill Akouedenoudje, DGE/MMEE
Gaston Akouehou, SESE/DGFRN
Gambari Akim Alfa, PGFTR
Tchokponhoué Allomasso, DE-Water/MMEE
Raphiou Adissa Aminou, MEPN
Richard Amoussou, Assistant to SG/MAEP
François Amoussou, Ecogarde
Sévérin Asse
Daniel Assogba, DG Energy/Ministry of Mines
Benoît Avononmadegbe, Coordinator, PGFTR
Houmènou Awoudokpo

Bertrand Ayihouenou
Joseph Baah-Dwomoh, Resident World Bank Representative in Cotonou
Moubachirou Badarou, ABPEE NGO
Thomas Bagan, Coordinator, NAPA /MEPN
Y.Chabi Baguidi, Collaborator SESE
Franck de Baropa, ERAD-NGO
Boukari Bata
Nicolas Bernatas, President, French international development association
Juliette Biao
Joséa Bodjrenou, President, Antoine Metonou, Benin Nature NGO
Gontran Capo-Chichi
Célestin Coovi
Koty Cyr, DGE /MMEE
Yolande D'almeida, DG FNE/MEPN
Camille Alex Dagba, ABE
Camille Dagba, Local Communities and SISE Support
Sodjo Solange Damassoh, C/SCT/DPP/MEPN
Lucien Dehy, Executive Director, Fisheries Development Initiative NGO
Ibila Djibril, Climate Change Focal Point
Roger Djiman, Director C/CRHOB (LME-GG)
Jean Dohou, Executive Director, Missité NGO
Benoît Domingo, DPP/MEPN
Bernadette Dossou, Director General, Environment/MEPN
Joséa Dossou-Bodjrenou, Director, Nature Tropicale NGO
Paul Dovi, DMRE/DGPD/MEPDAAEP
Emile Edea, Geographer - Cartographer
Azizou El-Hadj Issa, Director

Sylvestre Fandohan, Director and Former Director,
Village-based Management of Woody Savanna Project
Léon Fantodji, Colonel, DGFRN
Assise Fiodandji, President
Mama Gao Seidou, Director, CENAGREF
Yvette Gauthé, DGE/MEPN
Eugène Grimaud, Ministry Secretary General (Assistant) SGM/A/MAEP
Bonaventure Guedegbe, Assistant DG ABE
Mathieu Hououinato, Coordinator SGP/GEF
Damien Houangni
Thomas Houedete, Consultant Economist
Richard Houessou, C/SPCT/MAEP
Clément Houessoukpe, Director, Forecasting and Programming for the Ministry of Energy, Mines and Water
Mathieu Houinato, National Coordinator, SGP
Dr Marcel Houinato
Safiri Ibouraima, Technical Advisor, Environment
Rihanath Ichola, DGE/MEPN
Dr Imorou
Fabiana Issler, Regional UNDP office
Théophile Kakpo, PGFTR
Georges Kangan
Léopold Kanhonou, CTPN
Anne-Marie Kiangon
Yantilioussi Kiansi, Executive Secretary, AVIGREFs in Tanguéta
Ferdinand Kidjo, Technical Director, CENAGREF
Jacques Kouazounde, Project Coordinator, UNDP/RAF 02/G31
Epouse Koudenoukpo, Ministry of the Environment and Nature Protection
Herbert Koulito, DGE/MMEE
Hermel Kounake, Secretary General, VCP NGO
Agnès Koussemou, DGB/MF
Yessuofou Kowiyou, CERF
Jean Prosper Koyo, Resident FAO Representative, Benin
Daniel Kpangon
Pascaline Kpatenon
Chakirou Lawani, Coordinator, GED/GET
Daniel Lokonon, Executive Director, AGEDREN/Basila NGO
Wabi Marcos, C/SPP/DGE

Christophe Medenou, DAPP/MAEP
Chabi Séké Morakpai, DGE/MEPN
Gaston Noukounon, Ecogarde
Marcel Noukpo, Office for Programming and Forecasting
Koffivi Nouwogou, Animator/Coordinator, Grand-Popo district union of producers
Christoph Oertle, Associate Director, Helvetas Benin
Meixent Ogou, Director, Action Plus NGO
Raphaël Ogouchi, Assistant Director General, Environment
Imorou Orou-Djeri, DGE/MEPN
Sabi Orouye, Director General
Dr Oumorou
Célestine Oungbeadan
Imorou Ouro-Djeri, CDP/DGE/MEPN
Lucien Owolabi, Coordinator NCSA/GEF Director CNDD
Gilbert Poumague, Assistant Resident UNDP Representative
Gaëtan Quesne, Mission Head
Daniela Renner, Associate Programme Director, Helvetas Benin
Jean Jacob Sahou, UNDP Program officer
M. Saizonou
Souley Salami, Assistant Director
Omer Sasse, NGO ECOECOLO
Amissatou Tamou
Dr Yarou Tanga
Kocou Teblekou, Ministry Secretary General
Djafarou Tiemoko, Director
Geneviève Toklo, CSE/DPP/MAEP
Pierre Clavaire Tokplo, DMRE/DGPD/MEPDAAEP
Marcos Wabi, DGE/MEPN Rotterdam Focal Point
Théophile Worou, GEF/Benin Chief of Staff and Political Focal Point
Zoumènou Pascal Yaha, Former Secretary General and Director, Programming and Forecasting of MEPN
Jean Tessi Yehounou, Assistant Director General, Forests and Natural Resources
Armande Zanou, DGE/MEPN UNCCD Focal Point
Cathérine Zinsou, Treasurer
Messieurs Zoundo, Former project director

