

Document of  
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Report No: ICR00003248

IMPLEMENTATION COMPLETION AND RESULTS REPORT  
(TF-91739)

ON A

GRANT FROM THE

GLOBAL ENVIRONMENT FACILITY TRUST FUND

IN THE AMOUNT OF US\$4.3 MILLION

TO THE

REPUBLIC OF BENIN

FOR A

COMMUNITY-BASED COASTAL AND MARINE BIODIVERSITY MANAGEMENT PROJECT

February 13, 2015

Environment and Natural Resource  
Country Department, AFCF2  
Africa Region

## CURRENCY EQUIVALENTS

(Exchange Rate Effective May 15, 2014)

Currency Unit = West African CFA Franc

1.00 = US\$ 0.0020918

US\$ 1.00 = CFA 478.05

## ABBREVIATIONS AND ACRONYMS

ABE	Benin Environment Agency (Agence Béninoise pour l'Environnement)
CBCA	Community-Based Conservation Area
CC	Communal Council (Conseil Communal d'Ecodéveloppement – CCED)
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
GEF	Global Environment Facility
GEO	Global Environment Objective
ICC	Inter-Communal Council (Conseil Intercommunal d'Ecodéveloppement – CIED)
ICR	Implementation Completion and Results Report
IDA	International Development Association
ISC	Inter-Sectoral Commission
ISR	Implementation Status and Results Report
MEPN	Ministry of Environment and Protection of Nature
METT	Management Effectiveness Tracking Tool
M&E	Monitoring and Evaluation
NCCZPM	National Commission for Coastal Zone Protection and Management
PAD	Project Appraisal Document
PDO	Project Development Objective
RPF	Resettlement Process Framework

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ICR Team Leader: Salimata D. Follea

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A. BASIC INFORMATION			
Country:	Benin	Project Name:	Community-Based Coastal and Marine Biodiversity Management Project
Project ID:	P071579	L/C/TF Number(s):	TF-91739
ICR Date:	02/12/2015	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	Republic of Benin
Original Total Commitment:	USD 4.3 million	Disbursed Amount:	USD 4.3 million
Revised Amount:	N/A		
Environmental Category: B-Partial Assessment		Global Focal Area: B	
Implementing Agencies: Ministry of Environment and Protection of Nature (Ministère de l’Environnement et de la Protection de la Nature - MEPN) – Benin Environment Agency (Agence Béninoise pour l’Environnement - ABE			
Co-financiers and Other External Partners:			

B. KEY DATES				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	02/20/2001	Effectiveness:	04/30/2008	10/14/2008
Appraisal:	06/05/2006	Restructuring(s):		05/17/2011
Approval:	02/19/2008	Mid-term Review:	12/15/2010	04/08/2013
		Closing:	06/30/2013	05/15/2014

C. RATING SUMMARY	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Unsatisfactory
Risk to Global Environment Outcome:	Substantial
Bank Performance:	Moderately Unsatisfactory
Borrower Performance:	Moderately Unsatisfactory

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Unsatisfactory	Government:	Moderately Unsatisfactory
Quality of Supervision:	Moderately Satisfactory	Implementing Agency/Agencies:	Moderately Satisfactory

<b>Overall Bank Performance:</b>	Moderately Unsatisfactory	<b>Overall Borrower Performance:</b>	Moderately Unsatisfactory
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<b>C.3 Quality at Entry and Implementation Performance Indicators</b>			
<b>Implementation Performance</b>	<b>Indicators</b>	<b>QAG Assessments (if any)</b>	<b>Rating</b>
Potential Problem Project at any time (Yes/No):	Yes	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	None
GEO rating before Closing/Inactive status	Satisfactory		

<b>D. SECTOR AND THEME CODES</b>		
	<b>Original</b>	<b>Actual</b>
<b>Sector Code (as % of total Bank financing)</b>		
Central government administration	39	
General agriculture, fishing and forestry sector	13	
Sub-national government administration	48	
<b>Theme Code (as % of total Bank financing)</b>		
Biodiversity	50	
Environmental policies and institutions	50	

<b>E. BANK STAFF</b>		
<b>Positions</b>	<b>At ICR</b>	<b>At Approval</b>
Vice President:	Makhtar Diop	Gobind T. Nankani
Country Director:	Ousmane Diagana	Joseph Baah-Dwomoh/James P. Bond
Practice Manager:	Benoit Bosquet	Marjory-Anne Bromhead
Project Team Leader:	Salimata D. Follea	Remi Kini
ICR Team Leader:	Salimata D. Follea	
ICR Primary Author:	Veruschka Schmidt	

## F. RESULTS FRAMEWORK ANALYSIS

### Global Environment Objectives (GEO) (from Project Appraisal Document)

To promote the conservation and sustainable use of biological diversity of coastal wetlands and marine resources, while supporting the livelihood and economic opportunities of the local communities living near and around the conservation areas.

### Project Development Objective (PDO)

To promote the participatory conservation and sustainable use of biological diversity of coastal wetlands and marine resources through establishment of viable community-based coastal zone management systems in biodiversity priority sites.

**Revised GEO:** Not applicable

**Revised PDO:** Not applicable

### (a) PDO Indicators

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Original PDO Indicators</b>				
Indicator 1:	100% of the four community-based biodiversity conservation areas are managed by local communities according to agreed principles by year 5.			
Value (quantitative or qualitative)	0%	100%	-	75%
Date Achieved	06/05/2006	11/15/2012	-	11/15/2012
Comments (incl. % achievement)	Target partly achieved (75%): Three of the four community-based biodiversity conservation areas were managed by local communities according to agreed principles; albeit only by Year 6 (2013).			
Indicator 2:	70% of the activities of management plans of each one of the four community-based biodiversity conservation areas are implemented by year 5.			
Value (quantitative or qualitative)	0%	70%	-	0%
Date Achieved	06/05/2006	11/15/2012	-	05/15/2014
Comments (incl. % achievement)	Target not achieved (0%): Management plans for each of the three established community-based biodiversity conservation areas were only validated in April 2014 (Year 6), and have not been implemented yet.			
Indicator 3:	50% average increase in the management effectiveness score of the four community-based biodiversity conservation areas by year 5 compared to site-specific baseline assessment.			
Value (quantitative or qualitative)	0%	50% (22.5)	-	75% (effectiveness was increased by over 50% in

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
	(Average METT: 15)			three out of the four conservation areas)
Date Achieved	06/05/2006	11/15/2012	-	05/15/2014
Comments (incl. % achievement)	Target partly achieved (75%): Three of the originally four envisaged community-based biodiversity areas were created. Their METT data indicated 47, 44, and 38 in 2013 (Year 5), showing they all increased effectiveness by over 50%.			

Revised PDO Indicators				
Indicator 1:	Number of communal marine and coastal biodiversity sites, including wetlands areas demarcated and protected.			
Value (quantitative or qualitative)	2	3	-	3
Date Achieved	05/17/2011	05/15/2014	-	10/21/2013
Comments (incl. % achievement)	Target fully achieved (100%): Three communal marine and coastal biodiversity sites, including wetlands areas (i.e., Ouidah, Aguégues/Dangbo, Abomey Calavi) have been demarcated and protected.			
Indicator 2:	Number of the inter-communal management councils participating in the conservation of marine and coastal resources, including mangrove conservation.			
Value (quantitative or qualitative)	2	3	-	2
Date Achieved	05/17/2011	05/15/2014	-	05/17/2011
Comments (incl. % achievement)	Target partly achieved (66.6%): Two inter-communal management councils participated in the conservation of marine and coastal resources, including mangrove conservation through six meetings held by each council.			

**(b) Intermediate Result Indicator(s)**

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Original Intermediate Result Indicators				
Indicator 1:	A national Inter-Sectoral Commission (ISC) for coordinating policies and programs pertaining to the use and exploitation of coastal and marine resources is in place by end PY1 leading to a National Commission for Coastal Zone Protection and Management (NCCZPM) to be formally established by PY5.			
Value (quantitative or qualitative)	Not in place	NCCZPM in place	-	NCCZPM not in place



Date Achieved	06/05/2006	11/15/2012	-	11/15/2012
Comments (incl. % achievement)	Target not achieved (0%): The ISC was neither established in 2009, nor by project closure, as the necessary decree was not adopted by the government. The NCCZPM was subsequently not established either.			
Indicator 2:	Four Communal Councils (CC) and one Inter-Communal Council (ICC) needed to coordinate the management of biodiversity hot spots are established by PY2.			
Value (quantitative or qualitative)	0	4 CCs and 1 ICC in place	-	2 CCs and 2 ICC in place
Date Achieved	06/05/2006	11/15/2012	-	05/01/2010
Comments (incl. % achievement)	Target partly achieved (60%): One communal and two inter-communal councils were established in Year 2 (2010).			
Indicator 3:	At least 90% of local, municipal and central level staff involved in the implementation of the project trained in conservation, planning and management by PY5.			
Value (quantitative or qualitative)	330 staff identified (0%)	297 (90%)	-	375 (114%)
Date Achieved	06/05/2006	11/15/2012	-	05/15/2013
Comments (incl. % achievement)	Target fully achieved (100%): 375 stakeholders were trained in conservation, planning, and management by Year 5 (2013).			
Indicator 4:	100% of application decrees developed for the framework law on coastal zone management and protection are adopted by PY3.			
Value (quantitative or qualitative)	0	100%	-	0%
Date Achieved	06/05/2006	11/15/2012	-	11/15/2011
Comments (incl. % achievement)	Target not achieved (0%): None of the application decrees developed for the framework law on coastal zone management and protection was adopted by Year 3 (2011).			
Indicator 5:	100% of legal provisions needed to establish each Community-Based Conservation Area (CBCA) are adopted by Yr2.			
Value (quantitative or qualitative)	0	100%	-	75%
Date Achieved	06/05/2006	11/15/2012	-	11/15/2010
Comments (incl. % achievement)	Target partly achieved (75%): Three out of the four CBCAs were created by ministerial decree.			
Indicator 6:	At least 90% of local development plans of coastal municipalities which include biodiversity conservation and Integrated Coastal Zone Management (ICZM) principles by Yr5.			
Value (quantitative or qualitative)	0	90%	-	0%
Date Achieved	06/05/2006	11/15/2012	-	05/15/2013

Comments (incl. % achievement)	Target not measurable: An inter-communal as well as local development plans for the Complexe Est and Ouest were finalized in Year 5 (2013); however, the baseline of this indicator is unclear and thus not measurable.			
Indicator 7:	Four target CBCAs are legally established according to defined principles in the Ramsar sites 1017 and 1018 by PY3.			
Value (quantitative or qualitative)	0	4	-	3
Date Achieved	06/05/2006	11/15/2012	-	05/15/2011
Comments (incl. % achievement)	Target partly achieved (75%): Three out of the four CBCAs were established by ministerial decree in Year 5 (2013).			
Indicator 8:	The four target CBCAs include a management unit, a management plan and an M&E system by PY3.			
Value (quantitative or qualitative)	0	4	-	3
Date Achieved	06/05/2006	11/15/2012	-	05/15/2011
Comments (incl. % achievement)	Target partly achieved (66.6%): Later than envisaged, three instead of four CBCAs, including a management unit, management plan, and an M&E system were established.			
Indicator 9:	At least 10 activities per management plan per year funded and executed from PY3-5.			
Value (quantitative or qualitative)	0	10	-	0
Date Achieved	06/05/2006	11/15/2012	-	05/15/2014
Comments (incl. % achievement)	Target not achieved (0%): Management plans were only validated in 2014, and thus activities have not yet been executed.			
Indicator 10:	Illegal practices (Encroachment, poaching, etc.) and over-exploitation of coastal resources decreased by 50% in average in CBCAs and surrounding buffer zones by PY5 in comparison to baseline assessment.			
Value (quantitative or qualitative)	0% (100 IP per year/site)	50% (50)	-	0%
Date Achieved	06/05/2006	11/15/2012	-	05/17/2011
Comments (incl. % achievement)	Target not achieved (0%): Illegal activities were only planned to be controlled after the legal establishment of the CBCAs. By the time the CBCAs were established (2013), however, the system to monitor illegal practices was not operational yet.			
Indicator 11:	An integrated database on environment quality, sources of threat to, and status of coastal wetlands and marine biodiversity is established, made accessible to stakeholders and managed by ABE/SISE by PY2.			
Value (quantitative or qualitative)	Database partially in place (0%)	Database is in place (100%)	-	Database only in place by Year 4 (50%)
Date Achieved	06/05/2006	11/15/2012	-	05/15/2010
Comments (incl. % achievement)	Target partly achieved (50%): An integrated database was only established and made accessible to stakeholders in Year 4 (2012).			
Indicator 12:	100% of required aerial photos and images for each CBCA acquired by PY2.			

Value (quantitative or qualitative)	0	100%	-	50%
Date Achieved	06/05/2006	11/15/2012	-	05/15/2010
Comments (incl. % achievement)	Target partly achieved (50%): The project obtained five satellite images, which contributed to the preparation of a study on mapping the coastal zone; however, they were not acquired by Year 2 (2010).			
Indicator 13:	An information and data sharing protocol involving ABE, CENATEL, CENAGREF and the University is developed and functional by end of PY1.			
Value (quantitative or qualitative)	0 (no)	1 (yes)	-	0 (no)
Date Achieved	06/05/2006	11/15/2012	-	05/15/2009
Comments (incl. % achievement)	Target not achieved (0%): An information and data sharing protocol was neither developed by Year 1 (2009) nor by project closure; the institutions were considered not having sufficient commonalities for such protocol to be effective.			
Indicator 14:	At least 100 local and national actors and stakeholders trained to collect and/or analyze coastal and marine biodiversity related data from PY3-5.			
Value (quantitative or qualitative)	0	100	-	0
Date Achieved	06/05/2006	11/15/2012	-	11/15/2012
Comments (incl. % achievement)	Target not achieved (0%): Specific trainings on collecting and analyzing coastal and marine biodiversity related data were not conducted; however, training was provided on collecting METT data.			
Indicator 15:	At least 80% of activities of each annual work plan are completed by end of each year.			
Value (quantitative or qualitative)	0%	80%	100%	59%
Date Achieved	06/05/2006	11/15/2012	05/15/2014	05/15/2014
Comments (incl. % achievement)	Target partly achieved (33.3%): On average 59% of activities were completed throughout project implementation. 100% of activities were only completed during at the end of the last 2 years of project implementation.			
Indicator 16:	95% of procurement of goods and services in conformity with agreed schedule and costs.			
Value (quantitative or qualitative)	-	95%	-	Approximately 60% on average
Date Achieved	06/05/2006	11/15/2012	-	05/15/2014
Comments (incl. % achievement)	Target not achieved (0%): Until restructuring, on average only 40% of procurement was in conformity with agreed schedule and costs. Conformity increased thereafter but did not reach 95% on average.			
Indicator 17:	Two semi-annual progress reports (performance and impact monitoring) produced each year.			
Value (quantitative or qualitative)	0	2	-	0

Date Achieved	06/05/2006	11/15/2012	-	05/15/2014
Comments (incl. % achievement)	Target not achieved (0%): Two semi-annual progress reports reporting on project activities were produced each year. However, they did not include performance and impact monitoring.			

<b>Revised Intermediate Outcome Indicators</b>				
Indicator 1:	Number of community members trained in marine/coastal conservation management.			
Value (quantitative or qualitative)	333	363	-	623
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target exceeded (172%): 623 stakeholders have been trained in biodiversity management, environmental and social safeguards, and data collection.			
Indicator 2:	Technical working groups on coastal and marine biodiversity management established.			
Value (quantitative or qualitative)	Yes	Yes	-	Yes
Date Achieved	05/17/2011	05/15/2014	-	05/15/2010
Comments (incl. % achievement)	Target fully achieved (100%): One technical working group was formally established in 2010 and has been meeting regularly. The group also conducted field visits.			
Indicator 3:	Existing national coastal and marine biodiversity management strategy revised and implemented.			
Value (quantitative or qualitative)	Yes	Yes	-	Partly
Date Achieved	05/17/2011	05/15/2014	-	10/21/2013
Comments (incl. % achievement)	Target partly achieved (50%): A decree including the revised national coastal and marine biodiversity management strategy was adopted in October 2013. However, the strategy itself has not been implemented yet.			
Indicator 4:	Number of awareness campaigns on biodiversity, including wetlands conservation organized for the people in the three coastal communities.			
Value (quantitative or qualitative)	14	38	-	106
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target fully achieved (100%): 106 awareness campaigns including 261 individual awareness activities were conducted among the population of the three CBCAs.			
Indicator 5:	The constitutions of the inter-communal management councils prepared and adopted.			
Value (quantitative or qualitative)	1	1	-	2
Date Achieved	05/17/2011	05/15/2014	-	05/15/2010
Comments (incl. % achievement)	Target fully achieved (100%): The constitution of the two inter-communal management councils were prepared and adopted in December 2010.			

Indicator 6:	Number of sustainable livelihoods projects delivered.			
Value (quantitative or qualitative)	15	45	-	162
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target fully achieved (100%): 149 income generating activities and 13 micro projects at the communal level were delivered by project closure.			
Indicator 7:	Number of direct beneficiaries % of which are females			
Value (quantitative or qualitative)	15%	45%	-	49%
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target fully achieved (100%): 1887 people including 924 women (49%) have directly benefitted from the income-generating activities and micro-projects.			
Indicator 8:	Geographic information system data base on biodiversity conservation, including wetlands management for the three sites developed and in use			
Value (quantitative or qualitative)	No	Yes	-	Yes (partly)
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target partly achieved (75%): The geographic information system database was developed. While it allows for the generation and dissemination of some data, its scope is limited due to a lack of baseline data.			
Indicator 9:	List of indicators on marine biodiversity, including wetlands conservation prepared and in use			
Value (quantitative or qualitative)	No	Yes	-	Yes (partly)
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target partly achieved (50%): Even though not yet in use, the list of indicators on marine biodiversity, including wetlands conservation was prepared.			
Indicator 10:	Coastal and marine biodiversity monitoring system in place			
Value (quantitative or qualitative)	No	Yes	-	Yes
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target fully achieved (100%) The coastal and marine biodiversity monitoring system is in place.			
Indicator 11:	Two semi-annual progress reports on key outcomes and results are produced each year			
Value (quantitative or qualitative)	Yes/No	Yes/No	-	Yes
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target fully achieved (100%): Semi-annual progress reports on key outcomes and results were produced each year.			
Indicator 12:	Number of projects staff trained on project management			

Value (quantitative or qualitative)	Yes/No	Yes/No	-	49
Date Achieved	05/17/2011	05/15/2014	-	05/15/2014
Comments (incl. % achievement)	Target fully achieved (100%): Project staff was trained on project management, M&E, financial management, and procurement, M&E indicators for the CBCAs, and environmental data collection.			

