**United Nations Development Programme**

**Green Climate Fund**

*FINAL REPORT* (29 November 2021)

Terminal Evaluation of the UNDP-Supported Green-Climate Fund Project titled “Advancing the National Adaptation Plan Process in Benin”

GCF Project ID: BEN-RS-001 UNDP PIMS ID: 6034

Country Benin

Region: West Africa

GCF programme: Readiness and Preparatory Support

Executing Partner: United Nations Development Programme (UNDP)

Project Executing Partner: Ministry of Living Environment and Sustainable Development (MCVDD)

Evaluation Time Frame: 20 June – 29 November 2021

Evaluation Consultants : Vincent LEFEBVRE, International Consultant

André ZOGO, National Consultant

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# Executive Summary

## Project summary table

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Project Details Project Milestones | | | | | |
| Project Title | Advancing the National Adaptation Plan Process in Benin | | Funding Proposal Approval Date | No info |
| UNDP Project ID (PIMS #): | 6034 | | Approval Letter Effectiveness Date: | 13/02/2019 |
| GCF Project ID: | BEN-RS-001 | | Project Document (ProDoc) Signature Date: | 23/04/2019 |
| First Disbursement Date | 28/05/2019 |
| UNDP Atlas Business Unit, Award ID, Project ID: | 00114708 | | Date Project Manager hired: | 01/10/2019 |
| Country/Countries: | Benin | | Inception Workshop: | 02/07/2019 |
| Region: | West Africa | | Mid-Term Review Completion Date: | None |
| Focal Area: | Climate Change Adaptation | | Terminal Evaluation Completion date: | 17/11/2021 |
| GCF Operational Programme: | Readiness and Preparatory Support | | Planned Operational Closure Date: | 12/08/2020 |
| Actual Operational Closure Date: | 30/06/2021 |
| Trust Fund: | Green Climate Fund | | | | |
| Executing Partner: | UNDP is the Delivery Partner for the project, supported by the Ministry of Living Environment and Sustainable Development (MCVDD), which is the National Designated Authority (NDA). | | | | |
| NGOs/CBOs involvement: | - | | | | |
| Private sector involvement: | - | | | | |
| Geospatial coordinates of project sites: | Nation-wide |  | | | |

|  |  |  |
| --- | --- | --- |
| Financial Information | | |
| Project | at approval (US$M) | at TE (US$M) |
| Project GCF Funding | 1.422 | 1.301 |

## Project description

The project "Advancing the National Adaptation Plan Process in Benin" was approved in February 2019 for 18 months and the effective implementation started in October 2019 with the contracting of the national project team.

The primary focus of the project was (i) to facilitate the integration of climate change adaptation into development budgeting and planning processes, and (ii) to increase access to local and external funding.

The project addresses a series of barriers limiting its effectiveness in mainstreaming climate change adaptation into development interventions: these included insufficient expertise in climate change costs modelling and insufficient knowledge of climate vulnerability in key development sectors, lack of tools to monitor climate change adaptation integration in budgeting processes and planning documents and weak capacity of Benin’s national climate change and environment fund (FNEC) to finance climate change adaptation.

Three outcomes were proposed to tackle these issues: (i) prioritise economic and climate impact assessments and options congruent with economic development, (ii) ensure climate change adaptation mainstreaming into budgeting processes and (iii) increase FNEC capability to attract public and private climate change adaptation funding.

The total GCF fund for the project is 1.422M$. The letter of approval date, which is also the effective project starting date was the 13th February 2019, while the project document was signed on the 23rd of April 2019 with Government. The project has been implemented through the Direct Implementation Modality (DIM) and UNDP served as the Delivery Partner (DP).

The project worked closely with the Ministry of Environmental Livelihoods and Sustainable Development (MCVDD) and particular its General Directorate for Environment and Climate (DGEC) as the National Designated Authority (NDA).

Other beneficiaries included the Ministry of Economy and Finance (MEF), the Ministry of Development and Government Action Coordination (MDCAG), the Ministry of Tourism, Culture and Artwork (MTCA), the Ministry of Infrastructures and Transport (MIT), the Ministry of Energy, the General Directorate for Water, Forestry and Hunting (DGEFC) under MCVDD, and municipalities. The project also targeted NGOs and the private sector.

Project Board members were limited to UNDP, MCVDD and the Budget General Directorate. A NAP Technical Committee comprising most of all above-mentioned beneficiaries was associated with the project team and in decision making.

|  |  |
| --- | --- |
| **Objective:** facilitate the integration of climate change adaptation into development budgeting and planning processes, and increase access to local and external funding. | |
| Outcome 1: Economic and climate impacts assessed and adaptation options prioritised for effective budgeting and planning | **Indicators:**   * *Functioning status of the model to assess and monitor the economic impacts of climate change* * *Number of institutional staff with advanced economic modelling skills that can be used for adaptation planning* * *Number of sectoral vulnerability assessments developed* * *Number of adaptation measures identified in priority sectors* * *Number of stakeholders trained on vulnerability and climate risk assessment methodologies* * *Number of adaptation options prioritised and validated, by sector* * *Existence and status the drafting of the NAP document* |
| **Outputs:**   * Operational economic assessment tool informing budgeting processes * Climate risks and vulnerability assessments are conducted in urban planning and infrastructure, energy, tourism and forestry * Adaptation options are prioritised for the urban planning and infrastructure, forestry, and energy sectors, and compiled as part of the NAP |
| Outcome 2: Climate change adaptation mainstreaming into budgeting processes facilitated. | **Indicators:**   * *Existence and status of coordinating mechanism for CCA integration into budgeting (national and local levels)* * *Existence of a gap assessment of climate information needs on knowledge sharing platforms* * *Status and interactivity of tools for public knowledge sharing on climate information* * *Existence, status and use/adoption of the guidelines in Programming of three-year Climate Change Expenditures* * *Existence and status of a Guide for the Annual Climate Change Investment Plan (PAI-CC)* * *Number of PAI-CC documents developed at municipal level and in use* * *Number of national high-level decision-makers with enhanced capacities for CCA planning and sensitized in CCA mainstreaming challenges and* *opportunities, including examples from outside Benin* * *Number of municipal leaders and associated stakeholders with advanced skills in planning and investment for CCA* |
| **Outputs:**   * The tracking of CCA interventions and budget expenditures is strengthened through budget tracking tools and an enhanced information platform * Change Budgeting guidelines are developed and CCA is integrated into multiannual and annual budgets in pilot ministries and municipalities * Decision makers’ capacities are strengthened to influence budgetary processes at the sectoral and local level, for CCA mainstreaming |
| Outcome 3: National Fund for Environment and Climate (FNEC) strengthened to attract public and private funding for effective adaptation planning | **Indicators:**   * Number of domestic CCA funding mechanisms identified and advocated to the Ministry of Economy and Finance and Parliamentarians * Number of private sector entities identified for potential interests in CCA implementation * Existence of private sector partnership framework for CCA investment. * Number of developed CCA project idea notes in the agriculture sector. |
| **Outputs:**   * Framework for fiscal incentives to expand FNEC’s resources created * Enabling environment for the private sector in CCA strengthened |

Box 1: Summary of project outcomes, outputs & indicators end.oject'eef quality)d in local and regiional n of the quarantine has resulted in accelerated livestock off-take ;

## Findings

*Design*: as part of the Readiness Programme, the project was amongst one of the first interventions focusing on institutional capacity development of CCA with a view to enhancing tools and mechanisms to monitor and mainstream CCA. The project was based on a series of deliverables (“products”) for that purpose. The project design is straightforward with most if not all indicators SMART.