Annex E. Links between GEF-Supported Projects and Other National and International Projects

Project	Status and type	Other national and international support
Programme for the Management of Forests and Adjacent Lands (PGFTR): 2006 to 2010	Ongoing FSP GEF-3	<ul style="list-style-type: none"> The PGFTR is cofinanced by the World Bank (\$21 million), the Government of Benin, (\$1 million) and the contribution from beneficiaries (\$0.35 million). This project was preceded on the one hand by the Natural Resources Management Project (PGRN), cofinanced by the GTZ, the World Bank, the French Development Agency, and the Government of Benin (from 1993–1997), and on the other hand by the Programme for the Management of Forests and Adjacent Lands (PGFTR), cofinanced by the GTZ, the AFD, and the Government of Benin (from 1998–2002). Both of these projects contributed to the conservation of natural resources in the forests and their adjacent lands. In addition, the African Development Bank (AfDB) and the Arab Bank for the Economic Development of Africa (ABEDA) financed the management of the Agoua, Mount Kouffé and Wari-Marô forests as part of the Management of Agoua Main Forest, Mount Kouffé and Mount Wari-Marô Project. The AfDB also financed the Fire Wood Planting Project (Phases I and II), the results of which are revisited under the Communal Forests Management Support Project (PAGEFCOM), which supports some Communities (Atlantic, Zou and Colline) in the management of protected forests. Support from the GTZ bears mentioning regarding the Forestry Resources Restoration Project (PRRF) of Bassila in the Department of Donga. Through the Natural Resources Conservation and Management Program (ProCGRN), the GTZ has worked toward revising forestry management plans in the forestry sectors of Agrimey, Djigbé, Toffo, Massi, Koto, etc.
Combating Living Resource Depletion and Coastal Area Degradation in the Guinea Current LME through Ecosystem-based Regional Actions	Ongoing FSP GEF-3	<ul style="list-style-type: none"> Benin's financial contribution of \$550,000 is rounded out by contributions in kind, i.e. from local scientific expertise necessary to the project, and ocean equipment for data collection. There have been several preparatory initiatives and preliminary studies undertaken in Benin (including studies on the creation of Protected Marine Areas). In this vein of initiatives, there is the support of the Netherlands Development Cooperation through the completed Wetlands Management Project (PAZH), which has merit in developing the master plan for wetlands management in southern Benin. Also noteworthy are the initiatives conducted by the Participative artisanal fisheries development support programme (PADPPA), financed by the International Fund for Agricultural Development (IFAD).
Community-Based Coastal and Marine Biodiversity Management Project (PGCBMC)	Pipeline GEF-3	<ul style="list-style-type: none"> Cofinancing for this project is expected from the Coopération Française [French aid organization] (\$9.8 million), the Government (\$0.7 million), the International Development Association (IDA) (\$7.3 million), and the United Nations Population Fund (UNFPA) (\$1.8 million).