## G. RATINGS OF PROJECT PERFORMANCE IN ISRs

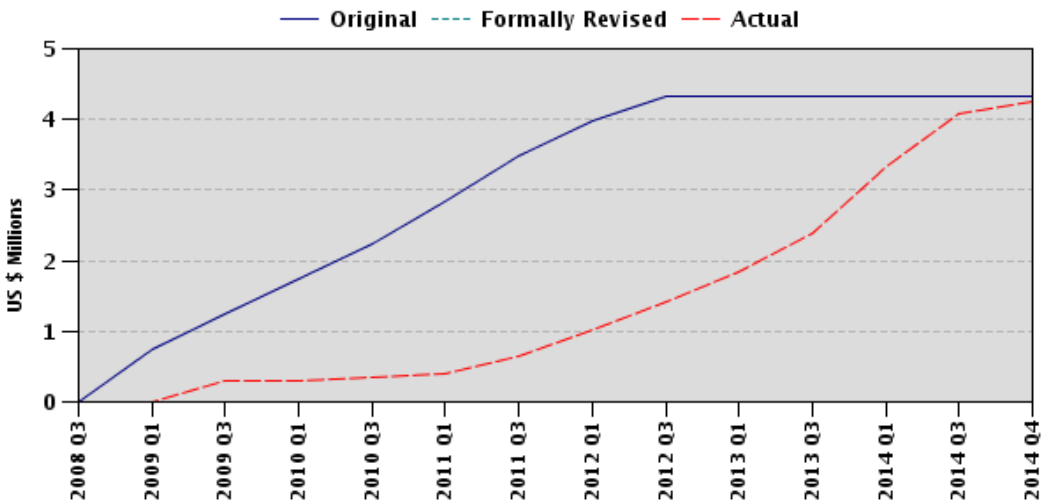
No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	11/27/2008	Satisfactory	Satisfactory	0.00
2	05/29/2009	Moderately Satisfactory	Moderately Unsatisfactory	0.29
3	11/24/2009	Moderately Unsatisfactory	Unsatisfactory	0.29
4	06/01/2010	Moderately Unsatisfactory	Moderately Unsatisfactory	0.36
5	06/21/2010	Moderately Satisfactory	Moderately Satisfactory	0.36
6	02/26/2011	Moderately Satisfactory	Moderately Satisfactory	0.64
7	09/24/2011	Moderately Satisfactory	Moderately Satisfactory	1.02
8	05/02/2012	Satisfactory	Moderately Satisfactory	1.44
9	06/19/2012	Satisfactory	Moderately Satisfactory	1.59
10	01/05/2013	Satisfactory	Moderately Satisfactory	2.13
11	09/18/2013	Satisfactory	Satisfactory	3.35
12	04/07/2014	Satisfactory	Satisfactory	4.12

## H. RESTRUCTURING

Restructuring Date	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring and Key Changes Made
		PDO	IP		
05/17/2011	No	N/A	N/A	0.75	<ul style="list-style-type: none"> <li>Revision of project components and indicators to compensate for project implementation delays</li> </ul>

					<ul style="list-style-type: none"> <li>• Extension of closing date from 11/15/2012 to 05/15/2014.<sup>1</sup></li> <li>• Reallocation of proceeds to align project funding with redefined activities</li> </ul>
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## I. DISBURSEMENT PROFILE



<sup>1</sup> Note that the original closing date was 06/30/2013. At restructuring, it was assumed the Project would close on 11/15/2012, and thus it was extended by 18 months to 05/15/2014.





## 1. PROJECT CONTEXT, PROJECT DEVELOPMENT OBJECTIVES AND DESIGN

### 1.1 CONTEXT AT APPRAISAL

1. **Country and sector background:** Benin's coastal zone consists of a sea front 125 km long, and an area stretching 50-60 km inland from the Atlantic Ocean that covers about eight percent of the country's land area, but harbors 50 percent of the population. At appraisal, the coastal zone was of great economic importance to Benin as it contained most of the country's economic infrastructure and contributed about 70 percent of its GDP.

2. The ecological functions and the natural and biological processes that take place at the interface between the rivers, lagoons, lakes and swamps, on the one hand, and the marine areas, on the other, make the Benin coastal zone one of the most productive of the Gulf of Guinea. In particular, water bodies in the coastal inland had a relatively high productivity in fisheries with yields averaging 1 ton/ha/year, compared to 200-300 kg/ha/year for other West African lagoon systems. Overall, the coastal wetlands, swamps, lagoons, lakes and rivers provided some 33,000 tons of fish, shrimps, and crabs (as opposed to 7,000 tons from the sea) annually. Thus, fisheries played an important role in protein intake and food security, income generation and employment. The coastal zone was also the provider of key agricultural products including export crops such as pineapples, palm oil, and banana. A large number of local food products and non-food products that are collected from wetlands and other permanent and seasonal water bodies played important roles in home consumption and income generation for rural households, especially the poor.

3. The coastal zone of Benin also harbors globally important and unique biodiversity assets. The variety of geological, topographic, and hydrological conditions of the coastal zone combined to create a diversity of ecosystems and habitats for rare animal species. Wetlands, lagoons, and rivers cover 40 percent of Benin coastal zone, and these water bodies encompass eight different ecosystems that provide irreplaceable ecological functions, and breeding, feeding and nurturing grounds for fish and other aquatic organisms.

4. However, high population density (340 inhabitants per square kilometer in the coastal zone, compared to the national average of 75 per square kilometer) and the concentration of economic activities in the coastal zone, many of which rely heavily on the exploitation of natural resources, have resulted in an array of environmental problems. The key threats to the coastal zone resources included:

- Lack of clarity in the distribution of powers and rights between the central and local governments leads to centralized top-down approaches and weak incentives for resource stewardship and lack of investments in environmental protection by the municipalities and local communities;
- Weak technical capacity of municipalities and local communities for integrated resource management and planning hinders the integration of environmental concerns into local development plans;
- Lack of effective mechanisms to coordinate activities and establish consultation among various institutions whose activities have direct impacts on coastal ecosystems;

- Deforestation and removal of vegetative cover (due to high demand for firewood, agricultural land, and construction materials) leading to increased soil erosion, sedimentation of coastal rivers and lakes, fragmentation and loss of habitat;
- Soil and water (lakes, river, sea) pollution by industrial and household wastes; and
- Weak enforcement of environmental regulations and property rights over resources leading to unsustainable exploitation of natural resources (e.g. over-fishing, uncontrolled sand mining on seashore for construction, illegal dumping of hazardous wastes, poaching, conversion of river banks and wetlands to agriculture, etc.).

5. These environmental threats, on the one hand, and the critical human, natural and economic assets on the other, made the protection of the production potential and the sustainable management of the coastal zone resources a key priority for the Government. Integrated coastal management was one of the seven sub-programs of Benin's National Environmental Management Program. In addition, the National Biodiversity Strategy and Action Plan published in 2002 emphasized the need to protect biodiversity hotspots in the coastal zone by mainstreaming biodiversity conservation into sectoral policies. This led to the establishment of the two Ramsar sites,<sup>2</sup> in which the community-based conservation areas of this project are located.<sup>3</sup>

6. ***Rationale for Bank involvement:*** The objective of this project was fully consistent with the GEF Biodiversity Strategy and Operational Program 2 for Coastal, Marine and Freshwater Ecosystems. The Project was also consistent with Benin's 2007 Poverty Reduction Strategy<sup>4</sup> and the World Bank's Country Assistance Strategy for FY04-07 for Benin<sup>5</sup> in its support to decentralized and community-based development. Though there were a few other donors involved in natural resource management in the coastal zone, only the Bank dealt with biodiversity conservation at the time.<sup>6</sup> Overall, the Project intended to complement and add value to the Bank's previous and ongoing strategic and operational environmental dialogue with the Government in Benin.<sup>7</sup> The Bank's involvement in the environmental sector, and the experience and benefits of programmatic support to the ministry of environment, housing and urban affairs (Ministère de l'Environnement, de l'Habitat et de l'Urbanisme – MEHU), and the Benin environment agency (Agence Béninoise pour l'Environnement – ABE) gave the Bank a comparative advantage in helping ensure the achievement and sustainability of the objectives of the Project.

7. ***Higher-level objectives:*** The long-term goal of the country's National Environmental Management Program was to help reduce poverty while protecting the natural resource base, which was considered a critical factor for the economic activities of the majority of the population. By developing and promoting a

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<sup>2</sup> The Ramsar Convention is an international treaty for the conservation and sustainable utilization of wetlands, recognizing the fundamental ecological functions of wetlands and their economic, cultural, scientific, and recreational value. The Ramsar List of Wetlands of International Importance now includes over 2,000 Sites (known as Ramsar Sites) covering over 200,000,000 ha (490,000,000 acres).

<sup>3</sup> Benin ratified the Convention on Biological Diversity on June 30, 1994, and signed the Ramsar Convention on Wetlands of International Importance on November 24, 2000.

<sup>4</sup> Benin – Growth Strategy for Poverty Reduction, Republic of Benin, April 2007.

<sup>5</sup> Benin - Country Assistance Strategy. Washington, DC: World Bank, 2003.

<sup>6</sup> Particularly through the 2006 approved WB/GEF Forests and Adjacent Lands Project.

<sup>7</sup> In addition to assisting in the preparation of the National Environmental Action Plan, the Bank had provided related assistance to Benin through the Environmental Management project, which had closed in 2001.

viable system of community-based biodiversity conservation that contributes to the sustainable management of economically vital resources of Benin's coastal zone, the Project was expected to help control the driving forces behind the over-exploitation and degradation of biodiversity resources and balance livelihood needs with protection of the resource base in a sustainable manner.

## **1.2 ORIGINAL GEO, PDO, AND KEY INDICATORS**

8. ***Original Global Environment Objective (GEO) as presented in the Project Appraisal Document (PAD):***<sup>8</sup> To promote the conservation and sustainable use of biological diversity of coastal wetlands and marine resources, while supporting the livelihood and economic opportunities of the local communities living near and around the conservation areas.

9. ***Original Project Development Objective (PDO) as presented in the PAD:***<sup>9</sup> To promote the participatory conservation and sustainable use of biological diversity of coastal wetlands and marine resources through establishment of viable community-based coastal zone management systems in biodiversity priority sites.

10. ***Original PDO indicators as presented in the PAD:***<sup>10</sup> (i) 100% of the four Community-Based Biodiversity Conservation Areas (CBCAs) are managed by local communities according to agreed principles by year 5; (ii) 70% of the activities of management plans of each one of the four community-based biodiversity conservation areas are implemented by year 5; and (iii) 50% average increase in the management effectiveness score of the four community-based biodiversity conservation areas by year 5 compared to site-specific baseline assessment.

## **1.3 REVISED GEO, PDO AND KEY INDICATORS**

11. The PDO indicators were revised through a Level II restructuring on May 17, 2011. The PDO itself was not revised as it was still considered attainable.

12. ***Revised PDO indicators as presented in the restructuring paper:***<sup>11</sup> (i) Number of communal marine and coastal biodiversity sites, including wetlands areas demarcated and protected; (ii) number of the inter-communal management councils participating in the conservation of marine and coastal resources, including mangrove conservation.

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<sup>8</sup> Project Appraisal Document: Benin Community-Based Coastal and Marine Biodiversity Management Project, (Report No: 41053-BJ), January 18, 2008.

<sup>9</sup> The original PDO that was stated in the Global Environment Facility Grant Agreement minimally differed from the one stated in the PAD. The PDO stated in the Grant Agreement was: To promote the participatory conservation and sustainable use of biological diversity of coastal wetlands and marine resources through the establishment of community-based conservation areas in high priority biodiversity sites.

<sup>10</sup> The original PDO indicators that were stated in the Global Environment Facility Grant Agreement minimally differed from the one stated in the PAD. The PDO indicators stated in the Grant Agreement were: (i) The four CBCAs are managed by local communities in accordance with the Biodiversity Conservation Charter signed with the local authorities at the beginning of the Project; (ii) 70% of conservation and sustainable use activities included in the four CBCA Management Plans are successfully implemented by year 5; and (iii) 50% increase in the management effectiveness score of the four targeted CBCAs by year 5 compared to site-specific baseline assessment.

<sup>11</sup> Restructuring paper on a proposed project restructuring of community-based coastal and marine biodiversity management project, February 19, 2008.

13. The results framework including the Project's intermediate outcome indicators was also revised (see data sheet of this document).

## 1.4 MAIN BENEFICIARIES

14. **Beneficiaries:** Primary project beneficiaries were intended to be local communities, particularly those living in and around the four CBCAs of the two Ramsar sites. The communities were expected to benefit from sustainable flows of natural products and services to meet their livelihood needs, while the long-term protection and maintenance of biodiversity and natural habitat was being promoted. Project beneficiaries including line ministers, coastal municipalities, and the Benin environment agency, were additionally expected to benefit from an enabling environment for integrated coastal zone management, and coastal biodiversity conservation. A deteriorating coastal and marine biodiversity affects global communities of people, species, and ecosystems in general. The protection and management of coastal biodiversity resources – a global public good - was expected to generate global environmental benefits.

## 1.5 ORIGINAL AND REVISED COMPONENTS

15. The PDO was to be achieved through the implementation of four interrelated components (outlined in Table 1). The table also shows revisions made through a Level II restructuring on May 17, 2011, which became necessary following substantial project implementation delays.

Table 1: Project Components and Revisions

<i>Original Components as presented in the PAD and GEF Grant Agreement</i>	<i>Revisions</i>	<i>Revised Components (Level II Restructuring May 17, 2011) – Changes underlined</i>
<p><b><i>Component 1 – Coordination, Institution and Capacity Building for Integrated Coastal Zone Management (US\$6.3 million/GEF US\$0.8 million)</i></b></p> <p>a. Reduction of the fragmentation of policy and institutions related to the management of coastal resources through: (i) supporting the preparation and adoption of the Coastal Zone Master Plan; (ii) supporting the preparation and adoption of the Coastal Zone Framework Law, and related implementation decrees; (iii) the creation of a national commission for coastal zone protection and management (NCCZPM) that will help to harmonize sector policies and programs that affect coastal resources; and (iv) helping to create and/or strengthen communal councils (CCED) and the inter-communal council for eco-development (CIED) to coordinate economic development and the management of critical natural resources, including biodiversity hot spots in communal territories, and areas that span over several municipalities, and to oversee the implementation of the CBCA management plans.</p> <p>b. Strengthening of the technical capacity of line ministries, coastal municipalities, the ABE, and local communities involved in coastal resource</p>	<p>a. Changes included the dropping of sub-areas (ii) and (iii).</p> <p>b. No changes in substance.</p>	<p><b><i>Component 1 - Coordination, Institution and Capacity Building for Integrated Coastal Zone Management (GEF US\$0.7 million)</i></b></p> <p>a. Reduction of the fragmentation of policy and institutions related to the management of coastal resources through (i) supporting the preparation and adoption of the Coastal Zone Master Plan, and (ii) helping to create and/or strengthen communal councils (CCED) and the inter-communal council for eco-development (CIED) to coordinate economic development and the management of critical natural resources, including biodiversity hot spots in communal territories, and areas that span over several municipalities, and to oversee the implementation</p>

management and conservation, through workshops, seminars, awareness raising study tours, participation in regional conferences, and learning-by-doing, and short-term training sessions, which will focus on developing skills in: (i) integrated land use planning; (ii) conflict resolution in resource multiple-use systems; (iii) environmental impact assessment; and (iv) participatory monitoring and evaluation in sustainable natural resource management.		of the CBCA management plans. b. Same as original Component 1
<p><b>Component 2 – Community-based coastal biodiversity conservation areas (US\$2.8 million/GEF US\$2.2 million)</b></p> <p>a. Establishment of four Community-Based Biodiversity Conservation Areas (CBCAs), through: (i) the elaboration of a baseline study on socio-economic and institutional conditions; (ii) consultation and sensitization of local populations and governments; (iii) supporting the adoption of communal statutes designating the targeted sites as CBCAs; (iv) demarcation of the conservation sites; (v) the preparation and adoption of site management and conservation charters; (vi) the formulation of effective site-specific conservation management plans, which will provide for small grants to be available for sub-projects; (vii) the creation of site management units for each of the CBCAs, through technical assistance, surveys and baseline studies; and (viii) support to the creation and reinforcement of the capacities of associations of CBCA users, representatives of local communities and local partners for the implementation of the CBCA management plans.</p>	<p>a. The number of CBCAs was reduced to three sites: Hio, Bembe and Togbin-Adoukoko where consensus on the protection of the areas and status was obtained. However, the Houéké site where the consensus on the protection area and status was lacking was dropped from this component. This mangrove forest site was rapidly degrading, mainly due to over exploitation by the population. This was coupled with the fact that a private tourism promoter was encroached deeply into the mangrove forests, leading to confrontation between community members and the private developer. Given the contentious aspect of the site at that time, and the lengthy time needed to resolve the conflict, the government and the Bank team had agreed to drop this site. The project also increased the funds dedicated to micro-projects to extend project support to fringe communities.</p>	<p><b>Component 2 – Community-based coastal biodiversity conservation areas (GEF US\$2.3 million)</b></p> <p>a. Establishment of <u>three</u> Community-Based Biodiversity Conservation Areas (CBCAs), through: (i) the elaboration of a baseline study on socio-economic and institutional conditions; (ii) consultation and sensitization of local populations and governments; (iii) supporting the adoption of communal statutes designating the targeted sites as CBCAs; (iv) demarcation of the conservation sites; (v) the preparation and adoption of site management and conservation charters; (vi) the formulation of effective site-specific conservation management plans, which will provide for small grants to be available for sub-projects; (vii) the creation of site management units for each of the CBCAs, through technical assistance, surveys and baseline studies; and (viii) support to the creation and reinforcement of the capacities of associations of CBCA users, representatives of local communities and local partners for the implementation of the CBCA management plans.</p>
<p><b>Component 3 – Monitoring and Evaluation of Coastal and Marine Biodiversity (US\$1.4 million/GEF US\$1 million)</b></p> <p>1. Development of a monitoring and information system for coastal and marine resources and</p>	<p>a. No changes in substance b. No changes in substance</p>	<p><b>Component 3 – Monitoring and Evaluation of Coastal and Marine Biodiversity (GEF US\$0.8 million)</b></p> <p>a. Same as original Component 3</p>