The risk log was overall valid with some issues on how to engage with the private sector, on insufficient basic knowledge of some stakeholders on climate change and the lack of data that proved very problematic for several products’ deliveries.

The project design took into consideration a pre-existing project – PAS PNA – funded by GIZ with a similar objective on institutional strengthening but with a regional and more scientific focus. The combination of both projects will be key in designing a national NAP and sectoral NAPS for the most climate-vulnerable development sectors.

*Implementation - Adaptive management*: with a very late project beginning (halfway into project duration), the national project team adopted an implementation strategy based on recovering lost time; examples included clustering project outputs into ‘studies’, contracting locally and limiting the number of contractors. In addition, a participatory approach was adopted ensuring beneficiary participation in all steps leading to products validation and official endorsement. Combined with COVID and international quality assurance, this had partly an opposite effect in delivery and slowed down implementation. Two project extensions were granted moving project closure from August 2020 to June 2021, a blanket 6-months COVID extension for all projects and a 4-months extension to cover the delay of the 1st GCF payment.

There was an initial agreement with PAS PNA to support the drafting of vulnerability assessment and the elaboration of sectoral NAPs. Each project would cover 4 priority sectors; forestry, infrastructures and urban development, tourism and energy for this project. PAS PNA would cover the 4 remaining sectors (agriculture, water, health and coastal management).

*Project finance*: the initial adaptive management measures succeeded in engaging half of the planned budget for the 1st implementation year (3 months out of the planned 10 months). The delivery remained capped at around 50% in 2020 with the COVID lockdown and increased for the final year (2021). Eventually, 91% of the project was engaged before project closure, leaving many activities in their late stages of implementation. UNDP TRAC funds and Government cofinancing took over to finalise the studies and outputs – possibly by year’s end.

*Monitoring and Evaluation*: in addition to the project team, sectoral technical working groups were invited to validate products and the National Adaptation Plan Technical Committee (CTPNA) was meeting regularly to assess progress. In addition, a coordinating committee between PAS PNA and the project was functional and facilitated greatly project implementation.

*UNDP implementation and oversight / MCVDD partnership*: under DIM, the project was under the responsibility of UNDP for all management and finance-related activities starting with the project team contracted directly by UNDP. The project team located in MCVDD was in a constant exchange of information with the UNDP Country Office. Quality assurance was ensured by the UNDP Country Office, Regional and Head offices with support for international contracting (product quality assurance), requests of extension and budget adjustments. There has been extensive support of DGEC with non-planned cofinancing (e.g., transport and team location) but also in mobilising sectoral stakeholders and bridging PAS PNA and the project with coordination events.

## Project’s main achievements

There were three project outcomes on (1) *‘Economic and climate impacts assessed and adaptation options prioritised for effective budgeting and planning’*, (2) *‘Climate change adaptation mainstreaming into budgeting processes facilitated’* and (3) *‘National Fund for Environment and Climate (FNEC) strengthened to attract public and private funding for effective adaptation planning’*.

*Under Outcome 1*, the general and partial models on economic modelling were developed; however, they need a lot of data that may not be available at sectoral level; their interest is mainly for the Ministry of Development and Government Action Coordination (MDCAG); they generated little interest at the municipal level. Vulnerability studies for 4 selected priority sectors were conducted and validated but only after extensive discussions on quality, changes of methodology and even redrafting due to COVID and data gaps. Four sectoral NAPs were drafted but some were only validated after project closure with additional TRAC funds. The national NAP drafted jointly with UNDP and GIZ with additional TRAC funds as well, is still under development due to delays as well from GIZ’s side. As per interviews and overall stakeholders’ enthusiasm, this is probably the main achievement of the project.

*Under outcome 2*, the activity on the development of CC budget trackers is still underway but expected to be validated. The CNCC was reactivated with a new decree to monitor NAPs; it is currently operational. The climate change website was refurbished but the information platform relies on the MCVDD’s Computer Unit that has little expertise in reviewing CC-related contents. Senior public staff within the 4 sectors and municipal staff (mainly Planning) were sensitised on the new guidelines for integrating CCA into planning documents (2022 4th generation PAI and PDC at municipal level). They still have to be applied. Key decision-makers including parliamentarians were sensitised on CC mainstreaming into national/sectoral budgets.

*Under outcome 3*, there was little progress on understanding the private sector’s potential involvement in CCA; a mapping study was conducted but did not result in more approximation between FNEC and the private sector; actually, a couple of activities were cancelled as tied to the outdated PAG following the 2021 presidential election. The project on community resilience along the Togo-Benin border has been abandoned due to impractical international quality assurance contracting too close to project closure. With the project’s technical assistance and DGEC’s support, FNEC has been able to draft 6 project conceptual notes but no new intervention was endorsed by external funds during the project timeframe.

*Relevance*: the project is highly relevant as it is in line with Government’s NDC and LECDRS. It covered half of Benin priority development sector with the other half covered by GIZ support.

*Effectiveness and efficiency*: the results under outcomes 1 and 2 on vulnerability assessments, NAPs, tools to monitor CC expenses, model climate change impact on economic development and tools integrate CC actions into planning documents have most contributed to the project’s objective. Results achieved through Outcome 3 on FNEC capacity strengthening remain mixed with insufficient contribution; in particular, the poor interest generated by new environmental fiscal instruments, the private sector mapping study that did not reach out to private sector top management. On a positive note, the draft regulatory decree of the Climate Change Law is now under review by Government’s legal services.

Efficiency: with a tremendous start-up delay (40% of project duration), it seemed that implementation would be an impossible mission – even more so with COVID -, the national project team adopted many adaptive management measures that reduced this gap to a certain level and at the same time increased significantly the project efficiency like combining activities within a single study or clustering outputs, moving from activity sequencing to parallel activity implementation (e.g. sectoral NAP and national NAP), relying on draft documents instead of validated ones. The ratios on committed/planned funds increased over time but that was not enough to commit all funds by project’s end: around 10% of the budget was not used.

*Gender*: a gender report was not adequately divulged with contractors and trainers. They indicated that they mainstream gender in their activities – probably as per their own guidelines. Overall, gender considerations have been integrated into vulnerability assessments and NAPs and women participation averaging 20% in sensitisations and training sessions.

*Impact and sustainability*: the risks to sustainability are relatively limited for most results thanks to results ownership and empowerment, probably a result of the project participatory approach. The organisational risks remain high for FNEC with insufficient fund-raising capacity as are institutional risks for decree established structures (e.g., CNCC). Socio-political risks are limited for outputs directly benefitting ministries that are likely to institutionalise project results. They may be higher for municipalities with leadership changes that can result in development priorities changes including for CCA. The impact of the project is very high with the prospects of NAP implementation, modelling CC impact on economic development and mainstreaming it in municipal planning documents. So far, FNEC is working on 6 projects conceptual notes but there no indications of progress in assessing or even considering private sector climate finance.