Project	Status and type	Other national and international support
Enabling Activities for the National Plan to Implement the Stockholm Convention on POPs	Completed enabling activity GEF-3	<ul style="list-style-type: none"> • UNEP is cofinancing the project for \$0.045 million. • In addition to Government efforts led by the Plant Protection Services, the Fair and Organic Alafia Cotton Project was developed and started up in the Pendjari Biosphere Reserve through the collaborative efforts of the Food and Applied Nutrition Directorate (DANA) (MAEP), the Ministry of Public Health, the German agency for technical co-operation (GTZ), and the Helvetas Swiss Association for International Cooperation. One of the primary objectives of this project is to safeguard the resident populations of the park from the harmful effects of pesticides. This project will be carried out from 2008–2012 for the realization and consolidation phase, and from 2013–2015 for the short-term support and reversibility phase.
Project for the Elaboration of the National Programme of Action for Adaptation for Climate Change (NAPA)	Completed enabling activity	<ul style="list-style-type: none"> • The Government of Benin cofinanced this project for \$32,000. • The Government has implemented incentives to reduce atmospheric pollution, especially in the large cities (e.g. Cotonou) where the number of motorcycle taxis (Zémidjan) is greatest. Added to this Government effort is €1.1 million in financing from the French Development Agency (AFD) through the intermediary of the FFEM for a Programme to Combat Atmospheric Pollution. It will enable 10,000 Zémidjans to acquire 4-stroke motorcycles by 2008. • With respect to the United Nations Framework Convention on Climate Change (UNFCCC), a project entitled Adaptation to Climate Change in the Sustainable Use of Catchments in Northwest Benin was carried out with an additional budget of €120,000, or approximately 79 million CFAF that the GTZ implemented through the CaPP Programme from January 2006 to June 2007 in the communities of Tanguiéta and Ouaké. This initiative included participation from the MEPN (UNFCCC Focal Point), the national Coordination Committee for the National Adaptation Programme of Action (NAPA), the Division for Environment and Protection of Nature (DDEPN) of the departments of Atacora and Donga, and the local or community administrative structures. • Partnership agreements have been signed with the National Institute of Agricultural Research of Benin (INRAB), the interdisciplinary research project (IMPETUS), and the GTZ Drinking Water Programme (PEP).
Reversing Land and Water Degradation Trends in the Niger River Basin	Ongoing FSP GEF-3/4	<ul style="list-style-type: none"> • Cofinancing of \$16.902 million is divided as follows: in-kind Counterparts, \$2.14 million; AfDB, \$10.0 million; Dutch Gov't, \$3.35 million; Gov't of Norway, \$160,000; Dutch Trust Fund, \$587,000; UNDP-TRIB, \$75,000; WWF, \$110,000; WB:IW, \$300,000; other preparation costs: UNDP-SPPD, \$80,000; and the UNDP-TRIB, \$100,000. • The State of Benin has recently invested in the management of Border Conflicts with Niger. • The Benin-SNV (Netherlands Development Cooperation) supports the Northern Communities (Alibori) in the management of cross border transhumances in the Niger River Basin, aimed at mitigating against the degradation of its resources.
Enhancing the Effectiveness and Catalyzing the Sustainability of the WAP	In discussion FSP GEF-3	<ul style="list-style-type: none"> • Cofinancing for this project has reached \$18.59 million: \$15,000 from the UNDP, and \$120,000 from governments (i.e. Niger, Benin, and Burkina Faso) as well as from the IUCN.

Project	Status and type	Other national and international support
National Parks Conservation and Management Project	GEF financing at completion in 2005 FSP GEF-3	<ul style="list-style-type: none"> The national financial contribution as well as the other development partners (KfW, GTZ) is \$6.24 million. Financing from the GTZ is pending. This project, financed by the World Bank, the GTZ, and the AFD from 1993–1997, was preceded by the PGRN Forestry Management Unit (VAF), which launched the precursory co-management approach when the AVI-GREFs originated. The European Union was also present in financing the inter-regional (Benin, Burkina Faso, and Niger) ECOPAS Programme.
Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions	Completed FSP GEF-1 & 2	<ul style="list-style-type: none"> The total national contribution of 22,408,500 CFAF consisted of payments for national personnel salaries, equipment, and fuel. The FAO completed the first reforestation project in Benin (1981–1985); the UNDP also financed the catchments development and bush fire control project in the Department of Atacora (1988–1991). The EDF financed the National Parks Management Project (Pendjari and W) from 1985–1990, and the World Bank and the KfW financed the planting of 3,400 ha of teak in the Lama Reserved Forest (1985–1990). In addition, the UNSO has provided annual assistance in support of National Tree Day since 1985.
National Strategy and Biological Diversity Conservation Action Plan Project	Completed enabling activity GEF-2	<ul style="list-style-type: none"> The GEF is the primary source of funding for this Project (there is no cofinancing).
First Communication for Climate Change in Benin	Completed enabling activity GEF-3	<ul style="list-style-type: none"> The GEF is the primary source of funding for this Project (there is no cofinancing).
Climate Change Enabling Activities (Additional Financing)	Completed enabling activity GEF-3	<ul style="list-style-type: none"> The GEF is the primary source of funding for this Project (there is no cofinancing).
Strengthening Scientific and Technical Capacities for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves	Completed FSP GEF-3/4	<ul style="list-style-type: none"> Cofinancing (broken down by financier): \$3.829 million. Benin receives financial assistance from the GTZ and the French Government for its biosphere reserves.