<p>ecosystems to guide local and national policy and decision-making processes, and to foster public awareness of conservation needs and social, economic and cultural benefits, through (i) the design of an integrated database for biodiversity monitoring and evaluation to be complementary and linked to the existing environmental information and monitoring system which is managed by ABE; and (ii) the purchase and establishment of hardware and software necessary for the operation of the integrated database and the effective functioning of the biodiversity monitoring and evaluation system, and (iii) technical assistance.</p> <p>2. Provision of support for inventorying and monitoring activities of coastal biodiversity resources, through (i) planning of inventorying and monitoring activities, (ii) surveying, quantifying and mapping of resources, and (iii) collection of economic, social and environmental baseline data within the coastal zone in order to establish the baseline for monitoring the performance of the project during implementation.</p>		b. Same as original Component 3
<p><b>Component 4 – Project Management (US\$0.9 million/GEF US\$0.3 million)</b></p> <p>1. Provision of support to the implementation of the project activities by procuring goods and services required for the operations, assuring financial management and reporting, activity planning and coordination, project performance monitoring and evaluation, mobilizing and providing assistance and advisory services to the technical partners of the project.</p>	a. No changes in substance but given the systemic counterpart funding issue that contributed to slow implementation, the project funds were used from time to time to support insurance and fueling of vehicles/motor cycles and costs of field missions.	<p><b>Component 4 – Project Management (GEF US\$0.5 million)</b></p> <p>a. Same as original Component 4</p>

## 1.6 OTHER SIGNIFICANT CHANGES

<i>Change</i>	<i>Date</i>	<i>Justification</i>	<i>Approval</i>
<b>Extension of closing date</b>			
Extension of closing date by 18 months from 11/15/2012 to 05/15/2014	05/17/2011	To compensate for implementation delays and to increase the potential of achieving the PDO.	Country Director
<b>Reallocation of project grant proceeds</b>			
<p>a. A decrease in the ‘works’ category (US\$100,000);</p> <p>b. A decrease in the ‘consultant services’ and ‘training’ categories (US\$600,000);</p> <p>c. An increase in the ‘grants’ category (US\$500,000); and</p> <p>d. An increase in the ‘operating costs’ category (US\$400,000).</p>	05/17/2011	<p>a. To limit infrastructure works to small scale buildings to house the Project management units at the community level;</p> <p>b. These categories’ costs were overestimated at project inception; the savings enabled the allocation of additional funds to the micro-project grants category as described below;</p> <p>c. To extend alternative livelihoods activities to fringe communities; and</p> <p>d. To ensure a faster implementation pace.</p>	Country Director

## 2. KEY FACTORS AFFECTING IMPLEMENTATION AND OUTCOMES

### 2.1 PROJECT PREPARATION, DESIGN AND QUALITY AT ENTRY

16. The Project was prepared between 2001 and 2008. Project preparation was lengthy because of the following reasons: (i) a change in Bank instruments which required assistance to be delivered through budget support and was considered too risky;<sup>12</sup> and (ii) municipal elections during preparation which required renegotiating how to best secure land for biodiversity conservation in the municipalities with a subsequent delay in preparing the social safeguard documents.<sup>13</sup>

17. *Soundness of the background analysis:* Project preparation was lengthy but at the same time comprehensive and well researched. Several studies<sup>14</sup> were conducted during the Project's PDF-B phase to inform the initial selection of potential CBCAs, before the Tracking Tools for GEF Biodiversity Focal Area SP1 and SP2 were used to prepare baseline assessments for these sites. The STAP Roster Review was supportive of the Project, and confirmed that there was sufficient ecological and technical information available to give the Project a reasonably sound scientific base. In addition, the Project was designed in a highly participatory manner, involving the local population and authorities. The approach was based on the different stakeholders' roles in the exploitation or control of wetlands and coastal resources before and during project implementation. The participatory approach allowed exploring the interests, views, and expectations of each stakeholders group.<sup>15</sup>

18. The Benin Environment Agency (Agence Béninoise pour l'Environnement – ABE) was adequately chosen as implementation agency based on its experience and information available at the time. ABE had been the implementing agency for the IDA-financed environmental management project, which had closed in 2001, and was therefore considered familiar with the World Bank's environmental and social safeguard policies. The agency was also considered suitable, having developed reliable capacity in environmental assessment, and being experienced in conducting capacity building activities. A procurement capacity assessment conducted in 2004 accurately highlighted several weaknesses and the probable inexperience in procurement of most of the micro-project grant recipients, and rated the overall project risk for procurement

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<sup>12</sup> Starting 2002, the Government of Benin and the Bank adopted a programmatic approach focusing mainly on public finance and expenditure management. Under the new approach nearly all Bank assistance had to be delivered through budget support. Given the lack of traceability of the GEF incremental resources (if mixed with the country's own budgetary resources), and the weakness of the country's public financial system, the potential fiduciary risks were deemed too high for the task team. Only in 2004, more flexibility was introduced to the choices of lending instruments for Benin.

<sup>13</sup> The initial project proposal was based on land acquisition through purchase. Substantial efforts went into negotiating modalities during and after the preparation phase (PDF-B activities). The agreement reached at the time of the PDF-B proposal was later modified by the Government after municipal elections and the installation of the first elected local government in over two decades at the time. A resulting lack of clarity in the sharing of ownership rights between the central and local governments led the Project preparation team to renegotiate land acquisition modalities. The new negotiations were subsequently disrupted by new legislative and presidential elections, which eventually substantially delayed the preparation, review, adoption, and disclosure of the social safeguard documents.

<sup>14</sup> The studies included one on the feasibility of the suggested conservation sites and one on threatened species. Furthermore, an analysis of land tenure constraints was conducted.

<sup>15</sup> A two-step consultation process was adopted in order to ensure effective participation. The first phase consisted of organizing separate discussions evolved around the needs of each category of stakeholders (resource users, community leaders, public administrators, etc.), whereas the second step consisted in organizing a workshop where information on the Project objectives and planned activities is shared with all the stakeholders.

as high.<sup>16</sup> Measures to strengthen procurement capacity were subsequently included as conditions of negotiations and effectiveness. A financial management assessment considered ABE as adequately equipped, with the overall control risk for Bank-funded projects rated as moderate.<sup>17</sup>

19. ***Assessment of project design:*** The Project was carefully designed, including consideration of two alternative approaches.<sup>18</sup> The design was comprehensive in its approach, as it targeted coastal biodiversity conservation at the national and local level. It aimed to create an enabling environment for integrated coastal zone management and coastal biodiversity conservation through enactment of new regulations, effective coordination mechanisms, and capacity building, as well as to support coastal biodiversity conservation through the creation of CBCAs.

20. However, shortcomings included an insufficient focus on the regulatory instruments that were intended to strengthen the policy and legal framework at the national level.<sup>19</sup> The enactment and enforcement of the envisaged regulatory instruments was not anchored in the Project's PDO indicators, even though these legal regulations were fundamental in creating an enabling environment for integrated coastal zone management and coastal biodiversity conservation at the national level, and ensuring the sustainability of the CBCAs in the long-term. In addition, the design had underestimated the time needed for the numerous project activities, particularly for consultations and negotiations with stakeholders. Plans expecting the CBCAs to be created within 18 months of project effectiveness were hampered by lengthy consultations and negotiations with the relevant communities and authorities, and were thus significantly delayed. Disbursements were subsequently slow as most project investments were tied to the creation of the CBCAs.

21. ***Adequacy of government commitment:*** Government commitment was adequate. Prior to project preparation, Benin had ratified the Convention on Biological Diversity on June 30, 1994, and signed the Ramsar Convention on Wetlands of International Importance on November 24, 2000. Since 2002, investments related to the sustainable management of the coastal zone had been included in the program budgets and the medium-term expenditure framework of the Ministry of Environment.<sup>20</sup> The Government had invested about US\$2.2 million in integrated coastal zone management (coastal erosion, demand-based community investments in income generating activities, ecotourism promotion, and training).

22. ***Assessment of risks:*** A number of crucial risks were identified and included (i) decentralization efforts being inadequate to clarify distribution of powers and rights between central and local governments; (ii) increased land scarcity and rising population pressure in project areas undermining the effectiveness of

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<sup>16</sup> A procurement capacity assessment was conducted in March 2004 by a Benin country office procurement specialist.

<sup>17</sup> A financial management assessment was carried out jointly by a World Bank financial management specialist and the ABE financial specialist.

<sup>18</sup> The first alternative aimed to integrate both the financing and the activities of the Project into the series of Benin's Poverty Reduction Strategy Credits; however, insufficient assurance that ex-ante agreements on the adequate level of ABE's budgetary appropriations would be executed led to its abandonment. The second alternative considered creating fully protected conservation areas in the coastal wetlands and marine ecosystems, however, high population density and competition for resources would have made such an approach unattractive in the southern wetland and coastal areas. Consequently it was rejected.

<sup>19</sup> The regulatory instruments included the national strategy for the management of wetlands, the coastal zone master plan, the National Commission for Coastal Zone Protection and Management (NCCZPM), and the coastal zone framework.

<sup>20</sup> Expenditures consisted of engineering and feasibility studies for the control of coastal erosion, the financing of local environmental management plans for municipalities, enforcement and compliance activities, and thematic studies.



collaborative conservation efforts; (iii) not sustaining political and budgetary commitment of the Government and ministry to the Project and design; (iv) inability to recruit and retain qualified staff at the national level; and (v) slow pace of formulation and implementation of management plans due to weak technical and organizational capacity at the local level. However, while the anticipated risks were adequately identified, their relevance was largely underestimated by considering the overall risk as moderate. Risk mitigation measures should have been more comprehensive taking into account that the lack of government commitment together with lengthy governmental authorization and adoption processes substantially affected project implementation.

## 2.2 IMPLEMENTATION

23. The Project was approved by the World Bank Board of Executive Directors on February 19, 2008, and became effective on October 14, 2008. The Project was implemented by the Benin Environment Agency (Agence Béninoise pour l'Environnement – ABE), which was under the Ministry of Environment and Protection of Nature (MEPN). During the first three years of implementation, the Project experienced long delays and periodic standstill in activities, eventually resulting in a Level II restructuring in 2011, including an extension of the closing date for a total of 18 months.<sup>21</sup> Following the restructuring, project performance improved substantially. Key factors affecting implementation and outcomes particularly during the first three years included:

- ***Insufficient government support:*** First, the Government's performance was very slow towards meeting the Project's effectiveness conditions. Ultimately, the Project became effective eight months after approval. In addition, the Project's legal covenants were only partially complied with by the original dates set in the grant agreement. Second, none of the regulatory instruments,<sup>22</sup> which would have allowed the implementing agency to work more effectively with the municipalities and local communities in the targeted areas, was adopted or enacted by the Government. Originally, these instruments had been planned to be adopted during project negotiations as they had already been presented to the country's national assembly in 2007. When they still had not been adopted by the time the Project became effective, the Government had promised their adoption by June 2009, and finally December 2009. However, except for the national strategy on wetlands management, which was revised and reintroduced for adoption, none of the instruments was adopted by project closure. Third, the continuously declining counterpart funding in line with low project disbursements affected project implementation as much as the national budget, which was not maintained at the level agreed in the grant agreement to ensure sufficient funding of baseline activities. Field missions which under the grant agreement were to be supported by counterpart funding could not be conducted to the extent that was originally planned.
- ***Ineffective institutional arrangements:*** First, a turnover in key senior staff accompanied by vacant positions in the beginning of project implementation contributed to the Project's delayed

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<sup>21</sup> Note that the original closing date was 06/30/2013. At restructuring, it was assumed the Project would close on 11/15/2012, and thus it was extended by 18 months to 05/15/2014.

<sup>22</sup> These included adoption, enactment, and implementation of (i) the coastal zone framework law; (ii) the coastal zone master plan; (iii) the national strategy for wetlands management; and (iii) National Commission for Coastal Zone Protection and Management (NCCZPM).

effectiveness and affected the launch of project activities. Newly recruited staff subsequently lacked technical expertise, which resulted in continued project implementation delays.<sup>23</sup> Second, a high turnover in the Project Coordinator's position together with temporary acting appointments (while the position was officially vacant) continuously affected internal collaboration.<sup>24</sup> The Project Coordinator role was performed by the agency's director before it was informally/temporarily passed on to two subsequent technical directors. Associated communication, collaboration, and interpersonal issues slowed project activities down, until in 2011 the director of the agency at the time assumed the role of Project Coordinator and project activities picked up. Two months before project closing the Project Coordinator was replaced again. Third, the lengthy and bureaucratic nature of the National Department of Public Procurement significantly slowed down approval and administrative procedures, and thus hampered implementation including disbursements.

- ***Ambitious nature of project activities and an underestimation of time needed for consultations and negotiations:*** The adoption of the coastal zone master plan, and the coastal zone framework law together with preparing and adopting the required implementation decrees turned out to be more difficult than originally estimated, because of lengthy internal adoption processes together with a lack of governmental support. In addition, consultations and negotiations with local communities and authorities associated with creating the CBCAs turned out to be more complicated and difficult than envisaged. Disbursements were subsequently slow as most project investments were tied to the creation of the CBCAs. The World Bank finally recommended revising the Project's components and indicators to focus the Project on achievable activities (i.e., focusing only on three instead of four conservation areas and dropping the adoption of the coastal zone framework law). The Level II restructuring in 2011 further included the reallocation of funds and an extension of the closing date. The changes introduced through the restructuring eventually improved project performance substantially.

### 2.3 M&E DESIGN, IMPLEMENTATION AND UTILIZATION

24. ***M&E design:*** The Project's M&E system was comprehensive, and its importance was strengthened by the fact that its aspects were included in the Project's component 3 and 4. However, the Project's results framework should have been more concise and the indicators should have been less in number and better aligned with the PDO. For data collection, the Project aimed to upgrade ABE's environmental information and monitoring system by including a coastal and marine biodiversity related database, and to link the database to the Project's M&E system. Furthermore, focus was placed on acquiring and installing new hardware and software, establishing and implementing a participatory M&E plan, collecting data to establish the baseline situation of the Project areas, carrying out periodic studies and data collection to monitor and evaluate project performance, and preparing, and implementing an M&E capacity strengthening plan adapted to the needs of participating actors.

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<sup>23</sup>The Project's implementation agency's director and senior staff that had played a key role in preparing the Project had left the agency by the time the Project was launched. Subsequent staff lacked technical expertise, which resulted in lengthy preparations of TORs for the consultation activities that aimed to secure the informed participation of local governments and populations. In addition, the procurement specialist executed the Project's procurement and M&E, which led to excessive labor.

<sup>24</sup> Five different project coordinators led the implementation agency's team during project implementation.

25. **M&E implementation and utilization:** Until 2012, neither an M&E system nor an M&E system linked to a financial management system had been put in place, which would have allowed ABE to effectively assess implementation progress and to monitor activities against disbursements as envisaged in the PAD. With the modifications introduced during the Project's restructuring together with the eventual establishment of an M&E system, the monitoring and reporting improved. The simplification of the Project's indicators facilitated easier reporting and monitoring, and a newly designated and subsequently trained M&E officer closely followed project activities and reported against the Project's indicators. However, the Project's revised indicators could have been better linked to the PDO. The Project's indicators were measuring outputs rather than project outcomes and the sustainability of project activities. Also, the separate database that was put in place to monitor and evaluate coastal and marine biodiversity indicators, and which was to be linked to the Project's M&E system, was not fully operational at project closure. Field missions aimed at monitoring project activities at the ground were not conducted to the extent originally envisaged due to the lack in counterpart funding.

## 2.4 SAFEGUARD AND FIDUCIARY COMPLIANCE

26. **Safeguard compliance:** The Project was a category B project (partial assessment), and triggered two safeguard policies: OP 4.01 on Environmental Assessment and OP 4.12 on Involuntary Resettlement. The potential environmental effects associated with the planned operations were related to the second component of the Project, the creation of the CBCAs. During project preparation, ABE prepared two safeguards documents to the Bank's satisfaction: (i) an Environmental and Social Management Framework (ESMF), which provided guidance on the selection and implementation of income-generating micro-activities that the Project intended to support as part of the conservation management plan of each CBCA;<sup>25</sup> and a Resettlement Process Framework (RPF), which intended to ensure that the community members (who would be adversely affected by the Project) were effectively compensated for losses of consumption and income attributable directly to the Project.<sup>26</sup>

27. Except for the first two years, which were characterized by substantial delays and a lack of specialized staff, safeguard compliance performance was adequate and ABE was sufficiently staffed with two to four specialists responsible for safeguard compliance. Implementation details are provided as follows:

28. The Project complied with OP 4.01 on Environmental Assessment: With regard to the creation of the CBCAs, key local actors (e.g., village representatives, local appointees, communal organizations, religious leaders, and local development associations) were familiarized with the content and recommendations of the Project's two safeguard documents through a series of sensitization activities conducted in 2010.<sup>27</sup> Furthermore, capacity building of community stakeholders in biodiversity

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<sup>25</sup> The ESMF defined standards methods and procedures that specified how sub-projects whose location, size, and nature were not known at that time would address environmental and social issues.

<sup>26</sup> The RPF described: (i) the Project activities that could have imposed restriction on natural resource use and the process by which the affected people participated in the design of the Project; (ii) the criteria for eligibility of the affected people; (iii) the measures to assist these people; (iv) the process for resolving potential conflicts in affected communities; (v) the administrative and legal procedures applicable; and (vi) the monitoring arrangements to ensure the effectiveness of compliance with the above measures.

<sup>27</sup> Sensitization activities included: (i) four sessions conducted between January and May 2010 in the Bemba and de Hio communities; (ii) nine sessions conducted during the same period in the Mangrove de Houeke community.

management was promoted; functional eco-guards were put in place for monitoring the CBCAs; to track and monitor progress towards the protected area management effectiveness, trainings in how to use Management Effectiveness Tracking Tools (METT) were held; and income-generating activity beneficiaries were trained in adopting environment- and biodiversity-friendly practices (e.g., composting, organic fertilizing).