## Evaluation rating table

|  |  |
| --- | --- |
| 1. Monitoring & Evaluation (M&E) | Rating |
| M&E design at entry | HS |
| M&E Plan Implementation | S |
| Overall Quality of M&E | S |
| 2. Implementing Agency (IA) Implementation & Executing Agency (EA) Execution | Rating |
| Quality of UNDP Implementation/Oversight | S |
| Quality of Implementing Partner Execution | HS |
| Overall quality of Implementation/Execution | S |
| 3. Assessment of Outcomes | Rating |
| Relevance | HS |
| Effectiveness | S |
| Efficiency | HS |
| Overall Project Outcome Rating[[1]](#footnote-1) | HS |
| 4. Sustainability | Rating |
| Financial sustainability | ML |
| Socio-political sustainability | L |
| Institutional framework and governance sustainability | L |
| Environmental sustainability | L |
| Overall Likelihood of Sustainability | L |

|  |  |
| --- | --- |
| Ratings for Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight, Execution, Relevance | Sustainability ratings: |
| 6 = Highly Satisfactory (HS): exceeds expectations and/or no shortcomings  5 = Satisfactory (S): meets expectations and/or no or minor shortcomings  4 = Moderately Satisfactory (MS): more or less meets expectations and/or some shortcomings  3 = Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings  2 = Unsatisfactory (U): substantially below expectations and/or major shortcomings  1 = Highly Unsatisfactory (HU): severe shortcomings  Unable to Assess (U/A): available information does not allow an assessment | 4 = Likely (L): negligible risks to sustainability  3 = Moderately Likely (ML): moderate risks to sustainability  2 = Moderately Unlikely (MU): significant risks to sustainability  1 = Unlikely (U): severe risks to sustainability  Unable to Assess (U/A): Unable to assess the expected incidence and magnitude of risks to sustainability |

## Summary of conclusions, recommendations and lessons learned

**Conclusions:**

*On results:* the project has made significant strides in enhancing the capacity of the Government to assess the country’s vulnerability to climate change and steer climate change mainstreaming into sectoral and budget planning.

The country is now tooled with modelling capability to measure CC impacts on vulnerable development sectors and a plan of options – NAPs - is on Government’s table to respond to the challenge.

The project also contributed to supporting the elaboration of legal documents (e.g., regulatory decreed on the Climate Change Law) and the establishment of new structures and mechanisms (CNCC, climate change website) that should facilitate DGEC’s efforts in supervising CCA and the national NAP.

At local level, more comprehensive guidelines on climate change mainstreaming into municipal documents are ready for use for the next generation of Municipal Development Master Plans.

Efforts made to support access to external funding have yet to show their effects but with DGEC’s support, FNEC is currently working on several project conceptual notes; it remains to be seen if it will have the capacity to move from concept to formulation and achieve project funding. Private sector finance remains elusive with insufficient understanding of the sector and the lack of bridges between the sector and FNEC.

More importantly, awareness-raising activities were conducted targeting key decision-makers within the legislative power (parliamentarians) and Government institutions (ministries and municipalities).

*On implementation*: the late project team recruitment (by nearly half project duration) forced the adoption of an accelerated implementation method with numerous adaptative management measures to recover lost time. This was further exacerbated by COVID but eventually, no-cost extensions were granted and expanded the timeframe by 10 months.

The participatory approach during implementation has greatly contributed to ownership and empowerment; it was also crucial to improve products quality with national contractors not necessarily meeting top-notch delivery and entangled with COVID constraints. This combined with international quality assurance during COVID substantially slowed down implementation.

**Recommendations:**

The following is recommended:

|  |  |  |  |
| --- | --- | --- | --- |
| Rec  # | TE Recommendation | Entity Responsible | Time frame |
| A | Category 1: training and awareness-raising |  |  |
| A.1 | Target primarily municipal umbrella organisations for any municipal support | ---------- | ---------- |
| A.2 | Ensure refresh courses benefitting – above all of the municipal staff – to reduce the effects of staff turnover | ---------- | ---------- |
| A.3 | Increase sector awareness further by sensitising value chain stakeholders | ---------- | ---------- |
|  | Category 2: NAP monitoring |  |  |
| B.1 | Establish and operationalise NAP monitoring groups within line ministries in collaboration with CNCC, as a strategy to link up sectoral stakeholders | Line ministries | Next 6 months |
| B.2 | Ensure an operational budget line for running CNCC | DGEC | Next 12 months (next national budget session) |
| C | Category 3: Access to external funding |  |  |
| C.1 | Clarify role and responsibilities between FNEC, line ministries, DGEC and municipal umbrella organisations as to whom municipalities should turn to for assessing CCA project ideas | FNEC | Next 3 months |
| C.2 | Sponsor studies additional studies and workshops involving the private sector, so as to establish a dialogue between Government and the private sector on CCA finance | FNEC | Next 12 months |
| C.3 | Redesign FNEC’s Financial Resource Mobilisation Department with additional human resources and new supplementary contract conditions allowing for results-based bonuses | FNEC | Next 24 months |
| C.4 | Consider the commissioning of a study to assess the feasibility of accrediting a non- public entity that would link up private sector finance with external donors | DGEC | Next 24 months |
| D | Category 4: Consolidation |  |  |
| D.1 | Review the data entry mechanism for CC related website publications through considering the involvement of the MCVDD Communication Department for ensuring technical quality assessment before publication | MCVDD / DGEC | Next 12 months |
| D.2 | Allocate the remaining funds (1.6M$): prepare a mixed proposal for (i) enhancing the organisational setup of FNEC (more HR, improved communication with partners), (ii) accelerate sensitisations of the population on CCA and NAP[[2]](#footnote-2) for increased adhesion, (iii) finance assessment on the feasibility of creating an NDA targeting private sector finance, (iv) review the national data collection and storage system to ensure that sectors have access to adequate time series for CC modelling and monitoring priority sector vulnerabilities | FNEC/MCVDD | Next 18 months |
| D.3 | On NAP implementation and the private sector: DGEC should take the lead in dialoguing with line ministries on strategies/methods to involve the private sector – with an emphasis on the youth – as funding partners for large-scale entities and/or as implementers for more efficient delivery | MCVDD | Next 5 years |