Annex F. GEF Portfolio in Benin

Project name	Focal area	GEF Agency	Modality	Funding in million \$	
				GEF	Cofinancing
National					
National Biodiversity Strategy and Action Plan	BD	UNDP	EA	0.23	—
Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions	CC	UNDP	FSP	2.50	—
National Parks Conservation and Management Project	BD	World Bank	FSP	6.24	17.10
Preparation of First National Communication to UNFCCC	CC	UNDP	EA	0.10	—
Preparation of Second National Communication to UNFCCC	CC	UNDP	EA	0.10	—
Exchange Center	BD	UNDP	EA	0.01	—
Management of Forests and Adjacent Lands Project	MF	World Bank	FSP	6.30	22.00
Additional Funding to Develop Climate Change Capacities	CC	UNDP	EA	0.10	—
Community-Based Coastal and Marine Biodiversity Management Project	BD	World Bank	FSP	4.65	9.80
Capacity Needs Assessment for the Implementation of the National Action Plan	BD	UNDP	EA	0.20	0.04
National Plan to Implement the POPs Convention	POP	UNEP	EA	0.49	0.05
National Capacity Needs Self-Assessment (NCSA) for National Environmental Management	MF	UNDP	EA	0.23	0.08
National Adaptation Programme of Action (NAPA)	CC	UNDP	EA	0.20	0.03
Regional					
Gulf of Guinea Large Marine Ecosystem: Phase I	IW	UNDP	FSP	6.00	0.51
Community-Based Management of On-Farm Plant Genetic Resources in Arid and Semi-Arid Areas of Sub-Saharan Africa	BD	UNEP	MSP	0.75	1.30
Reversing Land and Water Degradation Trends in the Niger River Basin	IW	World Bank/UNDP	FSP	13.38	16.90
Addressing Transboundary Concerns in the Volta River Basin	IW	UNEP	FSP	5.85	10.37
Gulf of Guinea Large Marine Ecosystem: Phase II	IW	UNDP/UNEP	FSP	21.45	33.87
Capacity-building for Improving Greenhouse Gas Inventories (West and Francophone Central Africa)	CC	UNDP	FSP	2.99	0.61
Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari (WAP) Protected Area System	BD	UNDP	FSP	5.62	18.59

Project name	Focal area	GEF Agency	Modality	Funding in million \$	
				GEF	Cofinancing
Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves	BD	UNEP	FSP	2.75	3.83
Reducing Dependence on POPs and other Agro-Chemicals in the Senegal and Niger River Basins	POP	UNEP	FSP	4.48	4.83
First Micro/Mini-Hydropower Capacity Development and Investment in Rural Electricity Access in Sub-Saharan Africa	CC	UNDP	FSP	19.17	121.34
Supporting Capacity Building for the Elaboration of National Reports and Country Profiles by African Parties to the UNCCD	LD	World Bank	MSP	0.90	0.90
Strategic Investment Program for Strategic Land Management in Sub-Saharan Africa	LD	World Bank/ UNDP/ UNEP/ BDAf/ IFAD/ FAO	FSP	134.36	978.43
West African Regional Biosafety Program	BD	World Bank	FSP	6.10	15.54
Global					
Climate Change Training, Phase II	CC	UNDP	EA	2.70	0.50
Technical Assistance to Francophone LDCs to Implement the UNFCCC/COP8 Decision	CC	UNDP	MSP	0.21	0.04
Enabling Sustainable Dryland Management Through Mobile Pastoral Custodianship: World Initiative on Sustainable Pastoralism (add on)	LD	UNDP	MSP	1.00	1.88
Pipeline					
Hydro-Pico Vietnam Technology Transfer in Equatorial Africa	CC	UNEP	FSP	1.75	1.00
SGP					
Promoting and Popularizing Energy-Efficient Stoves and Pressure Cookers in the Zangnanado Commune to Combat Deforestation and Reduce the Effects of Climate Change	CC	UNDP	—	0.05	—
Promoting the Barbados Nut Tree (<i>Jatropha curcas</i>) by Women's Groups and Raising Awareness About Using its Oil as a Biofuel in the Villages of Dotan and Avobgana in Benin	CC	UNDP	—	0.05	—
Safeguarding Atlantic Sea Turtles and Their Habitats Along the Benin Coastline	BD	UNDP	—	0.05	—

Note: BD = biodiversity; CC = climate change; EA = enabling activity; IW = international waters; LD = land degradation; MF = multifocal; MSP = medium-size project.