29. With regard to the implementation of income-generating activities and micro-projects for communities adjacent to the three community-based marine protected areas created by the Project, an environmental screening for potential adverse environmental and social aspects was conducted by ABE in line with the ESMF. The screening covered 16 micro-projects and 81 income-generating activities in the three CBCAs, and categorized them by required safeguard measures.<sup>28</sup> Environmental and Social Impact Assessments (ESIAs) required for 23 income-generating activities and three micro-projects were subsequently conducted and validated along recommendations provided in the ESMF, as were all other recommended safeguard measures. However, certain micro-projects were implemented without an official land certificate in place, hence potentially creating social and unsustainability issues. Assurance was given by the authorities to resolve these land tenure issues as a post-completion activity.

30. OP 4.12 on Involuntary Resettlement: The Project did not include land acquisitions and/or involuntary resettlement. The policy was triggered to monitor the impact of access restrictions (i.e., potential economic losses) on people deriving their livelihoods from the natural resources that were subject to conservation under the Project. Measures to protect the affected population's interests were adequately implemented: (i) awareness raising and sensitization activities were conducted;<sup>29</sup> (ii) stakeholder participation was promoted; and (iii) income-generating activities and micro-projects were promoted.

31. **Financial Management compliance:** Financial management compliance was cumbersome during the first two years of project implementation. Mainly due to the early departure of ABE's chief financial officer<sup>30</sup> and the delayed recruitment of his replacement, the first two years were characterized by delayed and poor quality interim financial reports, limited movements in the designated account, and delays in recruiting an external auditor.<sup>31</sup> There was also non-compliance with a dated covenant related to the recruitment of an internal auditor for ABE, which was only corrected in 2012<sup>32</sup>. Finally, there was low mobilization of counterpart funds which continued until project closure.<sup>33</sup>

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<sup>28</sup> The screening differentiated three categories of income-generating activities and micro-projects: (i) those not eligible for financing; (ii) those requiring an ESIA; and (iii) those not requiring an ESIA but where environmental safeguard measures were directly integrated in their implementation.

<sup>29</sup> 108 awareness raising activities were organized; and 623 community members were trained in community-based coastal and marine biodiversity protection.

<sup>30</sup> The head of the financial management department left the implementing agency ABE in February 2009.

<sup>31</sup> An external auditor was only recruited beginning 2010.

<sup>32</sup> One of the covenants of the grant was that within 12 months of project effectiveness, the recipient should have established an internal auditing function within ABE.

<sup>33</sup> As per the covenants of the grant (outlined in the PAD), the Government was supposed to deposit CFA 200 million in the Project's account within 10 months of project effectiveness, and continue to deposit CFA 100 million every six month till project closure; as well as maintain at least the same level of budgetary allocations to ABE for the implementation of the national program for environmental management (Programme National de Gestion de l'Environnement). The Government did not comply with either of these legal covenants. The Government only once deposited CFA 200 million at the beginning of project implementation, before

32. Financial management performance improved following project restructuring, and was rated at satisfactory levels during the last two years of implementation: i) ABE was adequately staffed with regard to financial management; ii) a new accounting software was set up; iii) the disbursement rate had significantly improved to around 100 percent; iv) the interim financial reports were submitted on time with acceptable quality; and v) external annual audit reports were submitted on time with unqualified opinions and there were no open accountability issues at project closure.

33. **Procurement:** Procurement activities were on average rated moderately satisfactory. Procurement was often delayed, slowing down implementation and disbursements. Lengthy authorization processes at the national procurement agency mainly caused these delays as procurement documents containing requests were often delayed by several months. Approval times were slightly reduced during the last two years of project implementation.<sup>34</sup> Occasional communication issues between the procurement and technical staff at ABE contributed to these delays, albeit to a lesser extent.<sup>35</sup>

34. ABE was adequately staffed throughout project implementation except for the fact that the procurement specialist was temporarily responsible for project M&E in addition to his procurement responsibilities. However, in January 2013, a new procurement officer, who was unfamiliar with World Bank procurement guidelines, was appointed by the Government without the World Bank's endorsement. Training was offered by the World Bank, but not completed by the officer. Delivery of works, equipment and services was subsequently occasionally delayed including shortly before project closure. Even though, ABE put in place an action plan to ensure full execution of the remaining activities prior to project closure, a post procurement review conducted before project closure showed that procurement activities have not been conducted in line with World Bank procurement procedures.<sup>36</sup>

## 2.5 POST-COMPLETION OPERATION/NEXT PHASE

35. The Government provided the assurance that it will carefully monitor the continuation of project activities to ensure the Project outcomes will fully unfold and be sustained in the long-term. To continue strengthening the three CBCAs in their aim to protect and maintain biodiversity and natural habitat, ABE and the Government will:

- (i) Adopt, enact, and implement the coastal zone framework law; and implement the national coastal and marine biodiversity management strategy;
- (ii) Confirm the three CBCAs juridical status by obtaining the president's signature for the associated decrees that were approved by the Council of Ministers on October 21, 2013; and distribute the decrees among all relevant stakeholders to maximize awareness.

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the Government's contribution declined. Furthermore, ABE's budgetary allocations were reduced on a yearly basis throughout project implementation, however, this less affected project implementation.

<sup>34</sup> These delays were limited to contracts and purchases of more than 10 million CFA francs.

<sup>35</sup> In 2012, procurement was rated moderately satisfactory due to ineffective communication between the procurement and technical staff, resulting in slow collection of procurement inputs such as TORs.

<sup>36</sup> The Project's procurement plan was implemented including activities not planned for in the procurement plan approved by the Bank, and the single source selection method was used without the clearance of the Bank (all single source selection methods should be submitted for World Bank review).

- (iii) Finalize the inter-communal management councils' (Conseil Intercommunal d'Ecodéveloppement – CIEDs) recognition as public institution through government adoption to ensure they have sustainable access to financing.<sup>37</sup> Ensure the CBCAs management plans are adopted by the communities<sup>38</sup> and the CIEDs, and integrated in the communities' development plans. Continue to train stakeholders particularly those directly involved in the management of the CBCAs. Take over the function of the technical working group to continue the provision of technical support to the communities managing the CBCAs.
- (iv) Continue supporting the community members who benefitted from the Project's income-generating activities through training, and monitoring. Particular focus will need to be given to financial management, as the knowledge on operating costs or adequate accounting for sustainable management of activities is still weak.
- (v) Collect the remaining baseline data that is necessary for the coastal and marine biodiversity database to be fully operational, and start monitoring changes in status and trends in environmental health and ecological stability of biodiversity of the coastal zone by effectively using the biodiversity monitoring and evaluation system.

### 3. ASSESSMENT OF OUTCOMES

#### 3.1 RELEVANCE OF OBJECTIVES, DESIGN AND IMPLEMENTATION

36. **Relevance – Rating Substantial:** The Project's objectives continue to be considered relevant to Benin's national priorities. As evident from the country's current poverty reduction strategy, managing of the environment and natural resources in combination with improving living conditions and fostering environmental governance is highlighted as one of the country's priorities.<sup>39</sup> Specifically, the Government focuses on promoting environmental best practices, promoting integrated management of the living environment, and rational management of forests and natural resources. Project objectives are also consistent with the World Bank's country partnership strategy, which promotes the sustainable management of natural resources under one of the strategy's main pillars;<sup>40</sup> and the World Bank's environment strategy,<sup>41</sup> which notes the importance of protecting biodiversity by particularly referencing the protection of coastal and marine areas and integrated coastal and marine ecosystem management.

37. The numerous original project activities were ambitious, but the Project's original and revised design remains relevant (see Section 2.1 for details). However, as a consequence of project restructuring including the elimination of the adoption and enactment of the coastal zone framework law, the Project lost its broader national relevance, and mainly focused on the local level.

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<sup>37</sup> The CIED Lagunes Côtières has almost finalized the adoption process. The prefect amended the decree, and the CIED held a meeting to incorporate comments; the Project is expected to be introduced to the Government for adoption in the coming months. The CIED Nokoué, however, has not started the adoption process.

<sup>38</sup> Including Ouidah, Abomey-Calavi, Aguegues and Dangbo

<sup>39</sup> International Monetary Fund, 2011. Benin : Poverty Reduction Strategy Paper

<sup>40</sup> World Bank, 2013. Country Partnership Strategy FY13-17 for the Republic of Benin.

<sup>41</sup> World Bank, 2012. Toward a Green, Clean, and Resilient World for All: A World Bank Group Environment Strategy 2012 – 2022.

### 3.2 ACHIEVEMENT OF GEO AND PDO

38. The Project's GEO and PDO were not revised; however, the PDO indicators and intermediate outcome indicators were revised in May 2011. Therefore, the Project has been evaluated against its original and revised PDO indicators and intermediate result indicators by measuring achievements at the time of project closing (May 2014). A weighted average rating is provided at the end of this section.

39. The GEO and PDO were similar in substance but varied slightly. Even though the Project's grant agreement and implementation documents (i.e., aide-memoires) were based on the PDO, the following evaluation assesses the GEO and PDO together. The first section evaluates the common target of promoting the participatory conservation and sustainable use of biological diversity of coastal wetlands and marine resources, while the second part evaluates the establishment of CBCAs envisaged under the PDO, and the support provided to the livelihood and economic opportunities of the local communities as envisaged under the GEO.

40. ***The Project helped to promote the participatory conservation and sustainable use of biological diversity of coastal wetlands and marine resources, by supporting the creation of an enabling environment for integrated management of the coastal zone resources.*** Activities included (i) the adoption of a national coastal and marine biodiversity management strategy; (ii) the establishment of effective participatory communal and inter-communal councils; (iii) the preparation of local and inter-communal environmental management plans; and (iv) capacity building at the central level.

- Due to a lack of government commitment coupled with lengthy adoption processes, the enactment and enforcement of the envisaged regulatory instruments including the coastal zone framework law (Original Intermediate Result Indicator #4 – 0 percent), the national Inter-Sectorial Commission (ISC) and subsequent National Commission for Coastal Zone Protection and Management (NCCZPM) (Original Intermediate Result Indicator #1 – 0 percent), and the coastal zone master plan, were not achieved. Nevertheless, the Project successfully supported the adoption of a national coastal and marine biodiversity management strategy in October 2013 by decree. Equally adopted by decree were plans outlining the creation and responsibilities of the administrative bodies of the Government that will be responsible for the strategy's implementation over the coming years.<sup>42</sup> Even though some of the strategy's activities were already initiated during the strategy's revision and adoption process (i.e., reforestation of degraded areas, establishment of security guards), the strategy's implementation has, however, not officially started (Revised Intermediate Result Indicator #3 – 50 percent).
- Two communal councils were created in 2010<sup>43</sup> to coordinate economic development and the management of critical natural resources in communal territories, and areas that span over several municipalities. The two CCEDs met regularly with their first meetings having taken place in May and June 2010, respectively. In addition, two inter-communal councils for eco-development were

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<sup>42</sup> The national coastal and marine biodiversity management strategy was adopted by decree on October 21, 2013 (affaire 138/14 du 21 octobre 2013 relative au projet de décret portant SNGZH du Benin). Also adopted by decree on October 21, 2013 was a mechanism dedicated to implement the Ramsar convention (affaire 117/14 du 21 octobre 2013 relative au projet de décret portant création, attributions, organisation et fonctionnement des organes de mise en œuvre de la convention Ramsar au Benin).

<sup>43</sup> The Conseil Communal d'Ecodéveloppement - CCED for Aguégoués and the CCED for Sèmè-Podji

created in 2010 (Revised PDO Indicator #2 – 66.6 percent);<sup>44</sup> and their constitutions were prepared and adopted in December 2010 (Revised Intermediate Result Indicator #5 – 100 percent). Both CIEDs have since been operational, and each CIED met six times during project implementation to discuss the conservation of marine and coastal resources at the CBCAs. The two inter-communal councils for development (CIEDs) have become effective mechanisms in coordinating the management of natural resources as has been evident from their efforts in building partnerships and resource mobilization. With financial support from the ‘Parc Naturel Régional de la Narbonnaise’ in France, the CIED Lagunes Côtières is currently implementing a water access program, while the CIED Nokoué is implementing a project focusing on integrated water resource management in collaboration with the national partnership for water (Partenariat National de l’Eau). To ensure the CIEDs access to public funds and thus their financial support in the long-term, they are currently in the process of becoming recognized as public institutions for inter-communal cooperation.<sup>45</sup>

- Local plans for environmental management (Plan Local d’Aménagement et de Gestion de l’Environnement – PLAGE) were prepared for the communities of the Complexe Est (i.e., Adjara, So-Ava, Porto-Novo, Sèmè-Podji and Aguégus), and for communities of the Complexe Ouest (i.e., Ouidah and Abomey-Calavi). Equally established was an inter-communal plan for environmental management (Plan Intercommunal d’Aménagement et de Gestion de l’Environnement - PIAGE) to provide support across communities. Priority activities noted in these plans are currently being implemented by the CIEDs in partnership with other developments partners (see above).
- Also strengthened was the technical capacity for integrated and sustainable coastal zone management at the Government level. Substantial numbers of stakeholders were trained in various aspects. 49 project staff of the Benin Environment Agency were trained in project management, M&E, financial management, and procurement (Revised Intermediate Result Indicator #12 – 100 percent).
- Lastly, progress was made towards establishing a mechanism that allows the Government to generate and disseminate credible data and information on coastal biodiversity to help monitor the status of coastal and marine biodiversity. ABE’s existing environmental information and monitoring system (Système d’Information et de Suivi de l’Environnement – SISE) was upgraded with the addition of a coastal and marine biodiversity database. The database was informed by a large amount of data collection,<sup>46</sup> and even though remaining base line data is still being collected, the database is accessible to stakeholders and allows for the generation and dissemination of data (Original Intermediate Result Indicator #11 – 50 percent; Revised Intermediate Result Indicator #8

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<sup>44</sup> The Conseil intercommunal d’Ecodéveloppement (CIED) Lagunes Côtières (Complexe Ouest) and the CIED Nokoué (Complexe Est), which includes five communities of the Ramsar 1018 site.

<sup>45</sup> The CIED Lagunes Côtières has almost finalized the adoption process. The prefect amended the decree, and the CIED held a meeting to incorporate comments; the Project is expected to be introduced to the Government for adoption in the coming months. The CIED Nokoué, however, has not started the adoption process.

<sup>46</sup> The creation of the database was informed by a capacity assessment of the existing SISE; the management plans for the three CBCAs; a monograph of the CBCAs; and an ecological inventory and ecotoxicology assessment to determine the level of pollution and degradation of biological resources. The Project also obtained five satellite images, which contributed to the preparation of a study on mapping the coastal zone.



– 75 percent).<sup>47</sup> The hardware and software necessary for the operation of the integrated database and the effective functioning of the biodiversity monitoring and evaluation system, was purchased and set up. The coastal and marine biodiversity monitoring system is equally in place (Revised Intermediate Result Indicator #10 – 100 percent), albeit no monitoring activity including the use of newly defined indicators on marine biodiversity (Revised Intermediate Result Indicator #9 – 50 percent) has taken place to date (Original Intermediate Result Indicators #10 – 0 percent). However, even though the monitoring system is not yet in use, the Management Effectiveness Tracking Tool (METT) was used in collaboration with the communities in 2011, 2013 and 2014, and provided valuable information in comparison to the data acquired during project preparation. Increasing management effectiveness was measured.<sup>48</sup>

41. ***The sustainable use of biological diversity was further promoted through the establishment of three CBCAs in biodiversity priority sites, and through supporting the livelihood and economic opportunities of the local communities living near and around the conservation.***

- Three CBCAs were established in biodiversity priority sites: Three CBCAs were created and demarcated under communal order, and subsequently adopted by ministerial decree on October 21, 2013 (Revised PDO Indicator #1 – 100 percent).<sup>49</sup> The decrees are, however, still awaiting presidential signature to fully ensure their legal recognition in the long-term.<sup>50</sup> Each CBCA consists of a core area where little if any resource extraction is allowed, and a buffer zone, in which controlled livelihood activities are allowed. Management units and conservation charters for each of the CBCAs were established; and management plans (which however are yet to be adopted by the communities) were prepared and validated by a technical group. The technical working group on coastal and marine biodiversity management was created in 2010, and provided technical assistance to the management units and community members of the CBCAs through regular visits (Revised Intermediate Result Indicator #2 - 100 percent).<sup>51</sup>
- Prior to and during creation of the CBCAs, the relevant community members were extensively sensitized on the Project's objectives (Revised Intermediate Result Indicator #4 – 100 percent). In addition, to enable beneficiaries to better manage the CBCAs in the short- and long-term, training sessions were organized for 623 community actors in the following areas: marine and coastal resource conservation and management, tools and techniques for community-based natural

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<sup>47</sup> The remaining data necessary for the database's full functioning is still being collected, and will be available upon finalization of the report on the status of the coastal zone.

<sup>48</sup> Collected METT data for Togbin-Adouko: Project appraisal: 33; 2011: 26; 2013: 47; and 2014: 98. For Vodounto: Project appraisal: 22; 2011: 29; 2013: 44; and 2014: 88. For Bamezoun: Project appraisal: 22; 2011: 20; 2013: 38; and 2014: 72.

<sup>49</sup> The three CBCAs include (i) Vodounto in the Commune of Ouidah, Arrondissement de Avlékété, Village de Hio (communal order number 05/072/CO/SG/SAG of November 9, 2011); (ii) Bamezoun in the Commune of Aguégues/Dangbo (communal order number 1D/001/SG-SADE of January 19, 2012); and (iii) Togbin-Adouko in the Commune of Abomey-Calavi (communal order number 21/050/C-AC/SG/DST/SEE/SAC of June 5, 2012).

<sup>50</sup> The related presidential decree on the three sites was approved by the Council of Ministers on October 21, 2013 (Affaire 110/14).

<sup>51</sup> The technical working group on coastal and marine biodiversity management was officially established through a ministerial order (arête ministerial number 0022/MEPN/DC/SGM/ABE/SA). Since its creation the group met once or twice per year. The technical working group met twice in 2010, 2012, and 2013; and once in 2011.

resource management, community-based procurement, financial management of associations, planning, and monitoring of activities.