**Lessons learned:**

Several lessons learned should be considered for future interventions:

|  |  |
| --- | --- |
| Less lear  # | TE Lessons learned |
| A | Category 1: studies and deliverables |
| A.1 | Municipality ownership and empowerment have been very weak – even for the most proactive ones -; funding should be decentralised allowing more financial leeway of municipalities when defining environmental priorities and actions in/around buffer zones |
| A.2 | The project’s total budget has been very low in relation to the area and themes that were covered. The number of outputs and spreading of beneficiaries over a wide area resulted in thinning out resources with limited beneficiary participation. There is a need to balance budget amount for impact with area and number of inputs for effectiveness |
| A.3 | Mobility means for PCU has been limited despite the availability of transport from MARN. When limited transport of staff is sufficient – vehicle purchase not necessary -, project design must accommodate a transport budget allowing car rental |
| B | Category 2: project design |
| B.1 | The project cycle should be substantially longer to accommodate large idle inception periods with project budgets taking into account that period |
| B.2 | GCF’s rules are not consistent enough but at the same time regulations do not allow for flexible implementation: clear guidelines must be in place (i) prior to starting the project formulation and (ii) to facilitate as much as possible output delivery through co-cost extensions – on the principle of value for money - |

## List of Acronyms and Abbreviations

ABERME *Agence Béninoise d'Electrification Rurale et Maîtrise de l’Energie* – Benin Agency for Rural Electrification and Energy Management

ADECOM *Association pour le Développement Communautaire* – Association for Community Development

ANAT *Agence National pour l'Aménagement du Territoire* – Land Development National Agency

ANCB *Association Nationale des Communes du Bénin* – Benin National Association of Municipalities

ANPT *Agence Nationale de Promotion du Patrimoine* - National Heritage Promotion Agency

AWP Annual Work Plan

BAI *Bureau d’Analyse et d’Investigation* – Analysis and Investigation bureau

BTP *Bâtiments et Travaux Public* – Construction and Public Works

CDR Combined Delivery Report

CBA Cost-Benefit Analysis

CMEICB *Commission de Modélisation Economique des Impacts du Climat et de l’Intégration des Changements Climatiques dans le Budget Général de l’Etat* – Commission for the Economic Modelling of Climate Impact and Climate Change Integration within the State General Budget

CNCC *Comité National sur le Changement Climatique* – Climate Change National Council

CO Country Office (of UNDP)

CPAP Country Programme Action Plan

CPD Country Programme Document

CPEIR [Climate Public Expenditures and Institutional Review](https://www.climatefinance-developmenteffectiveness.org/CPEIR-Workshop2012)

CSO Civil Society Organisation

CTPNA Comité Technique Plan National d’Adaptation – National Adaptation Plan Technical Committee

CUSTE *Chaire de l’UNESCO pour les Sciences, Technologies et l’Environnement* - UNESCO Chair in Sciences, Technologies and Environment

DAC Development Assistance Committee

DCAM *Direction de la Climatologie et des Applications Météorologiques*– Directorate for Climatology and Weather Applications

DGAE *Direction Générale des Affaires Economiques* – General Directorate for Economic Affairs

DGB *Direction Générale du Budget* – General Directorate for Budget

DGEC *Direction Générale Environnement et Climat* – General Directorate for Environment and Climate

DGEFC *Direction Générale Eaux, Forêts et Chasse* – General Directorate for Water, Forest and Hunting

DGPD *Direction Générale des Politiques et du Développement* – General Directorate for Policies and Development

DPP *Direction Programmation et Prospective* - Programming and Forecasting Directorate

DSI Direction du Service Informatique – Information Technology Direction

EA Executing Agency

EUD European Union Delegation

FADeC [*Fonds d'Appui au Développement des Communes* – Supporting Fund for the Development of Municipalities](https://www.eda.admin.ch/countries/benin/fr/home/cooperation-internationale/projets.html/content/dezaprojects/SDC/en/2016/7F09511/phase1?oldPagePath=/content/countries/benin/fr/home/internationale-zusammenarbeit/projekte.html)

FAO Food and Agriculture Organisation

FNDPT *Fonds National de Développement et Promotion du Tourisme* – National Fund for the Development and Promotion of Tourism

FNEC *Fond National Environnement et Climat* – National Fund for Environment and Climate

GAMS General Algebraic Modelling System

GEF Global Environment Facility

GIZ *Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH*- German Society for International Cooperation, Ltd.

HQ Headquarters

HR Human Resources

IA Implementing Agency

ID Identification

INSAE *Institut national de la statistique et de l'analyse économique* – National Institute for Statistics and Economic Analysis

IPCC Intergovernmental Panel on Climate Change

IS Information System

LECDRS Low-Emission Climate-Resilient Development Strategy

LEP *Laboratoire d’Economie Publique* – Laboratory for Public Economy

LSTE *Laboratoire des Sciences et Techniques de l’Eau* – Water Science and Technology Laboratory

MAEP [*Ministère de l'Agriculture, de l'élevage et de la Pêche*](https://agriculture.gouv.bj/) – Ministry of Agriculture, Livestock and Fisheries

MCVDD *Ministère du Cadre de Vie et du Développement Durable* - Ministry of Living Environment and Sustainable Development

MDCAG *Ministère du Développement et de la Coordination Gouvernementale* - Ministry of Development and Government Action Coordination (previously known as Ministry of Planning and Development)

MEF Ministry of Finance and Economy

MIT *Ministère des Infrastructures et du Transport* – Ministry of Infrastructures and Transport

MoU Memorandum of Understanding

MTCA *Ministère du Tourisme, de la Culture et des Arts* – Ministry of Tourism, Culture and Artwork

NAP National Adaptation Plan

NDA National Designated Authority

NDC Nationally Determined Contribution

NIM National Implementation Modality

NGO Non-Government Organization

NIM National Implementation Modality

NAP National Adaptation Plan

NAPA National Adaptation Programme of Action

NDC National Determined Contribution

NPC National Project Coordinator

ONAB *Office National du Bois du Bénin* – Benin Timber National Office

PADAAM *Project d’Appui au Développement Agricole et de l’Accès au Marché* – Supporting Project for Agricultural Development and Market Access

PAG *Plan d’Action du Gouvernement* – Government Action Plan

PAI *Plan Annuel d’Investissement* – Annual Investment Plan

PAMEM *Programme d’Appui à la Maîtrise de l’Energie des Ménages* – Household Energy Management Support Programme

PAS *Projet d’Appui Scientifique* – Scientific Support Project

PCU Project Coordination Unit

PIMS Project Information Management System (of UNDP)

PMU Project Management Unit

POPP Programme and Operations Policies and Procedures

ProDoc Project Document

SADE *Service Affaires Domaniales et Environnement* – Land Use and Environment Service

SDAC *Schéma Directeur d'Aménagement Communal* – Municipal Development Master Plan

SESP Social and Environmental Screening Template

SWOT Strengths, Weaknesses, Opportunities and Threats

TRAC Target Resource Assignment from the Core

UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

UNFCCC United Nations Framework Convention on Climate Change

UNICEF United Nations Children's Fund

WAEMU West African Economic and Monetary Union

# Introduction

This report presents the findings of the Terminal Review (TE) of the project entitled “Advancing the National Adaptation Plan Process in Benin”. The terminal review was carried out by an Independent Consultants Team, on behalf of UNDP.

## Purpose of the evaluation

Pursuing the UNDP and GCF monitoring and evaluation (M&E) policies and procedures, UNDP-implemented and GCF-funded projects are required to undergo a terminal evaluation upon completion of implementation. Towards this end, UNDP has commissioned the terminal evaluation by contracting a team of two independent evaluators. It was carried out per UNDP Monitoring and Evaluation Policy and facilitated by the UNDP Country Office in Cotonou.