Annex G. Projects Excluded from the Evaluation

Project name	Focal area	GEF Agency	Modality	Funding in million \$	
				GEF	Cofinancing
Regional					
Community-Based Management of On-Farm Plant Genetic Resources in Arid and Semi-Arid Areas of Sub-Saharan Africa	BD	UNEP	MSP	0.75	1.30
Capacity-building for Improving Greenhouse Gas Inventories (West and Francophone Central Africa)	CC	UNDP	FSP	2.99	0.61
Reducing Dependence on POPs and other Agro-Chemicals in the Senegal and Niger River Basins through Integrated Production, Pest and Pollution Management	POPs	UNEP	FSP	4.48	4.83
First Micro/Mini-Hydropower Capacity Development and Investment in Rural Electricity Access in Sub-Saharan Africa	CC	UNDP	FSP	19.17	121.34
Supporting Capacity Building for the Elaboration of National Reports and Country Profiles by African Parties to the UNCCD	LD	World Bank	MSP	0.90	0.90
Strategic Investment Program for Strategic Land Management in Sub-Saharan Africa	LD	World Bank/ UNDP/ UNEP/ BDAf/IFAD/ FAO	FSP	134.36	978.43
West African Regional Biosafety Program	BD	World Bank	FSP	6.10	15.54
Global					
Climate Change Training, Phase II	CC	UNDP	EA	2.70	0.50
Technical Assistance to Francophone LDCs to Implement the UNFCCC/COP8 Decision	CC	UNDP	MSP	0.21	0.04
Enabling Sustainable Dryland Management Through Mobile Pastoral Custodianship: World Initiative on Sustainable Pastoralism (add on)	LD	UNDP	MSP	1.00	1.88
Pipeline					
Hydro-Pico Vietnam Technology Transfer in Equatorial Africa	CC	UNEP	FSP	1.75	1.00

Note: BD = biodiversity; CC = climate change; EA = enabling activity; IW = international waters; LD = land degradation; MF = multifocal; MSP = medium-size project.

Annex H. Objectives of GEF-Supported Activities

Table H.1

Objectives of GEF-Supported Initiatives Included in the Evaluation

Focal area	FSP	Enabling activity
National		
Biodiversity	Help Benin to better manage and conserve its national parks.	Help Benin to implement the provisions of the Convention on biological diversity by giving it a national strategy document and an action plan for biological diversity conservation.
	Maintain the biodiversity of coastal ecosystems in the region through community resource management.	Help Benin establish the Biodiversity Exchange Center.
		Evaluate capacity needs for establishing a national biodiversity strategy.
Climate change	Ensure significant carbon absorption and thereby help to lessen the effects of greenhouse gases by managing the use of natural forests with full participation from the populations.	Help Benin to implement the provisions of the Framework Convention on Climate Change by preparing the National Action Plan and the First Communication of Benin.
		Help Benin to develop its Second National Communication on climate change.
		Develop the capacities of Benin in the use of clean energy production, through the private sector, in the participation and observation of networks.
		Help Benin identify priority initiatives to address its immediate, urgent needs and concerns to help it adapt to the harmful effects of climate change.
Multifocal	Help Benin to establish integrated management of ecosystems in forests and adjacent lands.	Evaluate the national capacity for worldwide environmental management.
POPs		Help Benin to implement the provisions of the Stockholm Convention.
Regional		
Biodiversity	Enhance the effectiveness and catalyze the sustainability of the W-Arly-Pendjari (WAP) Protected Area System for sustainable biodiversity conservation.	
	Strengthen scientific and technical capacities for the effective management and sustainable use of biodiversity in West African Biosphere Reserves.	
International waters	Protect and restore the Gulf of Guinea Large Marine Ecosystem and its natural resources.	
	Improve the management of international waters and reverse degradation trends in the Niger River Basin.	
	Control the degradation of living and regional coastal species of the Gulf of Guinea Large Marine Ecosystem.	

Table H.2

Objectives of GEF-Supported Initiatives Excluded from the Evaluation

Focal area	FSP	MSP	Enabling activity
Regional			
Biodiversity	Protect the regional biodiversity against the potential risks associated with cotton production in six West African countries to meet the requirements of the Cartagena Protocol on Biosafety and other international standards.	Improve the efficiency of the traditional agricultural system to ensure the conservation of local crops of global importance.	
Climate change	First Micro/Mini-Hydropower Capacity Development and Investment in Rural Electricity Access in Sub-Saharan Africa.		Strengthen capacities to improve the quality of the greenhouse gas inventory of participating countries, in one of the national communications.
POPs	Promote sustainable land management to catalyze and coordinate the work of lenders to address the deeper causes of pastoralism.		
Land degradation	Optimize the use of natural resources in the countries of sub-Saharan Africa to integrate and establish sustainable land management in all sectors	Help African member countries of the CCD to address the causes and reduce the negative effects of land degradation by integrating sustainable land management aimed at increasing the capacity of countries to prepare national reports.	
Global			
Climate change		Bring technical assistance to developing Francophone countries to help them establish the UNFCCC/COP8 decision with the participation of adaptation experts to strengthen long-term adaptation capacities.	Strengthen the capacities of participating countries to implement the Convention by supporting the establishment of a national institution and a development strategy, as well as strengthen the capacity of the four regional countries, and create an informal training network.
Land degradation		Promote sustainable land management by reducing political obstacles and strengthen capacities to identify innovative practices aimed at sustainable ecosystem management.	
Pipaine			
Climate change		Transfer the Hydro-Pico technology from Vietnam to equatorial Africa.	
POPs	Reduce the dependence on POPs and other agrochemical products in Senegal and the Niger River basin by using Integrated Pest Management.		