- To finance the transition costs for moving away from conservation-unfriendly practices in the CBCAs, the Project further supported the livelihood and economic opportunities of the local communities living near and around the conservation areas by enabling them to conduct environmentally-friendly business activities. The Project mainstreamed biodiversity conservation into agriculture, fisheries, and other livelihood activities that are practiced in the buffer zones of each CBCA, through 149 income-generating activities together with 13 micro projects at the communal level (Revised Intermediate Result Indicator #6 – 100 percent). Infrastructure for market gardening (e.g., water pumps, sprayers, development of irrigated areas, seeds, organic fertilizers), fish farming (e.g., fish ponds, fish cages, fish pens, above-ground fish tanks), and transport (e.g., motorized boats, tricycles, motorcycles) was provided to enable community members to engage in income generating activities such as the production and sale of market products, fish farming, salt trade, fish processing and marketing, and palm oil production. 1,887 community members including 924 women have directly benefitted from these activities (Revised Intermediate Result Indicator #7 – 100 percent). A socio-economic analysis of these activities noted that beneficiaries particularly benefitted from the provision of equipment and capacity building as it increased their economic opportunities.

42. ***GEO and PDO achievement against original targets was achieved to an unsatisfactory extent.***

The rating against original targets is mainly based on the major shortcoming associated with (i) the failure to enact and enforce the envisaged coastal zone framework law, the national Inter-Sectorial Commission (ISC) and subsequent National Commission for Coastal Zone Protection and Management (NCCZPM), and the coastal zone master plan; (ii) the failure to create the CBCAs early during project implementation so that activities envisaged under the associated management could have been implemented prior to project closure. As detailed in Section 2.2, the Project was experiencing significant implementation delays during the first three years, and the Project was subsequently restructured including the simplification of the Project's indicators.

43. ***GEO and PDO achievement against revised targets was achieved to a moderately unsatisfactory extent.*** The rating against revised targets is mainly based on significant shortcomings associated with the achievements' sustainability. The Project succeeded in (i) creating coordination and monitoring mechanisms at the communal and inter-communal level; (ii) building capacity for the effective design and implementation of interventions; and (iii) establishing the envisaged three Community-Based Conservation Areas (CBCA) together with participatory management mechanisms. To strengthen the sustainable use of biological diversity, the Project successfully helped mainstreaming biodiversity conservation into agriculture, fisheries, and other livelihood activities that are practiced near the conservation areas. However, even though the Project achieved most of its revised targets to a substantial extent, it is uncertain whether the Project's outcomes will fully unfold and be sustained (see also Section 2.5).

44. ***Weighted average PDO – Rating Moderately Unsatisfactory:*** At restructuring in May 2011, the Project had disbursed US\$0.75 million representing 17 percent of total disbursed funds of US\$4.3 million. On this basis and as illustrated by the table below, the weighted average of the Project's PDO achievement is rated Moderately Unsatisfactory. Annex 2 provides a comprehensive account of qualitative and

quantitative outputs realized against both original and revised PDO Indicators and intermediate result indicators.

Table 2: Weighted Project Overall Outcome Rating

		<i>Against Original PDO</i>	<i>Against Revised PDO</i>	<i>Overall</i>
1.	<b>Rating</b>	Unsatisfactory	Moderately Unsatisfactory	
2.	<b>Rating Value</b>	2	3	
3.	<b>Weight (% disbursed before/after PDO change)</b>	17%	83%	
4.	<b>Weighted value</b>	0.3	2.5	2.8
5.	<b>Final Rating</b>			Moderately Unsatisfactory

### 3.3 EFFICIENCY

45. **Efficiency – Rating Modest:** The Project’s overall efficiency is rated modest, mainly because of the limited data available to comprehensively demonstrate that project resources were used efficiently. Even though resources of the GEF grant were fully utilized, project objectives were only achieved to a moderately unsatisfactory extent. The main factors that constrained the Project’s efficiency are outlined in Section 2.1 and 2.2. They included: (i) an ambitious project design that underestimated the time needed for negotiations and consultations; (ii) insufficient government support leading to non-achievement of important project targets (i.e., adoption of the coastal zone framework law) and low counterpart funding; and (iii) project management issues caused by a high turnover in project staff including the Project coordinator that led to communication and collaboration problems.

46. The design and structure of this project was not amendable to a full stand-alone financial or economic analysis, as the environmental, social and capacity building benefits were difficult to quantify. The preparation of an economic and financial analysis at project completion was equally constrained<sup>52</sup>.

47. The value and cost-effectiveness of the environmental, social, and capacity-building benefits were difficult to quantify; and equally difficult to assess were the Project’s studies and consultancies, as many of them were produced with significant delays. What remains are activities associated with the CBCAs under component 2 including the income-generating activities and micro-projects the Project financed [49 percent of total project costs]. In March 2014, a social-economic impact analysis was carried out by an independent local consultant and analyzed the impact of the Project’s income-generating activities that were financed in the buffer zones of the CBCAs. While allocated resources were used efficiently, the activities’ impact was considered satisfactory. Main conclusions included that activities were most appreciated for their capacity building and provision of equipment. The specialized capacity training allowed for technical improvements of production, conservation, breeding, and processing, and provision of equipment allowed for production capacity increases. At the same time, the analysis notes that mechanisms that sustain these outcomes need to be put in place.

<sup>52</sup> Consequently, the ICR does not include an economic analysis annex.

### 3.4 JUSTIFICATION OF OVERALL OUTCOME RATING

48. The preceding discussion showed that: (i) relevance of the Project is substantial; (ii) achievement of PDO is moderately unsatisfactory; and (iii) efficiency is modest. Based on this evaluation, the Project's overall outcome rating is moderately unsatisfactory.

### 3.5 OVERARCHING THEMES, OTHER OUTCOMES AND IMPACTS

49. ***Poverty Impacts, Gender Aspects, and Social Development:*** The income-generating activities and micro-projects that were conducted in the buffer zones of the CBCAs had a direct positive impact on the incomes of associated community members, including women. Of the 1,887 community members that benefitted from these project activities, 924 were women. Poverty levels have gone down in the communities surrounding the CBCAs, however, since there are other development projects ongoing in this area, and the beneficiaries only represent a fraction of the CBCAs' total population, it is difficult to solely attribute these poverty impacts to the Project's income-generating activities.

50. ***Institutional Change/Strengthening:*** The Project strengthened the Government's institutional capacity together with coordination mechanisms through: (i) the adoption of a national coastal and marine biodiversity management strategy together with plans that outline the creation and responsibilities of the administrative bodies of the Government that will be responsible for the strategy's implementation; (ii) the creation of two communal councils together with two inter-communal councils to coordinate economic development and the management of critical natural resources in communal territories, and areas that span over several municipalities; (iii) the upgrading of ABE's existing environmental information and monitoring system through the addition of a coastal and marine biodiversity database, which eventually helps monitoring the status of coastal and marine biodiversity; (iv) the experience and skills gained in managing the Project, particularly in the areas of procurement and financial management, which can be easily applied to other projects and subsequently contribute to success; and (v) knowledge gained through the various training courses.

51. ***Other Unintended Outcomes and Impacts:*** No unintended outcomes and impacts were noted.

### 3.6 SUMMARY OF FINDINGS OF BENEFICIARY SURVEY AND/OR STAKEHOLDER WORKSHOP

52. No beneficiary survey or stakeholder workshop was conducted.

## 4. ASSESSMENT OF RISK TO DEVELOPMENT OUTCOME

53. ***Risk to development outcome – Rating Substantial:*** As described in Section 3.2, many of the Project's outputs were achieved, and conservation mechanisms are in place to sustain the Project's outcomes. Nevertheless, the Government's support will be critical in sustaining the Project's outcomes in the long-term. Since the Government's commitment during project implementation was low, the risk to development outcome is rated substantial. Specifically, government support will be needed in the following areas:

54. First, to confirm the three CBCAs in their aim to protect and maintain biodiversity and natural habitat at the national level, their juridical status needs to be confirmed by the President. Second, continued capacity reinforcement will be crucial: (i) stakeholder awareness needs to be continuously raised; (ii) the capacity of the institutions charged with managing the CBCAs (i.e., the CIEDs) needs to be further built; and (iii) continued support needs to be ensured for the income-generating activities, which provide an alternative to the destructive use of natural resources. In addition, long-term financing for the CIEDs needs to be secured so that their adequate functioning is guaranteed. An adoption process for the CIEDs to be recognized as public institutions, which would provide access to public funds, has started but needs to be finalized. Lastly, it will be crucial to complete the coastal and marine biodiversity database so that the biodiversity monitoring and evaluation system can be effectively used to monitor changes in the status and trends in environmental health and ecological stability of biodiversity of the coastal zone.

## **5. ASSESSMENT OF BANK AND BORROWER PERFORMANCE**

### **5.1 WORLD BANK**

55. ***Bank Performance in Ensuring Quality at Entry – Rating Moderately Unsatisfactory:*** As noted in Section 2.1, project preparation was comprehensive, and adequately conducted with participation of authorities and local communities. The initial selection of potential CBCAs was informed by studies focusing on the feasibility of the suggested conservation sites, threatened species, and land tenure constraints. The STAP Roster Review was supportive of the Project, and confirmed that there was sufficient ecological and technical information available to give the Project a reasonably sound scientific base. Fiduciary aspects were well prepared, based on thorough assessments of capacities in procurement and financial management. Relevant safeguards were assessed and addressed in the Project design.

56. However, even though the Project was carefully and comprehensively designed, it showed some weaknesses. The Project was ambitious with its numerous activities planned under the Project's time frame; and the Project's results framework should have been more concise and the indicators better aligned with the PDO. Lastly, the results framework should have placed more emphasis on the enactment and enforcement of the envisaged regulatory instruments.

57. ***Quality of Supervision – Rating Moderately Satisfactory:*** From the beginning on, the World Bank team identified implementation delays, and worked closely with the borrower to address key bottlenecks. However, even though the team was candid and rigorous in assessing project implementation issues, capturing these in detailed aide-memoires, raising issues with government officials, increasing implementation support missions (i.e., three missions in 2009), and proposing corrective measures (i.e., the recruitment of an local technical expert), project implementation continued to be significantly delayed during the first three years.

58. Eventually, the World Bank team correctly proposed revising the Project's components and indicators to focus the Project on achievable activities (i.e., focusing only on three instead of four conservation areas and dropping the adoption of the coastal zone framework law). The Level II restructuring in 2011 also rightly included the reallocation of funds and an extension of the closing date. Together with the restructuring, the World Bank team helped prepare a three-year action plan covering the extended implementation period, to focus on priority activities to be implemented, which sustained implementation

progress until project closure. However, even though the Project's restructuring simplified project implementation and allowed for improved implementation progress, the Bank team should have been more proactive in reacting to the Government's low commitment by either closing the Project or modifying the PDO early during project implementation. In addition, the revised project's components and indicators should have been better linked to the Project's outcomes rather than outputs to more effectively measure PDO achievement.

59. ***Overall Bank Performance – Rating Moderately Unsatisfactory:*** The overall performance rating considers the moderately unsatisfactory rating for performance in ensuring quality at entry, the moderately satisfactory rating for quality of supervision, and the moderately unsatisfactory rating for overall project outcome.

## 5.2 BORROWER

60. ***Government Performance – Rating Moderately Unsatisfactory:*** Even though government commitment was strong during project preparation, commitment was moderately unsatisfactory during project implementation. Government performance towards meeting project effectiveness requirements was slow, and particularly the failure to adopt the originally envisaged regulatory instruments substantially effected project implementation. The Project's legal covenants outlined in the PAD were only partly complied with: Due to slow project disbursements during the first years of project implementation, the Government did not provide counterpart funding as agreed in the covenants; even after project implementation improved, counterpart funding remained low<sup>53</sup>. The lack of funds affected project implementation; it contributed to the necessity to restructure the Project, and to reallocating funds to the operating costs, which were intended to be funded by the Government. Also cumbersome was the lengthy and bureaucratic nature of the National Department of Public Procurement, which significantly slowed down approval and administrative procedures, necessary for the implementation agency's ability to increase disbursements.

61. ***Implementing Agency Performance – Rating Moderately Satisfactory:*** The Project was implemented by ABE, which was under the Ministry of Environment and Protection of Nature (Ministère de l'Environnement et de la Protection de la Nature - MEPN). During the first three years of project implementation, the Project experienced long delays and periodic standstill of activities. Project management was characterized by several shortcomings which significantly affected project implementation and led to periodic unsatisfactory ratings between 2009 and 2010: (i) ineffective institutional arrangements with a high turnover rate of key staff including the Project Coordinator; (ii) inexperienced technical staff; (iii) communication and collaboration issues; and (iv) low performance in financial management, and M&E implementation and utilization. However, beginning 2011, project management improved as confirmed by satisfactory levels, and sustained until the end of the Project.

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<sup>53</sup> As per the covenants of the grant (outlined in the PAD), the Government was supposed to deposit CFA 200 million in the Project's account within 10 months of project effectiveness, and continue to deposit CFA 100 million every six month till project closure; as well as maintain at least the same level of budgetary allocations to ABE for the implementation of the national program for environmental management (Programme National de Gestion de l'Environnement). The Government did not comply with either of these legal covenants. The Government only once deposited CFA 200 million at the beginning of project implementation, before the Government's contribution declined. Furthermore, ABE's budgetary allocations were reduced on a yearly basis throughout project implementation.

Implementation progress significantly improved. Additional shortcomings only occurred shortly before project closing in the procurement. Delivery of works, equipment and services was occasionally delayed, including non-compliance with World Bank procurement procedures in a couple of instances.

62. ***Overall borrower performance – Rating Moderately Unsatisfactory:*** Overall borrower performance takes into consideration both the Government's and implementing agency's performance during preparation and implementation. On the basis of the justification provided above, overall borrower performance is rated moderately unsatisfactory.

## 6. LESSONS LEARNED

63. Lessons learned that were drawn and which could serve as guidance for similar projects in the future include the following:

- ***The country's lengthy and bureaucratic nature of the National Department of Public Procurement needs to be taken into account when designing projects.*** The lengthy and bureaucratic nature of the department significantly slowed down approval and administrative procedures, and thus substantially hampered the Project team's ability to increase disbursement.
- ***The Project's PDO and indicators should be carefully reviewed during project preparation.*** A strong results framework including indicators that are realistic and directly linked to the PDO is fundamental in achieving envisaged project outcomes.
- ***A strong M&E framework including a dedicated M&E officer is of paramount importance.*** Until 2012, no M&E system had been put in place, which would have allowed ABE to effectively assess implementation progress, and to monitor activities against disbursements as envisaged in the PAD. With the modifications introduced during the Project's restructuring and the eventual establishment of an M&E system, the monitoring and reporting improved. The simplification of the Project's indicators facilitated easier reporting and monitoring, and a newly designated and subsequently trained M&E officer closely monitored project activities and reported against the Project's indicators.
- ***Government commitment at all levels is a crucial factor in achieving the Project's envisaged outcomes. The Bank should react promptly (i.e., revising the PDO or closing the Project) to any indications of diminishing commitment levels or other factors that indicate envisaged project outcomes may not be achieved.*** The Project's design was based on (i) the assumption that substantial contributions in counterpart funding would materialize (i.e., US\$7.3 million in counterpart funding compared to US\$4.3 million in GEF funding); and (ii) the Government's commitment to adopting several legal instruments. The Project would have benefitted from a restructuring in the beginning of project implementation (i.e., as soon as the change in the Government's priorities became visible) to refocus project activities early on.
- ***Sufficient time needs to be allocated for stakeholder consultations and negotiations associated with the establishment of the CBCAs.*** Consultations and negotiations with local communities and authorities associated with creating the CBCAs turned out to be more complicated and lengthier

than envisaged. Disbursements were subsequently slow as most project investments were tied to the creation of the CBCAs.

- ***Financing mechanisms that ensure project outcomes will be sustained beyond the Project's lifetime are important to establish during project implementation.*** Given the fact that the long-term impact of the CBCAs primarily depends on financing the recurrent costs for managing the protected areas, a sustainability instrument must be put in place prior to project closure. A financing window to Benin's existing conservation trust fund could be considered.
- ***A regional approach to managing coastal marine biodiversity should be fostered.*** There are several coastal, marine and biodiversity management projects ongoing in West Africa, and the World Bank should consider developing a regional approach for their collective management rather than the present country-by-country approach.
- ***It is important to carefully review the Project's last ISR to avoid a possible disconnect with the ICR's rating.***
- ***The ICR review meeting should be conducted as early as possible to allow for sufficient time for revisions and government consultation prior to its submission to the Board.***

## **7. COMMENTS ON ISSUES RAISED BY BORROWER/IMPLEMENTING AGENCY/PARTNERS**

64. The counterpart submitted a completion report, a summary of which is included in Annex 4. The findings and substance of the report are consistent with the teams' conclusions in this ICR. The counterpart's report further states that the benefits from the project go beyond the formal project results framework. In addition, the draft ICR (translated into French) was shared with the Government; no comments were received until the time of submission of this ICR.



## ANNEX 1: PROJECT COSTS AND FINANCING

### 1. *Project Cost by Component – All sources (in US\$ equivalent)* – as of May 15, 2014

<i>Component</i>	<i>Appraisal Estimate</i> (in US\$ million equivalent) <sup>54</sup>	<i>Actual/Latest Estimate</i> (in US\$ million equivalent)	<i>Actual as % of appraisal estimate</i>
<b>1. Institution and Capacity Building for Coastal Zone Management</b>	6.5 <sup>55</sup>	0.72	11.08%
<b>2. Community-Based Biodiversity</b>	2.8	2.28	81.4%
<b>3. M&amp;E of Coastal and Marine Biodiversity</b>	1.4	0.8	57.14%
<b>4. Project Management, Monitoring and Evaluation and Coordination</b>	0.9	0.83	92.2%
<b>Total</b>	11.6	4.63	39.91%

### 2. *Financing* – as of May 15, 2014

<b>Sources of Funds</b>	<b>Type of Co-financing</b>	<b>Appraisal Estimate</b> (in US\$ million equivalent) <sup>56</sup>	<b>Actual/Latest Estimate</b> (in US\$ million equivalent)	<b>Actual as % of appraisal estimate</b>
<b>Global Environment Facility (GEF)</b>	Grant	4.3	4.27	99.3%
<b>Government of Benin</b>	Counterpart Funding	7.3	0.38	5.2%
<b>Total</b>		11.6	4.65	40.1%

<sup>54</sup> As presented in Annex 5 – Project Costs in the PAD (Report No: 41053-BJ).