The purpose of the terminal evaluation as per TORs (see Annexe 1) was to:

* Evaluate the achievement of the objectives and results of the project, as stated in the project document
* Formulate recommendations and draw lessons that can both improve the sustainability of the benefits of this project and contribute to the overall improvement of UNDP programming;
* Promote accountability and transparency and assess the extent of the project's achievements

A systematic and comprehensive evaluation of the performance of the project using the five DAC criteria assessing its design, processes of implementation, and achievements relative to project objectives, was carried out. It was aimed at obtaining and providing timely, precise and reliable information on how well the project was designed, implemented, progress towards project objectives achieved and how resources were used cost-effectively.

The evaluation looked as well at the project’s potential impact and its sustainability through ownership and empowerment.

## Scope and methodology

### Scope

The evaluation focused primarily on assessing the performance of the project in light of the accomplished outcomes, objectives and effects using the evaluation criteria of relevance, effectiveness, efficiency, sustainability, and progress towards impact, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported Projects.

*Relevance* assesses how the project relates to the development priorities at the local, regional and national levels for climate change and is coherent with the main objectives of the GCF. It also assesses whether the project addressed the needs of targeted beneficiaries at the local, regional and national levels.

*Effectiveness* measures the extent to which the project achieved the expected outcomes and objectives, how risks and risk mitigation were being managed, and what lessons can be drawn for other similar projects in the future.

*Efficiency* is the measure of how economically resources (funds, expertise, time, etc.) are converted to results. It also examines how efficient were partnership arrangements (linkages between institutions/ organizations) for the project.

*Potential impact* examines the positive and negative, primary and secondary long-term effects produced by the development intervention, directly or indirectly, intended or unintended. It looks at whether the project achieved the intended changes or improvements (technical, economic, social, cultural, political, and ecological). It includes direct project outputs, short to medium-term outcomes, and longer-term impact, replication effects and other local effects including on local stakeholders such as municipalities.

*Sustainability* is the ability of the project interventions to continue delivering benefits for an extended time after completion; it examines the project’s sustainability in financial, institutional, social and environmental terms.

Employing the above-explained evaluation criteria, the terminal evaluation covered all activities supported by UNDP and completed by the project team and Government agencies as well as activities that other collaborating partners including beneficiaries,to . and Governemnt agenciesmental objectives participated in.

In relation to timing, the evaluation covered all activities of the project from project document signature in April 2019 to project closure in June 2021. Some comments were made as well for continued support after project closure through UNDP support (with TRACK funds).

The evaluation has been conducted in a way that it provides evidence-based information that is credible, reliable and useful.

### Methodology

The Evaluators adopted a participatory and consultative approach ensuring close engagement with government counterparts, UNDP Office, municipalities and the project team as well as other stakeholders such as the private sector and NGOs.

Several basic principles used to conduct the evaluation include:

* **Effective participation** of all stakeholders (government, agencies, donors, final beneficiaries)
* **Crosschecking** of gathered information
* Emphasis on **consensus and agreement** on the recommendations by the stakeholders.
* **Transparency** of debriefing

Overall, the evaluation tools used during the evaluation were the following: a review of key documents and literature, consultation and interview of stakeholders. No face-to-face interviews were conducted due to the COVID19 pandemic. All evaluation activities were carried out from home. The data collection tools included semi-structured questionnaires for key informants (checklists) and interview guides for discussions with beneficiaries. The tools were developed by the evaluators focusing on the evaluation criteria and major outcomes planned and agreed upon with UNDP at the inception stage before the actual in-country evaluation took place.

The adopted methodology is detailed in Annexe 2.

Gender was considered through participation and inclusion: it incorporated gender and women’s rights dimensions into the evaluation approach, method and analysed how the project affected men and women differently.

Project performance was evaluated and rated using the criteria of relevance, effectiveness, efficiency and impact using the standard rating scales (see Table 1 for a summary). The primary reference points for assessing the performance were the indicators and targets set in the Strategic Results Framework, with consideration given to contextual factors.

|  |  |
| --- | --- |
| Ratings for Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight, Execution, Relevance | Sustainability ratings: |
| 6 = Highly Satisfactory (HS): exceeds expectations and/or no shortcomings  5 = Satisfactory (S): meets expectations and/or no or minor shortcomings  4 = Moderately Satisfactory (MS): more or less meets expectations and/or some shortcomings  3 = Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings  2 = Unsatisfactory (U): substantially below expectations and/or major shortcomings  1 = Highly Unsatisfactory (HU): severe shortcomings  Unable to Assess (U/A): available information does not allow an assessment | 4 = Likely (L): negligible risks to sustainability  3 = Moderately Likely (ML): moderate risks to sustainability  2 = Moderately Unlikely (MU): significant risks to sustainability  1 = Unlikely (U): severe risks to sustainability  Unable to Assess (U/A): Unable to assess the expected incidence and magnitude of risks to sustainability |

Table 1: TE Rating Scales

### Data Collection and Analysis

As the evaluation was conducted entirely remotely, only two sources of information were available: (i) documents and (ii) interviews although plenty of information could be crosschecked with different stakeholders.

The data collection tools included semi-structured questionnaires for key informants (checklists) and interview guides for discussions with beneficiaries. The tools were developed by the evaluator focusing on the evaluation criteria and major outcomes planned. The interview guides and semi-structured questionnaires are presented in Annexe 3.

Considering the need to crosscheck data (2-3 sources of information), quite a lot of information was not included in the report as it came from just one source of information (e.g., one informant only). This has reduced the depth of analysis of the assessment.

### Limitations

Due to the global pandemic of COVID19, the evaluation was entirely conducted from home. While it may be feared as potentially leading to analysis issues, this was eventually not a limiting factor although face-to-face interviews are always more straightforward and rewarding than virtual meetings. International phone and internet communications were of reasonably good quality.

The main limiting factor was the unavailability of two key stakeholders despite many trials at setting up a meeting. A too-short interview was conducted with the FNEC National Director and a shortened interview with the National Project Director provided some insight on the project formulation process only.

Despite this, other staff within FNEC and DGEC were thoroughly consulted and provided some understanding of how the institutions handled their contribution to the project.

As data and information need to be cross-checked using different sources of information (reports, interviews and also *de visu* assessments), the analysis cannot be as detailed as information from one source could not be cross-checked. Hence, conclusions and recommendations were drawn based on a much more limited set of data and information than for a conventional TE with an in-country mission.

### Ethics

The evaluation was conducted following the UNEG Ethical Guidelines for Evaluators (Evaluation Consultant Code of Conduct Agreement attached in Annexe 11).

The rights and dignity of all stakeholders were respected, including interviewees, project participants (project, UNDP, Government staff), beneficiaries (beneficiary institutions and communities) and other evaluation stakeholders including co-financing partners. The confidentiality and anonymity of the participants were preserved so that those who participated in the evaluation are free from external pressure and that their involvement in no way disadvantages them.