Annex I. Relevance of Project Objectives to National Development Plans

GEF phase/ ongoing NDP	Project name and objectives	National development plan texts
	National	
Pilot phase	Participatory Management of Natural Forests and Village Reforestation to Reduce Carbon Emissions Objective: Ensure significant carbon absorption and thereby help to lessen the effects of greenhouse gases by managing the use of natural forests with full participation from the populations.	The participatory approach developed by the project and prioritized as one of the expected project results is one of the key principles of the environmental strategy of Benin set out in the preparatory EAP document when it was developed for this Project. One of these principles establishes that the environment is everyone's responsibility and therefore, its management must be based upon a participatory approach.
GEF-1	First National Communication to the UNFCCC Objective: Help Benin to implement the provisions of the Framework Convention on Climate Change by preparing the National Action Plan and the First Communication of Benin.	The objective of this project complies with Component 1 of the EAP and Component 4 of the PNGE [national environmental management program] on education, training, awareness, and communication with the various stakeholders about environmental issues. It also contributes largely to Sub-component 8.1 of the PNGE on the Focal Points of International Conventions, the objective of which is to ensure better knowledge and monitoring of environmental conventions (including the UNFCCC) nationally.
	Second National Communication to the UNFCCC Objective: Help Benin to develop its Second National Communication on climate change.	Idem, per the foregoing.
	Exchange Center Objective: Help Benin to establish a Biodiversity Exchange Center.	This biodiversity exchange center is a contribution to the operationalization of Component 3 of the EAP on ecological biodiversity, specifically the creation of biological reserves, the management of areas of ecological interest, and the creation of botanical, scientific, cultural, and economic interest gardens.
GEF-2	National Biodiversity Strategy and Action Plan Objective: Help Benin to implement the provisions of the Convention on biological diversity by giving it a national strategy and action plans for biological diversity conservation.	The objective of this project fits perfectly with the primary objective of Component 3 of the EAP on biological diversity management. On the one hand, it sets out the inventory and study of Beninese species and ecosystems, which was conducted and appended to the strategy document and action plans for biological diversity conservation. On the other hand, it establishes a permanent system for monitoring ecological diversity.

GEF phase/ ongoing NDP	Project name and objectives	National development plan texts
GEF-2	National Parks Conservation and Management Project Objective: Help Benin to better manage and conserve its national parks.	<p>The project is a contribution to the operationalization of Sub-component 4 of Component 3 of the EAP on ecological biodiversity management. This Sub-component sets out the management of areas of ecological interest (reserved, protected, and existing private areas).</p>
	Community-Based Coastal and Marine Biodiversity Management Project Objective: Maintain the biodiversity of coastal ecosystems in the region through community resource management.	<p>This project helps operationalize Component 9 of the PNGE, which aims to establish an integrated environmental management system for biologically fragile coastal areas through the development of relevant legal, institutional, and decision-making tools together with the promotion of community management. It develops a special Sub-component, entitled “Controlling coastal erosion.”</p> <p>The objective of this project also fits in well with the elements of Component 6 of the EAP on the improvement of the urban setting, namely on controlling coastal erosion, and cleaning up and promoting beaches. It also takes into consideration the improvement and management of natural forests and other threatened ecosystems advocated by Component 3 of the EAP on biological diversity.</p>
	Capacity Needs Assessment for the Implementation of the National Action Plan Objective: Evaluate capacity needs to implement the National Biodiversity Strategy.	<p>The program framework of the EAP in its Component 1 and the PNGE in its Component 8 projected the environmental capacity building strategy at all levels. In particular, the objective of this project meets Sub-component 2 of the EAP and Component 8 of the PNGE.</p>
GEF-3	Additional Funding to Develop Climate Change Capacities Objective: Develop the capacities of Benin in the use of clean energy production through the private sector and network participation and observation.	<p>This Project aims to contribute to the implementation of Sub-components 5 and 9 of Component 2 of the EAP (land research activity). The sub-components set out research activities on biotechnologies, renewable energies, and the promotion of local environmental management initiatives.</p>
	National Plan to Implement the POPs Convention Objective: Help Benin to implement the provisions of the Stockholm Convention.	<p>This Project supports the Republic of Benin in its wish to integrate environmental issues into the country’s development plans and programs aimed at ensuring its sustainable development. This wish of the Government is largely expressed in various essential documents: the Poverty Reduction Strategy Paper (PRSP), the Benin 2025 National Long-Term Perspective Studies, the Government Action Programme (PAG-II), the national environmental management program (PNGE), which includes an “International Convention Management” component.</p>
	National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management Objective: Evaluate the national capacity for global environmental management.	<p>The objective of this project especially meets Sub-component 2 of the EAP and Sub-component 2 of Component 8 of the PNGE. The EAP in Component 1 and the PNGE in its Component 8 set out the environmental capacity building strategy.</p>