<sup>55</sup> This amount included US\$5.3 million of Government budget allocations to various agencies implementing activities of the National Environmental Management Program including investments that are related to the activities of the proposed project. This amount was disbursed through the public financial and expenditure management system.

<sup>56</sup> As presented in the PAD Data Sheet (Report No: 41053-BJ).

## ANNEX 2: OUTPUTS BY COMPONENT

<i>Original Components as presented in the PAD and GEF Grant Agreement</i>	<i>Outputs achieved at the time of project closing in May 2014</i>
<b>Component 1 – Coordination, Institution and Capacity Building for Integrated Coastal Zone Management</b> <b>Rating: Unsatisfactory</b>	
<p>1. <u>Intermediate result</u>: Reduction of the fragmentation of policy and institutions related to the management of coastal resources.</p> <ul style="list-style-type: none"> <li>(i) Supporting the preparation and adoption of the Coastal Zone Master Plan;</li> <li>(ii) Supporting the preparation and adoption of the Coastal Zone Framework Law, and related implementation decrees;</li> <li>(iii) The creation of a National Commission for Coastal Zone Protection and Management (NCCZPM) that will help to harmonize sector policies and programs that affect coastal resources; and</li> <li>(iv) Helping to create and/or strengthen communal councils (Conseil Communal d'Écodéveloppement - CCED) and the inter-communal council for eco-development (Conseils Intercommunaux d'Écodéveloppement - CIED) to coordinate economic development and the management of critical natural resources, including biodiversity hot spots in communal territories, and areas that span over several municipalities, and to oversee the implementation of the management plans of the community-based conservation areas.</li> </ul> <p>2. Strengthening of the technical capacity of line ministries, coastal municipalities, the ABE, and local communities involved in coastal resource management and conservation, through workshops, seminars, awareness raising study tours, participation in regional conferences, and learning-by-doing, and short-term training sessions, which will focus on developing skills in:</p> <ul style="list-style-type: none"> <li>(i) Integrated land use planning;</li> <li>(ii) Conflict resolution in resource multiple-use systems;</li> <li>(iii) Environmental impact assessment; and</li> <li>(iv) Participatory monitoring and evaluation in sustainable natural resource management.</li> </ul>	<p>1. The fragmentation of policy and institutions related to the management of coastal resources was not reduced to the extent envisaged.</p> <p>The national Coastal Zone Master Plan's preparation had started in 2000 and included a diagnostic on the main biophysical characteristics of the coastal zone, a sectorial study on results and regulations, and general habitat maps. At project closure, the Government had not yet adopted the plan. Nevertheless, a national coastal and marine biodiversity management strategy that already existed at the time of project approval was revised and officially adopted by decree in October 2013.<sup>57</sup> However, except for some activities that were initiated during the strategy's revision and adoption process (i.e., reforestation of degraded areas, establishment of security guards), the strategy's implementation has not officially started.</p> <p>Equally prepared was a framework law for coastal zone management, which clarifies the conditions of access and use of coastal zone resources and describes the main legal, institutional, and technical instruments that would guide the management of the coastal zone. Even though its adoption was originally planned in 2007, at project closure, the Government had still neither adopted the framework law nor its associated implementation decrees (Original Intermediate Result Indicator #4 – 0%).<sup>58</sup></p> <p>The NCCZPM was not created due to delays, and a subsequent lack of time to have such commission adopted by parliament (Original Intermediate Result Indicator #1 – 0%).</p> <p>Instead of four, the Project succeeded in establishing two communal councils in 2010 – the CCED for Agouégués and the CCED for Sèmè-Podji. The two CCEDs met regularly with their first meetings having taken place in May and June 2010, respectively. Even though originally only one inter-communal council was planned, two inter-communal councils for eco-development were created in 2010 - the CIED Lagunes Côtières (Complexe Ouest) and the CIED Nokoué (Complexe Est), which includes five communities of the Ramsar 1018 site; their constitutions were equally prepared and adopted in December 2010 (Original</p>

<sup>57</sup> The national coastal and marine biodiversity management strategy was adopted by decree on October 21, 2013 (affaire 138/14 du 21 octobre 2013 relative au projet de décret portant SNGZH du Bénin). Also adopted by decree on October 21, 2013 was a mechanism dedicated to implement the Ramsar convention (affaire 117/14 du 21 octobre 2013 relative au projet de décret portant création, attributions, organisation et fonctionnement des organes de mise en œuvre de la convention Ramsar au Bénin).

<sup>58</sup> Adoption, enactment, and implementation of the decrees associated with the coastal zone master plan, the national strategy for wetlands management, and the establishment of a multi-sectoral commission for the protection of the coastal zone.

<i>Original Components as presented in the PAD and GEF Grant Agreement</i>	<i>Outputs achieved at the time of project closing in May 2014</i>
	<p>Intermediate Result Indicator #2 – 60%). Both CIEDs have since been operational, and each CIED met six times during project implementation to discuss the conservation of marine and coastal resources at the CBCAs. However, it needs to be noted that the two CIEDs have not yet become recognized as public institutions for inter-communal cooperation.<sup>59</sup></p> <p>2. The capacity of 623 stakeholders has been strengthened through various trainings and workshops. By Year 5 (2013), the Project had trained 375 stakeholders (Original Intermediate Result Indicator #3 – 100%):</p> <p>Training on environmental and social safeguards was provided to ABE staff (September 5-7, 2013).</p> <p>Training was provided to community members in marine and coastal management, including in implementing income-generating activities and the METT (August 15-18, 2012).</p>
<p align="center"><b>Component 2 – Community-based coastal biodiversity conservation areas</b> <b>Rating: Moderately Unsatisfactory</b></p>	
<p>1. Intermediate result: Establishment of four Community-Based Biodiversity Conservation Areas (CBCAs).</p> <ul style="list-style-type: none"> <li>(i) The elaboration of a baseline study on socio-economic and institutional conditions;</li> <li>(ii) Consultation and sensitization of local populations and governments;</li> <li>(iii) Supporting the adoption of communal statuses designating the targeted sites as CBCAs;</li> <li>(iv) Demarcation of the conservation sites;</li> <li>(v) The preparation and adoption of site management and conservation charters;</li> <li>(vi) The formulation of effective site-specific conservation management plans, which will provide for small grants to be available for sub-projects;</li> <li>(vii) The creation of site management units for each of the CBCAs, through technical assistance, surveys and baseline studies; and</li> <li>(viii) Support to the creation and reinforcement of the capacities of associations of CBCA users, representatives of local communities and local partners</li> </ul>	<p>1. Only three of the four originally planned CBCAs were established by ministerial decree and are managed by local communities (Original PDO Indicator #1 – 75%). However, for full legal recognition, the country's president still needs to sign the decrees.</p> <p>A feasibility study on the mapping, demarcation and registration of the CBCAs was prepared and completed in February 2011;<sup>60</sup> equally prepared in 2011, was a study on the CBCAs' juridical status and management methods.<sup>61</sup></p> <p>At project closure, 106 awareness campaigns including 261 individual awareness activities had been conducted among the population of the three CBCAs. Community members were sensitized on the objectives of the Project, community management of natural resources including the function of the site management units, and implementation of income-generating activities.</p> <p>Only three of the four originally planned CBCAs were created under communal order following negotiations with the respective communities and stakeholders.<sup>62</sup> Even though the respective stakeholders validated the associated decrees during</p>

<sup>59</sup> The CIED Lagunes Côtières has almost finalized the adoption process. The prefect amended the decree, and the CIED held a meeting to incorporate comments; the Project is expected to be introduced to the Government for adoption in the coming months. The CIED Nokoué, however, has not started the adoption process.

<sup>60</sup> Thomas, A.B. and Imorou, A-B., 2011. Réalisation de l'étude de faisabilité de la cartographie, de la démarcation et de l'immatriculation des aires communautaires de conservation de la biodiversité.

<sup>61</sup> Normand, D., 2011. Elaboration de projet de statut juridique et des modes de gestion des aires communautaires de la biodiversité marine et côtière.

<sup>62</sup> The three CBCAs include (i) Vodounto in the Commune of Ouidah, Arrondissement de Avlékété, Village de Hio (communal order number 05/072/CO/SG/SAG of November 9, 2011); (ii) Bamezoun in the Commune of Aguégues/Dangbo (communal order number 1D/001/SG-SADE of January 19, 2012); and (iii) Togbin-Adouanko in the Commune of Abomey-Calavi (communal order number 21/050/C-AC/SG/DST/SEE/SAC of June 5, 2012).

Original Components as presented in the PAD and GEF Grant Agreement	Outputs achieved at the time of project closing in May 2014
<p>for the implementation of the CBCA management plans.</p>	<p>a workshop in February 2013, they were only approved by the Council of Ministers on October 21, 2013, as opposed to by Year 3 (2011) as originally planned (Original Intermediate Result Indicator #7 – 75%). The legal provisions needed to establish the CBCAs were only adopted for three out of the four CBCAs (Original Intermediate Result Indicators #5 – 75%).</p> <p>Three out of the four originally envisaged CBCAs were demarcated in a participatory manner. Communities living around the conservation areas will ensure long-term protection of these areas.</p> <p>A conservation charter and management plans (Plan d'aménagement et de gestion – PAG) for each of the three CBCAs were prepared. However, they were only validated by the technical working group in April 2014,<sup>63</sup> and still need to be adopted by the affected communities and the CIEDs (Original PDO Indicator #2 and Original Intermediate Result Indicator #9 – 0%). Control of illegal activities was only planned to be started after the legal establishment of the CBCAs. By the time the CBCAs were established, however, the system to monitor illegal practices was not operational yet (Original Intermediate Result Indicator #10 – 0%).</p> <p>149 income generating activities (Activités Génératrices de Revenus – AGR) such as for example pisciculture, pig breeding, or market gardening were supported in the buffer zones of the CBCAs together with 13 micro projects at the communal level. In total, 1,887 people profited from these projects, including 924 women. A first evaluation study on the socio-economic impact of the income-generating activities was finalized in March 2014.<sup>64</sup></p> <p>Management units for each of the three CBCAs were established in 2010; however, the above-mentioned management plans (including an M&amp;E system) were only prepared in 2014 (Original Intermediate Result Indicator #8 – 66.6%). Also established in 2010, was a technical working group on coastal and marine biodiversity management, which provided technical assistance to the management units and community members of the CBCAs through regular visits.<sup>65</sup> Since its creation the group met once or twice per year.<sup>66</sup></p> <p>Even though only finalized in 2013, plans for environmental management (Plan Local d'Aménagement et de Gestion de</p>

<sup>63</sup> Management plans include: (i) Plan d'aménagement et de gestion simplifié de l'aire communautaire de conservation de la biodiversité Bamezoun ; Avril 2014 ; (ii) Plan d'aménagement et de gestion simplifié de la forêt de mangrove Togbin-Adoungo; Avril 2014; and (iii) Plan d'aménagement et de gestion simplifié de l'aire communautaire de conservation de la biodiversité « Vodounto »; Avril 2014.

<sup>64</sup> Etude sur l'impact socio-économique des activités génératrices de revenus financées par le PGCBMC, Février-Mars 2014.

<sup>65</sup> The technical working group on coastal and marine biodiversity management was officially established through a ministerial order (arrêté ministériel number 0022/MEPN/DC/SGM/ABE/SA).

<sup>66</sup> The technical working group met twice in 2010, 2012, and 2013; and once in 2011.

Original Components as presented in the PAD and GEF Grant Agreement	Outputs achieved at the time of project closing in May 2014
	<p>l'Environnement – PLAGE) were prepared for the communities of the Complexe Est (i.e., Adjara, So-Ava, Porto-Novo, Sèmè-Podji and Aguégoués), and for communities of the Complexe Ouest (i.e., Ouidah and Abomey-Calavi). Equally established was an inter-communal plan for environmental management (Plan Intercommunal d'Aménagement et de Gestion de l'Environnement - PIAGE) to provide support across communities. Financing agreements were established with the two CIEDs on specific activities of the PIAGE. The activities the provision of drinking water and forest officers in the CIED Nokoué, and the reforestation of botanical gardens and degraded mangrove areas, and provision of drinking water in the CIED Lagune Côtière.</p>
<p align="center"><b>Component 3 – Monitoring and Evaluation of Coastal and Marine Biodiversity</b> <b>Rating: Moderately Unsatisfactory</b></p>	
<p>1. <u>Intermediate result:</u> Development of a monitoring and information system for coastal and marine resources and ecosystems to guide local and national policy and decision-making processes, and to foster public awareness of conservation needs and social, economic and cultural benefits.</p> <ul style="list-style-type: none"> <li>(i) The design of an integrated database for biodiversity monitoring and evaluation to be complementary and linked to the existing environmental information and monitoring system which is managed by ABE; and</li> <li>(ii) The purchase and establishment of hardware and software necessary for the operation of the integrated database and the effective functioning of the biodiversity monitoring and evaluation system, and</li> <li>(iii) Technical assistance.</li> </ul> <p>2. <u>Intermediate result:</u> Provision of support for inventorying and monitoring activities of coastal biodiversity resources.</p> <ul style="list-style-type: none"> <li>(i) Planning of inventorying and monitoring activities;</li> <li>(ii) Surveying, quantifying and mapping of resources; and</li> </ul>	<p>1. The existing environmental information and monitoring system (Système d'Information et de Suivi de l'Environnement – SISE) was upgraded with the addition of a coastal and marine biodiversity database, albeit not by Year 2 (2010) (Original Intermediate Result Indicator #11 – 50%). While the database allows for the generation and dissemination of some data, its scope is still limited due to a lack of existing baseline data. The system's monitoring function does therefore also not yet allow monitoring the status of coastal and marine biodiversity to the extent envisaged in the PAD.</p> <p>The analysis and data collection that informed the design, creation, and envisaged implementation of the coastal and marine biodiversity database was laid out in a final document completed in July 2012.<sup>67</sup> The creation of the database was informed by a capacity assessment of the existing SISE;<sup>68</sup> the management plans for the three CBCAs; a monograph of the CBCAs; and an ecological inventory and ecotoxicology assessment to determine the level of pollution and degradation of biological resources.<sup>69</sup> The Project also obtained five satellite images, which contributed to the preparation of a study on mapping the coastal zone; however, they were not acquired by Year 2 (2010) (Original Intermediate Result Indicator #12 – 50%).<sup>70</sup> While the system including the database is accessible online and currently allows for some information sharing, it is</p>

<sup>67</sup> International ST2i Groupe Studi, 2012. Mise en place de la base de données géoréférencées sur la zone côtière et les zones humides.

<sup>68</sup> Liner Environnement – Evaluation et Audit, Etudes Techniques, Amélioration des capacités de communication du Système d'Information et de Suivi Environnemental (SISE), Mars 2012.

<sup>69</sup> Unité de Recherche en Exotoxicologie et Etude de Qualité (UREEQ), Inventaire Ecologique et Analyse Ecotoxicologique de la Zone Côtière du Bénin : Tome II – Analyse ecotoxicologique et stratégie de gestion de la zone côtière, Octobre 2011 – Juin 2012; and Unité de Recherche en Exotoxicologie et Etude de Qualité (UREEQ), Inventaire Ecologique et Analyse Ecotoxicologique de la Zone Côtière du Bénin : Tome I – Inventaire écologique et causes de dégradation physique de la biodiversité côtière, Octobre 2011 – Juin 2012.

<sup>70</sup> Thomas, O., and Toko, I., Réalisation de la Cartographie de la Zone Côtière, Décembre 2012.

<i>Original Components as presented in the PAD and GEF Grant Agreement</i>	<i>Outputs achieved at the time of project closing in May 2014</i>
<p>(iii) Collection of economic, social and environmental baseline data within the coastal zone in order to establish the baseline for monitoring the performance of the Project during implementation.</p>	<p>not fully operational yet due to incomplete baseline data. The remaining data necessary for the database's full functioning is still being collected, and will be available upon finalization of the report on the status of the coastal zone.</p> <p>The hardware and software necessary for the operation of the integrated database and the effective functioning of the biodiversity monitoring and evaluation system, was purchased and set up.</p> <p>2. <u>Intermediate result:</u> Support for inventorying and monitoring activities of coastal biodiversity resources was provided by the implementing agency, except for the collection of some remaining baseline data necessary for the system to allow for full monitoring. Also, an information and data sharing protocol involving ABE, CENATEL, CENAGREF and the University was not developed by Year 1 (2009) (Original Intermediate Result Indicator #13 – 0%).</p> <p>Appropriate indicators on marine biodiversity were identified through a study conducted in May 2012, which also discussed their integration into the environmental information and monitoring system.<sup>71</sup> The indicators' final integration was captured in the document on the coastal and marine biodiversity database.<sup>72</sup></p> <p>Surveying, quantifying and mapping of resources was conducted as captured in the various reports that ultimately informed the coastal and marine biodiversity database. See above.</p> <p>Due to the limited baseline data, the system does not yet allow monitoring changes in status and trends in environmental health and ecological stability of biodiversity of the coastal zone including the CBCAs. However, the Management Effectiveness Tracking Tool (METT) was used in collaboration with the communities in 2011, 2013 and 2014, and provided valuable information in comparison to the data acquired during project preparation. Increased management effectiveness (over 50% increase) was measured in the three CBCAs (Original PDO Indicator #3 – 75%).<sup>73</sup></p>
<p align="center"><b>Component 4 – Project Management</b> <b>Rating: Moderately Unsatisfactory</b></p>	
<p>1. <u>Intermediate result:</u> To ensure an effective and efficient implementation and coordination of the Project.</p> <p>(i) Procuring goods and services required for the operations;</p>	<p>1. <u>Intermediate result:</u> Provision of support to the implementation of project activities varied throughout project implementation. While the first three years were characterized by a moderately unsatisfactory to unsatisfactory implementation performance,</p>

<sup>71</sup> Agence Béninoise pour l'Environnement, 2012. Etude d'identification des espèces Indicatrices adéquates et leur intégration au système de suivi écologique.