The final report of the evaluation does not indicate a specific source of citations or qualitative data to preserve this confidentiality.

The confidentiality of stakeholders was ensured and consultation processes were appropriately contextualised and culturally sensitive, with attention given to issues such as gender empowerment and fair representation for vulnerable groups, wherever possible.

Whilst every effort was made to reflect the inputs of stakeholders fairly and accurately in the report, the evaluation ratings, conclusions and key recommendations are those of the sole evaluators, not binding on any individual or institutional stakeholder.

## Structure of the evaluation report

The terminal evaluation report is presented in five sections. It initially presents an *executive summary* of the terminal evaluation, giving a brief background of the project and its design, a summary of its findings related to the activities, management, and important aspects such as partnership and sustainability, conclusions and recommendations for future action and programming.

It is followed by an *introduction*, which describes the context and background of the evaluation and gives a brief description of the purpose, scope and focus of the evaluation, the methodology used, and the structure of the report. The next section presents information on the project, including project description, development context, and strategy.

The *findings* section is dedicated to the results achieved towards the outcomes of the project, which is the core of the report, presented under three subheadings related to programme design, implementation, and evaluation criteria. The final section considers the *conclusions* of the evaluation and *recommendations* for future action.

# Project description and development context

## Project start and duration

The project “Advancing the National Adaptation Plan Process in Benin” was initially designed by UNDP and the Government of Benin, and submitted to GCF successively for review in July 2017 and August 2018.

It was the culmination of a consultation process (i) between UNDP and MCVDD, (ii) as well as with other relevant sectoral ministries (up to 8 priority sectors for NAP) and (iii) with relevant local stakeholders – mainly municipalities, municipality umbrella organisations and civil society organisations – that resulted in the formulation of the project.

The ProDoc was approved by GCF in February 2019 and signed between UNDP and the Government in April 2019. Contrary to what was initially thought, under GCF rules, the approval date and not the signature date is the actual project start-up date.

With an 18 months duration, the project had therefore an estimated end date by August 2020. However, two no-cost extensions were granted (6 + 4 months) with a due closure date by June 2021.

## Development context

As with neighbouring countries of the subregion, Benin is particularly vulnerable to ongoing climate change. An increase in the frequency of extreme events, driven globally by a more erratic and unpredictable climatic regime, is resulting in more pronounced droughts and heat episodes, more intense rainfall episodes leading to exceptional and more frequent floods, accelerating coastal erosion...

This results in significant environmental, social and economic damage with the destruction of infrastructure, greater variability in agricultural production, a reduction in biodiversity capital and a direct impact on people's health, which in turn affects the country's resilience.

Benin, as a member of the United Nations Framework Convention on Climate Change (UNFCCC) developed in 2008, Benin's National Climate Change Adaptation Action Plan (PANA-Benin)[[3]](#footnote-3) with a view to reducing the country's vulnerability to climate change and natural disasters.

Various funding opportunities of priority measures within this programme followed with, in particular, projects financed by UNDP and GEF, namely PANA1 (2010-2016) and PANA2 that started in 2016 and which was to end in 2021 aimed at NAPA measures in the sectors of agriculture, food security and renewable energy. Other priority measures in the areas of health, coastal erosion and flood control were financed by WAEMU, UNICEF, FAO and various international funds[[4]](#footnote-4). Finally, one of the key recommendations of the NAPA1 final evaluation by the end of 2015, was to amplify the impact of the results by involving other donors.

Starting in 2011, the UNFCCC adopted the Cancún Framework for Adaptation and established the Green Climate Fund to increase the supply of long-term financing for developing countries.

By 2016, a financing opportunity was made available by the GCF to advance on adaptation planning with the setting-up of the Readiness and Preparatory Support Programme which supports initiatives led by developing countries to strengthen their institutional capacities, governance mechanisms and planning and programming frameworks for a long-term transformational climate action agenda[[5]](#footnote-5).

## Problems that the project sought to address

Despite the support supported since 2008 by various donors, one of the main challenges to climate change adaptation planning remains Benin's limited capacity to integrate it into the State's planning and budgeting processes.

The government had identified a range of constraints that limit its effectiveness in integrating climate change adaptation into its actions and interventions:

1. Insufficient expertise in economic and financial modelling of the cost of climate change adaptation to be taken into account in national and sectoral budgets,
2. Lack of in-depth assessments of climate risk and vulnerability in infrastructure sectors, urban planning, energy and forests hindering the planning and budgeting of PAG priority actions,
3. Lack of methodology to monitor progress in integrating climate change adaptation into budgeting processes and back-feeding system to improve it,
4. Monitoring of climate change interventions is not in line with INSAE data,
5. The National Fund for Environment and Climate (FNEC) is not sufficiently operational to support the financing of adaptation to climate change.

These constraints form the basis of the project's activities, which has been broken down into 3 main components (see below).

## Project objective and results

The project’s objective is to “facilitate the integration of climate change adaptation into development budgeting and planning processes, and to increase access to local and external funding”.

Based on the constraints under 2.3, the project defined three outcomes that are complementary to other NAP-related initiatives to support medium and long-term adaptation planning:

1. “Economic and climate impacts assessed and adaptation options prioritised for effective budgeting and planning”, providing economic and climate information needed to ensure the effective PAG implementation
2. “Climate change adaptation mainstreaming into budgeting processes facilitated”, supporting the development and use of mechanisms and tools to facilitate CCA mainstreaming into budgeting.
3. “National Fund for Environment and Climate (FNEC) strengthened to attract public and private funding for effective adaptation planning”, supporting government efforts to enhance the mobilisation of local, private and external funding for PAG implementation of the PAG and adaptation financing.

|  |  |
| --- | --- |
| **Objective:** facilitate the integration of climate change adaptation into development budgeting and planning processes, and to increase  access to local and external funding | |
| **Outcome 1:** Economic and climate impacts assessed and adaptation options prioritised for effective budgeting and planning | **Indicators:**   * Functioning status of the model to assess and monitor the economic impacts of climate change * Number of institutional staff with advanced economic modelling skills that can be used for adaptation planning * Number of sectoral vulnerability assessments developed * Number of adaptation measures identified in priority sectors * Number of stakeholders trained on vulnerability and climate risk assessment methodologies * Number of adaptation options prioritised and validated, by sector * Existence and status of the drafting of the NAP document |
| **Outputs:**   * Operational economic assessment tool informing budgeting processes * Climate risks and vulnerability assessments are conducted in urban planning and infrastructure, energy, tourism and forestry * Adaptation options are prioritised for the urban planning and infrastructure, forestry, and energy sectors, and compiled as part of the NAP |
| **Outcome 2:** Climate change adaptation mainstreaming into budgeting processes facilitated | **Indicators:**   * Existence of a gap assessment of climate information needs on knowledge sharing platforms * Status and interactivity of tools for public knowledge sharing on climate information * Existence, status and use/adoption of the guidelines in Programming of three-year Climate Change Expenditures * Existence and status of a Guide for the Annual Climate Change Investment Plan (PAI-CC) * Number of PAI-CC documents developed at the municipal level and in use * Number of municipal leaders and associated stakeholders with advanced skills in planning and investment for the CCA |
| **Outputs:**   * The tracking of CCA interventions and budget expenditures is strengthened through budget tracking tools and an enhanced information platform * Change Budgeting guidelines are developed and CCA is integrated into multiannual and annual budgets in pilot ministries and municipalities * Decision makers’ capacities are strengthened to influence budgetary processes at the sectoral and local level, for CCA mainstreaming |
| **Outcome 3:** National Fund for Environment and Climate (FNEC) strengthened to attract public and private funding for effective adaptation planning | **Indicators:**   * Number of domestic funding mechanisms for CCA identified and advocated to the Ministry of Economy and Finance and parliamentarians * Number of identified private sector entities with potential interests in CCA implementation * Existence of a partnership framework with the private sector for CCA investments * Number of CCA project ideas developed for the agriculture sector |
| **Outputs:**   * Framework for fiscal incentives to expand FNEC’s resources created * Enabling environment for the private sector in CCA strengthened |