GEF phase/ ongoing NDP	Project name and objectives	National development plan texts
GEF-3	National Adaptation Programme of Action (NAPA) Objective: Help Benin identify priority initiatives to address its immediate, urgent needs and concerns to help it adapt to the harmful effects of climate change.	The objective of this project helps to provide an answer to the management of fragile ecosystems through the promotion of particular landscapes set out in Agenda 21 (chapter 13).
GEF-4	Management of Forests and Adjacent Lands Project Objective: Help Benin to establish integrated management of ecosystems in forests and adjacent lands.	The PGFTR is a contribution to controlling the degradation of natural resources related to the lawless management of rural areas specified in policy development documents: the EAP, the strategic orientation of the national land use policy (DEPONAT), the forestry policy of Benin, and the agricultural policy of Benin. The PGFTR is also involved in the conservation and management strategy for protected areas, the national strategy and action plans for the conservation of biological diversity, and the National Action Plan to Combat Desertification.
Regional		
Pilot phase	Gulf of Guinea Large Marine Ecosystem: Phase I Objective: Protect and restore the Gulf of Guinea Large Marine Ecosystem and its natural resources.	The objective of this project fits with the primary objective of the EAP, which aims to provide a response to the national strategy and action plans for biological diversity conservation.
GEF-3	Reversing Land and Water Degradation Trends in the Niger River Basin Objective: Improve the management of international waters and reverse degradation trends in the Niger River Basin.	This Project provides a response to the implementation of several development policies, i.e. the National Water Policy, the Land Tenure Policy, the Agricultural Policy, the National Land Use Master Plan, the National Energy Policy, the National Growth and Poverty Reduction Strategy, the National Wetlands Management Strategy of Benin, etc.
	Gulf of Guinea Large Marine Ecosystem: Phase II Objective: Control the degradation of living and regional coastal species of the Gulf of Guinea Large Marine Ecosystem.	Idem, per the foregoing.
	Enhancing the Effectiveness and Catalyzing the Sustainability of W-Arly-Pendjari (WAP) Objective: Enhance the effectiveness and catalyze the sustainability of the W-Arly-Pendjari (WAP) Protected Area System for sustainable biodiversity conservation.	This project provides an application of one of the NAP/LCD focal areas on natural resource conservation and protection. It is also involved in poverty reduction, and especially the operationalization of strategic objectives of the national strategy and the action plan for the conservation of biological diversity, i.e. in stakeholder capacity building in the area of biological resource and in the restoration of natural biological resources.
	Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves Objective: Strengthened scientific and technical capacities for the effective management and sustainable use of biodiversity in West African Biosphere Reserves.	This is a project that fits with one of the elements of Component 1 of the EAP on multidisciplinary and multisectoral research at the Université Nationale du Bénin and the Centre Béninois de la Recherche Scientifique et Technique [Beninese center of scientific and technical research] (CBRST). It contributes to the operationalization of Action 2 of the Action Plan for biological diversity conservation on the implication of local populations, and especially women in preservation and conservation initiatives related to biological diversity.

Annex J. Country Response

TRANSLATION OF GOVERNMENT RESPONSE INTO ENGLISH

Subject: Country Portfolio Evaluation: of Benin: Final Report

Date: April 10, 2008

Addressed to: Director of the GEF EO

I have the honor to inform you that the Ministry of the Minister of Environment and Nature Protection does not have any particular objection to the final report on the country portfolio evaluation of Benin.

In thanking you for all the work done, please accept my most highly regards.

On behalf of the Minister

Teophile Worou



République du Bénin

MINISTÈRE DE L'ENVIRONNEMENT ET DE LA PROTECTION DE LA NATURE

CABINET

Cotonou, le

10 AVR. 2008

N° *0208* /MEPN/DC/SGM/DGE/PFP-FEM/SA

A

MONSIEUR LE DIRECTEUR DU
BUREAU D'EVALUATION DU FEM
1818 H STREET NW
WASHINGTON DC, 20433
USA

OBJET : *Examen de la version finale du rapport
d'évaluation du Portefeuille Pays.*

Monsieur le Directeur,

J'ai l'honneur de vous informer que le Ministère de l'Environnement et de la Protection de la Nature n'a pas d'objection particulière après examen de la version finale du rapport d'évaluation de Portefeuille Pays du Bénin.

En vous remerciant pour la quantité du travail réalisé, veuillez agréer, Monsieur le Directeur, l'expression de mes salutations distinguées.