<sup>72</sup> International ST2i Groupe Studi, 2012. Mise en place de la base de données géoréférencées sur la zone côtière et les zones humides.

<sup>73</sup> Collected METT data for Togbin-Adouanko: Project appraisal: 33; 2011: 26; 2013: 47; and 2014: 98. For Vodounto: Project appraisal: 22; 2011: 29; 2013: 44; and 2014: 88. For Bamezoun: Project appraisal: 22; 2011: 20; 2013: 38; and 2014: 72.

<i>Original Components as presented in the PAD and GEF Grant Agreement</i>	<i>Outputs achieved at the time of project closing in May 2014</i>
<ul style="list-style-type: none"> <li>(ii) Assuring adequate financial management and reporting;</li> <li>(iii) Assuring effective activity planning and coordination;</li> <li>(iv) Assuring project performance monitoring and evaluation (including use of the coastal and marine information and monitoring system); and</li> <li>(v) Mobilizing and providing assistance and advisory services to the implementation partners of the Project.</li> </ul>	<p>the second half showed satisfactory to moderately satisfactory ratings.</p> <p>Until restructuring, on average only 40% of procurement was in conformity with agreed schedules and costs. Conformity increased thereafter but did not achieve 95% on average (Original Intermediate Result Indicator #16 – 0%).</p> <p>Financial management performance was cumbersome in the beginning of project implementation. Financial management performance improved beginning 2010, and was rated at satisfactory levels until project closure in 2014.</p> <p>On average only 59% of the activities of each annual work plan were completed by the end of each year, mainly due to delays associated with procurement and the adoption of the regulatory instruments. At the end of two out of the six project years, over 80% of activities were completed (Original Intermediate Result Indicator #15 – 33.3%).<sup>74</sup></p> <p>The Project's M&amp;E was moderately unsatisfactory taking into account that until 2012, there was no M&amp;E system in place. Two semi-annual progress reports reporting on project activities were produced, however, they did not monitor performance or impact. (Original Intermediate Result Indicator #17 – 0%).</p> <p>ABE's project team was trained on project management, M&amp;E, financial management, and procurement (April 1-6, 2013); on M&amp;E indicators for the CBCAs (March 2014); and environmental data collection (March 2014).</p>

<i>Revised Components (Level II Restructuring May 17, 2011)</i>	<i>Outputs achieved at the time of project closing</i>
<p><b>Component 1 - Coordination, Institution and Capacity Building for Integrated Coastal Zone Management</b>  <b>Rating: Moderately Satisfactory</b></p>	
<p>1. <u>Intermediate result</u>: Reduction of the fragmentation of policy and institutions related to the management of coastal resources.</p> <ul style="list-style-type: none"> <li>(i) Supporting the preparation and adoption of the Coastal Zone Master Plan, and</li> <li>(ii) Helping to create and/or strengthen communal councils (CCED) and the inter-communal council for eco-development (CIED) to coordinate economic development and the management of critical natural</li> </ul>	<p>1. The fragmentation of policy and institutions related to the management of coastal resources was reduced to a large extent.</p> <p>The Coastal Zone Master Plan was prepared but not adopted by the Government. In support of its preparation, a national coastal and marine biodiversity management strategy that already existed at the time of project approval was revised and officially adopted by decree in October 2013.<sup>75</sup> However, except for some activities that were initiated during the strategy's revision and adoption process (i.e., reforestation of</p>

<sup>74</sup> 2009: 29%; 2010: 39%; 2011: 64%; 2012: 56%; 2013: 80%; 2014: 88%.

<sup>75</sup> The national coastal and marine biodiversity management strategy was adopted by decree on October 21, 2013 (affaire 138/14 du 21 octobre 2013 relative au projet de décret portant SNGZH du Benin). Also adopted by decree on October 21, 2013 was a mechanism dedicated to implement the Ramsar convention (affaire 117/14 du 21 octobre 2013 relative au projet de décret portant création, attributions, organisation et fonctionnement des organes de mise en œuvre de la convention Ramsar au Benin).



<b><i>Revised Components (Level II Restructuring May 17, 2011)</i></b>	<b><i>Outputs achieved at the time of project closing</i></b>
<p>resources, including biodiversity hot spots in communal territories, and areas that span over several municipalities, and to oversee the implementation of the CBCA management plans.</p> <p>2. <u>Intermediate result</u>: Strengthening of the technical capacity of line ministries, coastal municipalities, the ABE, and local communities involved in coastal resource management and conservation, through workshops, seminars, awareness raising study tours, participation in regional conferences, and learning-by-doing, and short-term training sessions, which will focus on developing skills.</p> <ul style="list-style-type: none"> <li>(i) Integrated land use planning;</li> <li>(ii) Conflict resolution in resource multiple-use systems;</li> <li>(iii) Environmental impact assessment; and</li> <li>(iv) Participatory monitoring and evaluation in sustainable natural resource management.</li> </ul>	<p>degraded areas, establishment of security guards), the strategy's implementation has not officially started (Revised Intermediate Result Indicator #3 – 50%).</p> <p>Two communal councils were created in 2011 – the CCED for Aguégoués and the CCED for Sèmè-Podji. The two CCEDs met regularly with their first meetings having taken place in May and June 2010, respectively. Two inter-communal councils for eco-development were created in 2010 - the CIED Lagunes Côtières (Complexe Ouest) and the CIED Nokoué (Complexe Est), which includes five communities of the Ramsar 1018 site (Revised PDO Indicator #2 – 100%); and their constitutions were prepared and adopted in December 2010 (Revised Intermediate Result Indicator #5 – 100%). Both CIEDs have since been operational, and each CIED met six times during project implementation to discuss the conservation of marine and coastal resources at the CBCAs. However, it needs to be noted that the two CIEDs have not yet become recognized as public institutions for inter-communal cooperation.<sup>76</sup></p> <p>2. The capacity of 623 stakeholders has been strengthened through various trainings and workshops (Revised Intermediate Outcome Indicator #1 – 172%):</p> <p>Training on environmental and social safeguards was provided to ABE staff (September 5-7, 2013).</p> <p>Training was provided to community members in marine and coastal management, including in implementing income-generating activities and the METT (August 15-18, 2012) (Revised Intermediate Result Indicator #1 – 100%).</p>
<p align="center"><b><i>Component 2 – Community-based coastal biodiversity conservation areas</i></b></p> <p align="center"><b><i>Rating: Moderately Satisfactory</i></b></p>	
<p>1. <u>Intermediate result</u>: Establishment of three Community-Based Biodiversity Conservation Areas (CBCAs).</p> <ul style="list-style-type: none"> <li>(i) The elaboration of a baseline study on socio-economic and institutional conditions;</li> <li>(ii) Consultation and sensitization of local populations and governments;</li> <li>(iii) Supporting the adoption of communal statutes designating the targeted sites as CBCAs;</li> <li>(iv) Demarcation of the conservation sites;</li> <li>(v) The preparation and adoption of site management and conservation charters;</li> </ul>	<p>1. Three CBCAs were established by ministerial decree. However, for full legal recognition, the country's president still needs to sign the decrees.</p> <p>A feasibility study on the mapping, demarcation and registration of the CBCAs was prepared and completed in February 2011;<sup>77</sup> equally prepared in 2011, was a study on the CBCAs' juridical status and management methods.<sup>78</sup></p> <p>At project closure, 106 awareness campaigns including 261 individual awareness activities had been conducted among the population of the three CBCAs (Revised Intermediate Result Indicator #4 – 100%). Community members were sensitized on</p>

<sup>76</sup> The CIED Lagunes Côtières has almost finalized the adoption process. The prefect amended the decree, and the CIED held a meeting to incorporate comments; the Project is expected to be introduced to the Government for adoption in the coming months. The CIED Nokoué, however, has not started the adoption process.

<sup>77</sup> Thomas, A.B. and Imorou, A-B., 2011. Réalisation de l'étude de faisabilité de la cartographie, de la démarcation et de l'immatriculation des aires communautaires de conservation de la biodiversité.

<sup>78</sup> Normand, D., 2011. Elaboration de projet de statut juridique et des modes de gestion des aires communautaires de la biodiversité marine et côtière.



<i>Revised Components (Level II Restructuring May 17, 2011)</i>	<i>Outputs achieved at the time of project closing</i>
<p>(vi) The formulation of effective site-specific conservation management plans, which will provide for small grants to be available for sub-projects;</p> <p>(vii) The creation of site management units for each of the CBCAs, through technical assistance, surveys and baseline studies; and</p> <p>(viii) Support to the creation and reinforcement of the capacities of associations of CBCA users, representatives of local communities and local partners for the implementation of the CBCA management plans.</p>	<p>the objectives of the Project, community management of natural resources including the function of the site management units, and implementation of income-generating activities.</p> <p>Following negotiations with the respective communities and stakeholders, the CBCAs were created under communal order and demarcated (Revised PDO Indicator #1 – 100%).<sup>79</sup> To strengthen the CBCAs juridical status, three associated decrees were validated by the respective stakeholders during a workshop in February 2013, and approved by the Council of Ministers on October 21, 2013. However, these were not yet signed by the President at the time of when this ICR was written.<sup>80</sup></p> <p>The three CBCAs were demarcated in a participatory manner. Communities living around the conservation areas will ensure long-term protection of these areas.</p> <p>A conservation charter and management plans (Plan d'aménagement et de gestion – PAG) for each of the three CBCAs were prepared, and validated by the technical working group.<sup>81</sup> However, the management plans have not yet been adopted by the affected communities and the CIEDs.</p> <p>149 income generating activities (Activités Génératrices de Revenus – AGR) such as for example pisciculture, pig breeding, or market gardening were supported in the buffer zones of the CBCAs together with 13 micro projects at the communal level (Revised Intermediate Result Indicator #6 – 100%). In total, 1,887 people profited from these projects, including 924 women (49%) (Revised Intermediate Result Indicator #7 – 100%). A first evaluation study on the socio-economic impact of the income-generating activities was finalized in March 2014.<sup>82</sup></p> <p>Management units for each of the CBCAs were established in 2010. Also established in 2010, was a technical working group on coastal and marine biodiversity management, which provided technical assistance to the management units and community members of the CBCAs through regular visits</p>

<sup>79</sup> The three CBCAs include (i) Vodounto in the Commune of Ouidah, Arrondissement de Avlékété, Village de Hio (communal order number 05/072/CO/SG/SAG of November 9, 2011); (ii) Bamezoun in the Commune of Aguégus/Dangbo (communal order number 1D/001/SG-SADE of January 19, 2012); and (iii) Togbin-Adouanko in the Commune of Abomey-Calavi (communal order number 21/050/C-AC/SG/DST/SEE/SAC of June 5, 2012).

<sup>80</sup> The related presidential decree on the three sites was approved by the Council of Ministers on October 21, 2013 (Affaire 110/14).

<sup>81</sup> Management plans include: (i) Plan d'aménagement et de gestion simplifié de l'aire communautaire de conservation de la biodiversité Bamezoun ; Avril 2014 ; (ii) Plan d'aménagement et de gestion simplifié de la forêt de mangrove Togbin-Adouanko; Avril 2014; and (iii) Plan d'aménagement et de gestion simplifié de l'aire communautaire de conservation de la biodiversité « Vodounto »; Avril 2014.

<sup>82</sup> Etude sur l'impact socio-économique des activités génératrices de revenus finances par le PGCBMC, Février-Mars 2014.

<i>Revised Components (Level II Restructuring May 17, 2011)</i>	<i>Outputs achieved at the time of project closing</i>
	<p>(Revised Intermediate Result Indicator #2 - 100%).<sup>83</sup> Since its creation the group met once or twice per year.<sup>84</sup></p> <p>To reinforce the capacities of associations of CBCA users, representatives of local communities and local partners for the implementation of the CBCA management plans, local plans for environmental management (Plan Local d'Aménagement et de Gestion de l'Environnement – PLAGE) were prepared for the communities of the Complexe Est (i.e., Adjara, So-Ava, Porto-Novu, Sèmè-Podji and Aguégues), and for communities of the Complexe Ouest (i.e., Ouidah and Abomey-Calavi). Equally established was an inter-communal plan for environmental management (Plan Intercommunal d'Aménagement et de Gestion de l'Environnement - PIAGE) to provide support across communities. Financing agreements were established with the two CIEDs on specific activities of the PIAGE. The activities the provision of drinking water and forest officers in the CIED Nokoué, and the reforestation of botanical gardens and degraded mangrove areas, and provision of drinking water in the CIED Lagune Côtière.</p>
<p align="center"><b>Component 3 – Monitoring and Evaluation of Coastal and Marine Biodiversity</b>  <b>Rating: Moderately Satisfactory</b></p>	
<p>1. <u>Intermediate result:</u> Development of a monitoring and information system for coastal and marine resources and ecosystems to guide local and national policy and decision-making processes, and to foster public awareness of conservation needs and social, economic and cultural benefits.</p> <p>(i) The design of an integrated database for biodiversity monitoring and evaluation to be complementary and linked to the existing environmental information and monitoring system which is managed by ABE; and</p> <p>(ii) The purchase and establishment of hardware and software necessary for the operation of the integrated database and the effective functioning of the biodiversity monitoring and evaluation system, and</p> <p>(iii) Technical assistance.</p> <p>2. <u>Intermediate result:</u> Provision of support for inventorying and monitoring activities of coastal biodiversity resources.</p>	<p>1. At the end of the Project, the existing environmental information and monitoring system (Système d'Information et de Suivi de l'Environnement – SISE) was upgraded with the addition of a coastal and marine biodiversity database, which was informed by a large amount of data collection exercises. While the database allows for the generation and dissemination of some data, its scope is still limited due to a lack of existing baseline data (Revised Intermediate Result Indicator #8 – 75%). The system's monitoring function does therefore also not yet allow monitoring the status of coastal and marine biodiversity to the extent envisaged in the PAD.</p> <p>The analysis and data collection that informed the design, creation, and envisaged implementation of the coastal and marine biodiversity database was laid out in a final document completed in July 2012.<sup>85</sup> The creation of the database was informed by a capacity assessment of the existing SISE;<sup>86</sup> the management plans for the three CBCAs; a monograph of the CBCAs; and an ecological inventory and ecotoxicology assessment to determine the level of pollution and degradation</p>

<sup>83</sup> The technical working group on coastal and marine biodiversity management was officially established through a ministerial order (arête ministerial number 0022/MEPN/DC/SGM/ABE/SA).

<sup>84</sup> The technical working group met twice in 2010, 2012, and 2013; and once in 2011.

<sup>85</sup> International ST2i Groupe Studi, 2012. Mise en place de la base de données géoréférencées sur la zone côtière et les zones humides.

<sup>86</sup> Liner Environnement – Evaluation et Audit, Etudes Techniques, Amélioration des capacités de communication du Système d'Information et de Suivi Environnemental (SISE), Mars 2012.

<i>Revised Components (Level II Restructuring May 17, 2011)</i>	<i>Outputs achieved at the time of project closing</i>
<p>(i) Planning of inventorying and monitoring activities;</p> <p>(ii) Surveying, quantifying and mapping of resources; and</p> <p>(iii) Collection of economic, social and environmental baseline data within the coastal zone in order to establish the baseline for monitoring the performance of the Project during implementation.</p>	<p>of biological resources.<sup>87</sup> The Project also obtained five satellite images, which contributed to the preparation of a study on mapping the coastal zone.<sup>88</sup> While the system including the database is accessible online and currently allows for some information sharing, it is not fully operational yet due to incomplete baseline data. The remaining data necessary for the database's full functioning is still being collected, and will be available upon finalization of the report on the status of the coastal zone.</p> <p>The hardware and software necessary for the operation of the integrated database and the effective functioning of the biodiversity monitoring and evaluation system, was purchased and set up.</p> <p>2. <u>Intermediate result:</u> Support for inventorying and monitoring activities of coastal biodiversity resources was provided by the implementing agency, except for the collection of some remaining baseline data necessary for the system to allow for full monitoring.</p> <p>Appropriate indicators on marine biodiversity were identified through a study conducted in May 2012, which also discussed their integration into the environmental information and monitoring system.<sup>89</sup> The indicators' final integration was captured in the document on the coastal and marine biodiversity database; however, due to a lack of baseline data in the database, monitoring activities have not begun (Revised Intermediate Result Indicator #9 – 50).<sup>90</sup></p> <p>Surveying, quantifying and mapping of resources was conducted as captured in the various reports that ultimately informed the coastal and marine biodiversity database. See above.</p> <p>The coastal and marine biodiversity monitoring system is in place (Revised Intermediate Result Indicator #10 – 100%). But due to the limited baseline data, the system does not yet allow for monitoring changes in status and trends in environmental health and ecological stability of biodiversity of the coastal zone including the CBCAs. However, the Management Effectiveness Tracking Tool (METT) was used in collaboration with the communities in 2011, 2013 and 2014, and provided valuable information in comparison to the data acquired during</p>

<sup>87</sup> Unité de Recherche en Exotoxicologie et Etude de Qualité (UREEQ), Inventaire Ecologique et Analyse Ecotoxicologique de la Zone Côtière du Bénin : Tome II – Analyse ecotoxicologique et stratégie de gestion de la zone côtière, Octobre 2011 – Juin 2012; and Unité de Recherche en Exotoxicologie et Etude de Qualité (UREEQ), Inventaire Ecologique et Analyse Ecotoxicologique de la Zone Côtière du Bénin : Tome I – Inventaire écologique et causes de dégradation physique de la biodiversité côtière, Octobre 2011 – Juin 2012.

<sup>88</sup> Thomas, O., and Toko, I., Réalisation de la Cartographie de la Zone Côtière, Décembre 2012.

<sup>89</sup> Agence Béninoise pour l'Environnement, 2012. Etude d'identification des espèces Indicatrices adéquates et leur intégration au système de suivi écologique.

<sup>90</sup> International ST2i Groupe Studi, 2012. Mise en place de la base de données géoréférencées sur la zone côtière et les zones humides.