Box 2: Summary of project components, outcomes, output & indicators

It is worth mentioning that the final project framework was the result of a significant downsizing (from 2.9M$ to 1.4M$) at the formulation stage due to GCF budget constraints[[6]](#footnote-6) but also a radical change of approach from a mix of institutional support and development of tools (in particular related to climate monitoring) to pure institutional support. The comparison of both proposals showed still a lot in common re. institutional support despite a near halving of the budget.

## Main stakeholders

The Ministry in charge of Sustainable Development (MCVDD) was the key stakeholder of the project, with the General Directorate for Environment and Climate (DGEC) responsible for hosting the project execution team. UNDP was the executing agency through a Project Team, provided oversight and had as well a supervisory and facilitating role in project execution (Direct Implementation Modality – DIM).

The ProDoc mentioned the stakeholders that should be involved in the project. It, however, lacked a stakeholders’ analysis.

One can mention as partners and/or beneficiaries:

* General Directorate for Development Policies (DGPD)
* General Directorate for Budget (DGB)
* Directorate-General for Economic Affairs (DGAE)
* Analysis and Investigation Bureau (BAI)
* German Cooperation Agency (GIZ)
* National Institute for Statistics and Economic Analysis (INSAE)
* Commission for the Economic Modelling of Climate Impact and Climate Change Integration within the State General Budget (CMEICB)
* Benin National Association of Municipalities (ANCB)
* National Fund for Environment and Climate (FNEC)
* Supporting Fund for the Development of Municipalities (FADEC)
* Representatives of Beneficiary Communities
* Non-Governmental Organisations (NGOs)
* Private sector operators
* Universities and research institutes
* Other relevant development project representatives

The target beneficiaries of the project included the above-mentioned and as per review of ProDoc results framework, included as well the forestry, energy, infrastructure sectors, municipalities and their umbrella organisations, the Ministry of Development and Government Action Coordination (MDCAG).

The implementation approach, as per ProDoc, was planned as highly participatory, turning institutional beneficiaries into actual ‘project implementers’. See 3.2.2 on actual stakeholders’ participation.

## Preparation and implementation timeline

The timeline for project preparation and implementation is presented in Table 2.

|  |  |
| --- | --- |
| **Preparation** | |
| 1st draft proposal | July 2017 |
| 2nd draft proposal (with revised halved budget) | August 2018 |
| GCF Project approval and official start of the project | February 2019 |
| **Implementation** | |
| ProDoc signature | April 2019 |
| Inception workshop | July 2019 |
| Appointment of Project Coordinator and technical team | October 2019 |
| 1st meeting of the project board | December 2019 |
| 16 months extension approval (reverted later) | September 2019 |
| Planned Terminal Review | March 2020 |
| COVID pandemic lockdown | March-July 2020 |
| Planned project end | August 2020 |
| 6+4 months no-cost extension granted (COVID + late delivery of GCF 1st tranche) | August 2020 (COVID)  February 2021 (grace period – late 1st tranche payment) |
| Project End | 30 June 2021 |
| Terminal Review | June-November 2021 |

Table 2: Project preparation and implementation timeline

It took less than 2 years from 1st project to actual ProDoc approval and another 8 months with the arrival of the Project Team to effectively start the implementation of the project.

## Theory of Change

A theory of change is a method[[7]](#footnote-7) that explains how a given intervention is expected to lead to specific development change, drawing on a causal analysis based on available evidence. It helps identify the many underlying and root causes of development issues so as to determine what priorities should be addressed to maximise a project’s contribution to achieving development change. By articulating the causes of a development issue, making assumptions explicit on how the proposed strategy is expected to yield results, and testing these assumptions against evidence, the theory of change helps ensure a sound logic for achieving project change.

At the core of the Theory of Change is the understanding of how the activities of the intervention are expected to lead to the desired results through identifying (i) the causal pathway from activities to outputs to a sequence of outcomes to impacts and (ii) the causal assumptions showing why and under what conditions the various links in the causal pathway are expected to work.

The Theory of Change is different from the logical framework which is an objective-oriented tool to project planning; it identifies a problem then develops a "temporal logic model" that runs through a pathway to achieve an objective from inputs, activities, results into outcomes that ultimately contribute to a development objective. Ideally, it also identifies risks and assumptions and indicators and targets to assess the project’s performance.

The ProDoc developed a ToC (see Annex 8).

Overall, the ToC remained valid by the project’s end. On the positive side, the project went a bit further under Outcome 1 with the actual production of both sectoral and national adaptation planning documents that will guide the CCA action of the country for at least the next 5 years.

The Toc did not elaborate on assumption and hypothesis as not a formal requirement (this is reviewed elsewhere in the ProDoc) but of course, no one could consider the effects of a global pandemic. In this particular project, COVID 19 had serious consequences on project delivery.

# Findings

## Project design / Formulation

### Analysis of the Results Framework: project logic and strategy – review of indicators

The project’s objective was to ‘facilitate the integration of climate change adaptation into development budgeting and planning processes, and to increase access to local and external funding’.

The logic behind the project design was that as the Government had an insufficient understanding of how to structure and implement CCA, it had to emphasize (i) supporting the development of national and key sectoral NAPs and (ii) increase its capability to tap external financial resources to ensure NAP operationalisation.

The project is part of the Government’s strategy to mainstream CCA into its PAG as its commitment to the 2nd and 3rd (at formulation stage) UNFCCC Communications.

The project is part of a larger GCF support programme ‘Readiness and Preparatory Support’ aiming at supporting SIDS, LDCs and African States to strengthen their institutional capacities, governance mechanisms, and planning and programming frameworks towards a transformational long-term climate action agenda.

A 3M$ envelope was ready for Benin when it engaged in the formulation process in 2017 with a first draft project. At some point in late 2017 / early 2018, the GCF requited the splitting of the envelope into two project phases to ensure adequate funding of all participating countries at the time.

The first draft was reviewed downwards accordingly. This process has skewed many stakeholders’ opinions as a trimmed-down 3M$ project with the need to achieve similar objectives but with half the funding.