Pour le Ministre et P.O
Le Directeur de Cabinet,

Theophile C. WOROU
Theophile C. WOROU

References

The GEF Council documents cited here (indicated with the designation “GEF/C.xx”) are available on the GEF Web site, www.thegef.org, under Documents/Council Documents. GEF Evaluation Office documents can be found on the GEF Evaluation Office Web site, www.gefeo.org, under Publications.

Benin. 2001a. *Directory of Metadata on the Environment and Sustainable Development in Benin*. Version 1. Beninese Environment Agency.

———. 2001b. *Environmental Action Plan* (2001 version).

———. 2001c. *Initial Communication on Climate Change in Benin*.

———. 2002a. *General Census of the Population and Housing (Recensement General de la Population et de l'Habitat)*.

———. 2002b. *Inventory of Environmental Metadata and Sustainable Development in Benin* Beninese Environmental Agency (ABE).

———. 2003. *National Biodiversity Conservation Strategy and Action Plan*.

———. 2004. *Mission Report on Preparing a Debriefing Session on GEF Activities in Benin*.

———. 2006. “Progress Report, July–September 2006.” Directorate General of the Environment. MEHU.

———. 2007. *2007 MEPN Budget*.

———. *Benin National Climate Change Adaptation Action Program*. Draft.

———. *Benin Strategic Development Orientation Document (2006–2011)*.

———. MEPN Strategic Plan, and the Growth and Poverty Reduction Strategy document.

———. *National Strategy and Action Plan for Biodiversity Conservation in Benin*

———. *National Sustainable Development Strategy for Benin*.

Benin and DANIDA (Danish International Development Agency). 2002. *Environmental Impact Analysis: Agriculture Development Support Program, Phase II*. Ministry of Agriculture, Livestock, and Fishing.

Benin and GEF (Global Environment Facility). 2001. First monograph on biodiversity in Benin.

GEF EO (Global Environment Facility Evaluation Office). 2004a. *Biodiversity Program Study*. Evaluation Office. Washington, DC.

———. 2004b. *Climate Change Program Study*. Evaluation Office, Washington, DC.

———. 2006. *GEF Monitoring and Evaluation Policy*. Evaluation Document No. 1. Washington, DC.

———. 2007. *Comparative Advantages of GEF Agencies*. GEF/C31/5. Washington, DC.

GEF and UNDP (Global Environment Facility and United Nations Development Programme). 2007. *Benin National Coordination, Programme Strategy in Benin for the Fourth Operational Phase*.

UNDP. 2005. *Report on the Social and Economic Situation in Benin*.

UNIDO. 1998a. Fifth Semi-Annual Project Report.

———. 1998b. *Water Pollution Control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem: Technical Report. Mid-Term Project Evaluation*.

———. n.d. Administrative summary of Final In-Depth Project Evaluation.

World Bank. 2006. Implementation Completion Report for the National Parks Conservation and Management Project (PCGPN). Washington, DC.

———. Final Evaluation Report: Program for the Management of Forests and Adjacent Lands, Washington, DC.

WEC (World Economic Forum). 2005. *Environmental Sustainability Index*.

GEF Evaluation Office Publications

Number	Title	Year
Evaluation Reports		
44	GEF Annual Country Portfolio Evaluation Report 2008	2008
43	GEF Country Portfolio Evaluation: South Africa (1994–2007)	2008
42	GEF Country Portfolio Evaluation: Madagascar (1994–2007)	2008
41	GEF Country Portfolio Evaluation: Benin (1991–2007)	2008
40	GEF Annual Performance Report 2007	2008
39	Joint Evaluation of the GEF Small Grants Programme	2008
38	GEF Annual Performance Report 2006	2008
37	GEF Country Portfolio Evaluation: Samoa (1992–2007)	2008
36	GEF Country Portfolio Evaluation: The Philippines (1992–2007)	2008
35	Evaluation of the Experience of Executing Agencies under Expanded Opportunities in the GEF	2007
34	Evaluation of Incremental Cost Assessment	2007
33	Joint Evaluation of the GEF Activity Cycle and Modalities	2007
32	GEF Country Portfolio Evaluation: Costa Rica (1992–2005)	2007
31	GEF Annual Performance Report 2005	2006
30	The Role of Local Benefits in Global Environmental Programs	2006
29	GEF Annual Performance Report 2004	2005
28	Evaluation of GEF Support for Biosafety	2006
	Third Overall Performance Study	2005
	GEF Integrated Ecosystem Management Program Study	2005
	Biodiversity Program Study	2004
	Climate Change Program Study	2004
	International Waters Program Study	2004
Evaluation Documents		
ED-3	Guidelines for GEF Agencies in Conducting Terminal Evaluations	2008
ED-2	GEF Evaluation Office Ethical Guidelines	2008
ED-1	The GEF Evaluation and Monitoring Policy	2006



Global Environment Facility
Evaluation Office
1818 H Street, NW
Washington, DC 20433
USA

www.gefeo.org