<i>Revised Components (Level II Restructuring May 17, 2011)</i>	<i>Outputs achieved at the time of project closing</i>
	project preparation. Increasing management effectiveness was measured. <sup>91</sup>
<b>Component 4 – Project Management</b> <b>Rating: Moderately Unsatisfactory</b>	
<p>1. <u>Intermediate result:</u> To ensure an effective and efficient implementation and coordination of the Project.</p> <ul style="list-style-type: none"> <li>(i) Procuring goods and services required for the operations;</li> <li>(ii) Assuring adequate financial management and reporting;</li> <li>(iii) Assuring effective activity planning and coordination;</li> <li>(iv) Assuring project performance monitoring and evaluation (including use of the coastal and marine information and monitoring system); and</li> <li>(v) Mobilizing and providing assistance and advisory services to the implementation partners of the Project.</li> </ul>	<p>2. <u>Intermediate result:</u> Provision of support to the implementation of project activities varied throughout project implementation. While the first three years were characterized by a moderately unsatisfactory to unsatisfactory implementation performance, the second half showed satisfactory to moderately satisfactory ratings.</p> <p>Procurement activities were conducted in line with World Bank procurement procedures, and on average rated moderately satisfactory.</p> <p>Financial management performance was cumbersome in the beginning of project implementation. Financial management performance improved beginning 2010, and was rated at satisfactory levels until project closure in 2014.</p> <p>On average only 59% of the activities of each annual work plan were completed by the end of each year, mainly due to delays associated with procurement and the adoption of the regulatory instruments. At the end of two out of the six project years, over 80% of activities were completed (Retained Original Intermediate Result Indicator #15 – 33.3%).<sup>92</sup></p> <p>The Project's M&amp;E was moderately unsatisfactory taking into account that until 2012, there was no M&amp;E system in place. Two semi-annual progress reports on key outcomes and results were regularly produced (Revised Intermediate Result Indicator #11 – 100%).</p> <p>ABE's project team was trained on project management, M&amp;E, financial management, and procurement (April 1-6, 2013); on M&amp;E indicators for the CBCAs (March 2014); and environmental data collection (March 2014). (Revised Intermediate Outcome Indicator #12 – 100%).</p>

<sup>91</sup> Collected METT data for Togbin-Adouanko: Project appraisal: 33; 2011: 26; 2013: 47; and 2014: 98. For Vodounto: Project appraisal: 22; 2011: 29; 2013: 44; and 2014: 88. For Bamezoun: Project appraisal: 22; 2011: 20; 2013: 38; and 2014: 72.

<sup>92</sup> 2009: 29%; 2010: 39%; 2011: 64%; 2012: 56%; 2013: 80%; 2014: 88%.

## ANNEX 3: BANK LENDING AND IMPLEMENTATION SUPPORT

### 1. *Task Team Members*

Name	Specialization	Unit	Responsibility
Agossou, Hugues	Senior Financial Specialist	GGODR	Financial aspects
Ahodehou, Lydie	Program Assistant	GMFDR	Team Support
Ahouissoussi, Nicolas	Senior Agriculture Economist	GFADR	Team support
Ayindo, Itchi Gnon	Senior Procurement Specialist	GGODR	Procurement
Coquillat, Desire	Consultant		Team support
Darang, Marie Bernadette	Information Assistant	GENDR	Team Support
Evouna, Emeran S.	Senior Environmental Specialist	GENDR	Safeguards
Fofana, Soulemame	Operations Officer	GFADR	Operational Support
Follea, Salimata D.	Natural Resources Mgt. Specialist	GENDR	Task Team Leader
Fundi, Marie Claudine	Program Assistant	GFADR	Team Support
Gautier, Jerome	Consultant		Team support
Gleason, Patricia	Consultant		Team support
Glineur, Nicole	Senior Environmental Specialist	GEFNR	Team support
Goldstein, Daria	Counsel		Legal support
Hinkati, Alain	Senior Financial Mgt. Specialist	GGODR	Financial Mgmt.
Issa, Maman-Sani	Senior Environmental Specialist	GENDR	Team support
Kanungo, Gayatri	Environmental Specialist	GENDR	GEF coordination
Kini, Remi	Senior Environmental Economist	GFADR	Task Team Leader
Kossy, Pacome	Consultant		Team support
Kristensen, Peter	Program Manager	GENDR	Quality Assurance
Lotayef, Dahlia	Lead Environmental Specialist	GENDR	Team support
M'Baipor, Lucienne M.	Senior Social Development Specialist	GSURR	Social Safeguards
Munzberg, Natalie	Counsel	LEGA	Legal support
Ngomba, Clotilde	Senior Agriculture Economist	AFTN1	Team support
Olojoba, Africa Eshogba	Lead Environmental Specialist	GENDR	Task Team Leader
Rechbauer, Gabriele	Consultant		Team support
Schmidt, Veruschka	Strategy Officer	BPSSP	ICR author
Schorosch, Franz	Consultant	GENDR	Team support
Seini, Abdoul Wahabi	Senior Social Development Specialist	OPSOR	Social Safeguards
Selvadurai, Beula	Program Assistant		Team support
Sinnassamy, Jean-Marc	Senior Environmental Specialist	GEFNR	Team support
Tente, Agossou Brice Hugues	Senior Financial Management Specialist	GGODR	FM
Traore, Sylvie Korotimi	Language Program Assistant	AFTAR	Team support
Vaselopoulos, Virginie	Senior Program Assistant	GENDR	Team support

## 2. Staff time and cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of Staff Weeks	USD Thousands (including travel and consultant costs)
<b>Lending</b>		
FY01	4.43	12.40
FY02	8.34	7.03
FY03	12.01	33.80
FY04	11.90	20.11
FY05	13.25	5.60
FY06	11.46	6.30
FY07	13.44	9.16
FY08	9.30	6.40
Total	84.13	100.8
<b>Supervision/ICR</b>		
FY08	8.45	0.00
FY09	6.23	32.55
FY10	9.86	18.65
FY11	1.67	33.68
FY12	6.66	28.99
FY13	9.43	22.12
FY14	6.95	15.69
FY15	5.15	15.25
Total	46.40	166.93

## ANNEX 4: SUMMARY OF BORROWER'S ICR AND/OR COMMENTS ON DRAFT ICR

### RÉSUMÉ EXÉCUTIF

1. La mission d'évaluation finale du PGCBMC est une activité normale inscrite dans le document du projet. Conformément aux TDR de cette mission, l'évaluation porte sur la phase de la mise en œuvre du projet. Il est particulièrement question d'élaborer un rapport d'achèvement du PGCBMC dont les aspects suivants seront analysés : le contexte du projet, la présentation du projet restructuré, les facteurs ayant influencés la mise en œuvre et les résultats du projet, la performance de la gestion du projet, l'évaluation des résultats du projet, l'impact socio-économique, la durabilité, la performance des deux parties et enfin les enseignements tirés de la mise en œuvre du projet.
2. **Conception du projet :** Conformément aux directives du FEM, le projet s'inscrit dans le domaine de la préservation des ressources naturelles notamment marine et côtière. Ainsi, grâce au Projet de Gestion Communautaire de la Biodiversité Marine et Côtière (PGCBMC) quatre Aires Communautaires de Conservation de la Biodiversité ont été identifiées. Soutenu et financé par le Fonds pour l'Environnement Mondial (FEM), le PGCBMC a permis la création de trois (03) Aires Communautaires de Conservation de la Biodiversité (ACCB), et financé sous forme de dons des Activités Génératrices de Revenus (AGR) au profit des populations riveraines des ACCB.
3. Le document de projet a été particulièrement ambitieux en termes des résultats et des impacts attendus de la mise en œuvre du projet, dont la durée n'est que de 5 ans. Des indicateurs de réalisation repris dans le document sont pour la plupart non quantifiables et ne peuvent être mesurés qu'à la suite d'une appropriation par les bénéficiaires des acquis du projet, permettant ainsi de mesurer, dans le temps, les changements intervenus dans l'utilisation des ressources naturelles et de la production agricole pour réduire la vulnérabilité de la biodiversité face à une pression anthropique sans cesse grandissante.
4. Les composantes retenues pour la mise en œuvre du projet sont concrètes même si dans la composante relative à la création des organisations des communautés à la base on n'a pas prévu un plan de communication adéquat. Il aurait également fallu considérer l'adoption de la loi sur le littoral comme une condition critique et prévoir les mesures de mitigation.
5. Au plan institutionnel, le projet est placé sous la tutelle de l'ancien Ministère de l'Environnement, de l'Habitat et de l'Urbanisme (MEHU) qui est chargé de la conservation de la nature, de la gestion des politiques et problèmes environnementaux. L'agence Béninoise pour l'Environnement (ABE) est la structure d'exécution du Projet. A cet effet, elle assure le rôle de secrétariat permanent du Comité de Pilotage (CP) en tant qu'organe de mise en œuvre de la composante et exécute toutes les tâches liées au suivi - évaluation consolidé en utilisant l'Observatoire de la zone littorale. Aussi des comités de pilotage et des unités de gestion ont été mises en place pour appuyer la mise en œuvre du projet.
6. Au plan technique, on constate que certains délais d'exécution prévus pour certaines activités sont très courts au vu des retards observés dans leur mise œuvre.
7. **Mise en œuvre du projet:** Depuis son démarrage, le projet a eu quatre (04) équipes de coordination. Cela constitue sans doute un élément potentiellement nuisible au fonctionnement harmonieux et efficace du projet.

8. Comme, il a été rapporté dans les rapports d'auto-évaluation du PGCBMC, un certain nombre d'activités programmées au niveau des différentes composantes n'ont pas été exécuté dans les délais requis. Les raisons qui expliquent cette situation sont entre autres :
  - la lenteur administrative ;
  - les procédures longues pour le vote des lois sur le littoral ;
  - les appels à manifestation d'intérêts déclarés infructueux à plusieurs reprises ;
  - les cabinets ad hoc sollicités non disponibles ;
  - la non disponibilité à temps des résultats des études.
9. L'un des résultats du PGCBMC est la création dans le domaine côtier de trois Aires Communautaires de Conservation de la Biodiversité (ACCB) qui sont reconnues à travers la signature d'arrêté communal de création des ACCB. Ces aires communautaires sont :
  - ACCB VODOUNTO de 17 ha dans la commune de Ouidah, Arrondissement de Avlékété, Village de Hio;
  - ACCB TOGBIN ADOUNKO de 89 ha dans la commune d'Abomey-Calavi;
  - ACCB BAMEZOUN de 18,62 ha, dans les communes des Aguégues et de Dangbo avec une délimitation de 5m de Zone tampon tout autour.
10. L'ABE dispose aujourd'hui d'une base de données assez fournies de ces ACCB à travers les nombreuses études réalisées. Néanmoins, il faut noter que la délimitation et la création des ACCB sont les seules activités physiques réalisées à ce jour.
11. L'une des stratégies de ce projet a été également de financer des initiatives économiques à caractère individuel et collectif (micro-projets et AGR) et d'autres socio-communautaires au profit des populations des 3 ACCB. Ainsi, la quasi-totalité des activités prévues en ce qui concerne la première série de conventions signées avec les bénéficiaires ont été réalisées et en ce qui concerne les autres conventions, elles sont réalisées à environ 75%. Le taux global financière se situe autour de 77,45% et le taux global physique de réalisation se situe en moyenne autour de 79,33%.
12. Dans le cadre de la conservation des infrastructures de production ou de transformation, de stockage et de conservation pour une augmentation de la productivité et de capacité des conservation des produits destinés à la commercialisation, la plupart des équipements prévus pour être mis à la disposition des bénéficiaires du programme AGR l'ont déjà.
13. **Sur le plan financier:** Le Système de gestion financière du Projet de Gestion Communautaire de la Biodiversité Marine et Côtière (PGCBMC) est satisfaisant. Le projet a soumis quarante-quatre (44) demandes de réapprovisionnement de fonds (DRF) à la Banque Mondiale depuis 2009 à ce jour et son taux de consommation a atteint 100,00%. Le solde disponible à ce jour est de cent quarante-huit millions quatre cent cinquante-neuf mille cinq cent neuf (148.459.509) Francs CFA dans les livres du projet à la BCEAO et à ECOBANK contre Zéro (0) dans les livres de la Banque Mondiale. Une demande (n°45) est en voie d'acheminement pour environ 74.611.982 F CFA. Le processus de recouvrement de l'avance initiale a démarré sur la DRF 44 pour un montant de 26.928.509 F CFA.



14. Les ressources mobilisées au titre du Don (FEM+ETAT) sont évaluées de nos jours à Deux milliards deux cent un millions deux cent trente-six mille deux cent cinquante-neuf (2.201.236.259) francs CFA contre trois milliards cent cinquante millions (3.150.000.000) francs CFA soit une mobilisation globale de 69,88%.
15. Les dépenses sont exécutées ainsi qu'il suit :
- Catégorie 1 Biens 79,51%
  - Catégorie 2 Travaux 49,33%
  - Catégorie 3 Services de Consultants 99,84%
  - Catégorie 4 Sous financement pour Sous projets 98,33%
  - Catégorie 5 Coûts de Fonctionnement 86,37%
16. Les rapports intérimaires financiers semestriels au nombre de onze (11) sont transmis régulièrement avec une qualité jugée acceptable.
17. Les rapports d'audit interne et externe au titre de l'exercice 2013 ont été déposés dans les meilleurs délais et seront transmis à la Banque Mondiale sous peu.
18. La stratégie du PGCBMC est le faire-faire. Ainsi, les taux d'exécution (financière et physique) des plans annuels de passation de marché pour l'acquisition des biens et services pour le projet apparaissent comme des indicateurs incontestables d'efficacité de mise en œuvre des activités programmées. En Avril 2014, le taux d'engagement est de 97,91% ce qui dénote globalement d'une bonne performance financière du projet.
19. Au début du projet, l'exécution n'a pas utilisé le dispositif de suivi et évaluation comme outils de gestion. Le dispositif de suivi-évaluation a été formalisé en début de l'année 2012 et un manuel de suivi-évaluation existe.
20. Le mécanisme de suivi évaluation mis en place au niveau du programme, a adopté le principe de rapportage écrit, des réunions périodiques de concertation et les visites de terrain. Ce mécanisme fonctionne d'après une pyramide à base élargie où les informations remontent de la base au sommet. Les acteurs de ce mécanisme sont ci-après : (i) les chargés de mission (ii) les prestataires (iii) les bénéficiaires (iv) le chargé de suivi évaluation, (v) le coordonnateur du projet, (vi) les deux partenaires dont le FEM et le gouvernement béninois.
21. Mais en dépit de tout ce dispositif, les informations disponibles sur la mise en œuvre du programme comparées à celles consignées dans les documents de référence du programme signalent un dispositif de suivi-évaluation plus axé sur les moyens que sur les résultats. En effet, la mesure des progrès telle que consignée dans les différents rapports annuels d'activités et de capitalisation, ont plus mis l'accent sur les réalisations physiques et les moyens financés correspondants en terme de décaissement.
22. D'une manière globale, le projet a atteint les résultats attendus et ses effets touchent les bénéficiaires ultimes, constitués de plus au moins 1669 personnes avec un montant de financement qui avoisine les 505 millions de FCFA pour l'ensemble des sites du projet.

## **ANNEX 5: LIST OF SUPPORTING DOCUMENTS**

### **1. *Project documents***

- Project Appraisal Document for Benin – Community-Based Coastal and Marine Biodiversity Management Project, (Report No: 41053-BJ), January 18, 2008
- Global Environment Facility Grant Agreement between Republic of Benin and International Bank for Reconstruction and Development acting as an Implementing Agency of the Global Environment Facility, (GEF Grant Number TF091739), July 14, 2008
- Restructuring paper on a proposed project restructuring of community-based coastal and marine biodiversity management project, (Report No: 61426-BJ), May 20, 2011

### **2. *Mission reports***

- Aide-Mémoire de la dernière mission d'appui à la mise en œuvre, Bénin, du 28 avril au 02 mai 2014
- Aide-Mémoire de la mission de revue à mi-parcours, Bénin, du 8 au 16 avril 2013
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, du 6 au 12 novembre 2012
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, du 14 au 18 mai 2012
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, 13 octobre 2011
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, du 21 au 29 juillet 2011
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, du 21 au 27 octobre 2010
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, du 25 mars au 8 avril 2010
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, du 1 au 15 mai 2009
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, du 1 au 10 février 2009
- Aide-Mémoire de la mission d'appui à la mise en œuvre, Bénin, du 5 au 17 octobre 2009
- Aide-Mémoire de la première mission d'appui à la mise en œuvre, Bénin, du 4 au 8 août 2008
- Aide-Mémoire de la mission, Bénin, du 28 mars au 10 avril 2007
- Aide-Mémoire de la mission, Bénin, du 5 au 15 février 2001

### **3. *Other relevant documents***

- Agence Béninoise pour l'Environnement, 2012. Etude d'identification des espèces Indicatrices adéquates et leur intégration au système de suivi écologique.
- International Monetary Fund, 2011. Benin : Poverty Reduction Strategy Paper
- International ST2i Groupe Studi, 2012. Mise en place de la base de données géoréférencées sur la zone côtière et les zones humides.
- Liner Environnement – Evaluation et Audit, Etudes Techniques, Amélioration des capacités de communication du Système d'Information et de Suivi Environnemental (SISE), Mars 2012.

- Normand, D., 2011. Elaboration de projet de statut juridique et des modes de gestion des aires communautaires de la biodiversité marine et côtière.
- Thomas, A.B. and Imorou, A-B., 2011. Réalisation de l'étude de faisabilité de la cartographie, de la démarcation et de l'immatriculation des aires communautaires de conservation de la biodiversité.
- Thomas, O., and Toko, I., Réalisation de la Cartographie de la Zone Côtière, Décembre 2012.
- Unité de Recherche en Exotoxicologie et Etude de Qualité (UREEQ), Inventaire Ecologique et Analyse Ecotoxicologique de la Zone Côtière du Benin : Tome I – Inventaire écologique et causes de dégradation physique de la biodiversité côtière, Octobre 2011 – Juin 2012.
- Unité de Recherche en Exotoxicologie et Etude de Qualité (UREEQ), Inventaire Ecologique et Analyse Ecotoxicologique de la Zone Cotiere du Benin : Tome II – Analyse ecotoxicologique et stratégie de gestion de la zone côtière, Octobre 2011 – Juin 2012.
- Etude sur l'impact socio-économique des activités génératrices de revenus finances par le PGCBMC, Février-Mars 2014.
- World Bank, 2012. Toward a Green, Clean, and Resilient World for All: A World Bank Group Environment Strategy 2012 – 2022.
- World Bank, 2013. Country Partnership Strategy FY13-17 for the Republic of Benin.