It is true that while the main objective and development outputs have remained similar, the actual finalised project was reviewed with a substantial cut of activities and a much more narrowed scope, in particular when it took into consideration for the final draft project, the GIZ-funded PAS PNA project that was already providing CCA support in a number of priority sectors to the Government.

With regards to the project design itself (strategy of intervention, definition of components and outputs), it is worth reminding that the Benin GCF project was amongst the very first generation of interventions (together with Nepal, Liberia, DRC and Niger) funded by a very recently-created GCF (2016).

The project was implemented through UNDP’s Direct Implementation Modality (DIM), as required by GCF, with the MCVDD (DGEC) as the designated national implementing partner.

* Project objectives and outcomes (see Box 2):

The overall objective is well defined with a clear logic between outcomes:

1. Assessing the situation on how CCA is already mainstreamed within Government action: ‘outcome 1’ on reviewing the CC sectoral situation, mainstreaming CC economic assessing tools into budget and reviewing potential options for CCA
2. Making sure that CCA is mainstreamed adequately within Government action: ‘outcome 2’ on building stakeholders’ capacity and developing tools to track CC spending (both at national and local levels)
3. Increase fund raising capability to implement CCA measures: ‘outcome 3’ to support the NDA through the provision of more intelligence on CCA funding and staff capacity building

It is worth mentioning that the development objective lacks indicators that would make it easier for stakeholders to understand what is the project aiming at / what value does it bring to the Government and the population of Benin. Notwithstanding, these indicators are in fact scattered within the project outcomes.

The project is also characterised at activity level by the provision of a series of (near) stand-alone ‘products’ (workshops, studies, trainings…) with an obvious advantage: they are easy to roll down with (supposedly) few external factors (e.g., no complicated field activities with procured equipment and local beneficiaries) that could make their implementation difficult.

Yet, this was without reckoning the impact of a global pandemic…

* Indicators and targets:

The analysis of the log frame and the set of indicators show that most if not all indicators are SMART; this is mostly due to the nature of the project characterised by a number of well-defined products, hence easy to monitor (approved/not approved, done/not done).

With one or two exceptions, and despite a ToC, it avoids anything on behaviour change that might result from the activities (e.g., using and implementing the new tools/ knowledge). This may have been a strategy as the short project duration (18 months) would have enabled little (potential) impact monitoring. It would however have been very useful to monitor the actual use of acquired knowledge and tools by the beneficiaries (e.g., internal meetings after a training, monitoring discussion and use of new tools within an institution, action after a study has been presented…).

Some indicators do not fall within the timeframe of the project (SMART “T”); this is particularly the case for the use and operationalisation of some products that would probably be implemented after project closure.

Under outcome 3, the targets are not very punchy and fairly easy to achieve even without project support; more ambitious targets could have been proposed at the formulation stage (e.g., number of concept notes approved / under formulation by project’s end).

Overall, the log frame with its indicators and targets is characterised by a minimum set of achievements to comply with GCFF and UNDP guidance on results-based management.

A detailed indicator/target analysis is under Table 3

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Description** | **Description of Indicator** | **Target Level at end of the project** | **Specific** | **Measurable** | **Achievable** | **Relevant** | **Time-bound** |
| Outcome 1  Economic and climate impacts assessed and adaptation options prioritised for effective budgeting and planning | Functioning status of the model to assess and monitor the economic impacts of climate change | Strong sectoral economic modelling estimating the future biophysical implications of CC, and modelling of economic responses to the biophysical changes, and/or a computable general equilibrium model (CGE) are developed, to serve the budget planning processes | Y | Y | Y | Y | Y |
| Number of institutional staff with advanced economic modelling skills that can be used for adaptation planning | Local expertise on the use of economic modelling exists (at least 5 experts, including 2 women) | Y | Y | Y | Y | Y |
| Number of sectoral vulnerability assessments developed | In-depth RVAs are completed for the following PAG vulnerable sectors: urban planning and infrastructure, energy and forestry | Y | Y | Y | Y | Y |
| Number of adaptation measures identified in priority sectors | Y | Y | Y | Y | Y |
| Number of stakeholders trained on vulnerability and climate risk assessment methodologies | CRVA in urban planning and infrastructure, energy and forestry include gender-differentiated impacts | Y | Y | Y | Y | Y |
| Number of adaptation options prioritised and validated, by sector | Mid and long-term adaptation options are identified and prioritised, in view of NAP formulation for the following sectors: urban planning and infrastructure, energy and forestry | Y | Y | Y | Y | Y |
| Existence and status the drafting of the NAP document | Y | Y | Y | Y | Y |
| Outcome 2  Climate change adaptation mainstreaming into budgeting processes facilitated. | Existence and status of coordinating mechanism for CCA integration into budgeting (national and local levels) | The coordinating mechanism is equipped to monitor budgeting processes, based on a tracking and budget coding tool  Sex-disaggregated codes will be available  Existing platform is transformed into an interactive learning and monitoring tool, and entries are reported (at least 100 entries per month) | Y | Y | Y | Y | Y |
| Existence of a gap assessment of climate information needs on knowledge sharing platforms | Existing platform is transformed into an interactive learning and monitoring tool, and entries are reported (at least 100 entries per month) | Y | Y | Y | Y | Y |
| Status and interactivity of tools for public knowledge sharing on climate information | Y | Y | Y | Y | Y |
| Existence, status and use/adoption of the guidelines in Programming of three-year Climate Change Expenditures | A Triennial Climate Change Expenditure Programming Document, and a climate change annual investment plan model developed and operationalised | Y | Y | Y | Y | T |
| Existence and status of a Guide for the Annual Climate Change Investment Plan (PAI-CC) | Y | Y | Y | Y | Y |
| Number of PAI-CC documents developed at municipal level and in use | Y | Y | Y | Y | N |
| Number of national high-level decision-makers with enhanced capacities for CCA planning and sensitized in CCA mainstreaming challenges and opportunities, including examples from outside Benin | At least, 100 decision-makers, including parliamentarians (from the National Assembly and the Economic and Social,), local authorities are of aware CCA mainstreaming challenges and opportunities in Benin | Y | Y | Y | Y | Y |
| Number of municipal leaders and associated stakeholders with advanced skills in planning and investment for the CCA | Y | Y | Y | Y | Y |
| Outcome 3  National Fund for Environment and Climate (FNEC) strengthened to attract public and private funding for effective adaptation planning | Number of domestic CCA funding mechanisms identified and advocated to the Ministry of Economy and Finance and Parliamentarians | At least two innovative sources of funding are identified and proposed to the government for endorsement | Y | Y | Y | Y | Y |
| Number of private sector entities identified for potential interests in CCA implementation | A public/private partnership framework is established, between the FNEC, public, and private sector companies, to support CCA investment | Y | Y | Y | Y | Y |
| Existence of private sector partnership framework for CCA investment.  Number of developed CCA project idea notes in the agriculture sector. | Y | Y | Y | Y | Y |

Table 3: SMART analysis of the logical framework

### Assumptions and risks

An analysis of the risks and their mitigation measures is presented in Table 4 with minor comments as the risks identified in the ProDoc are most relevant.

Under the log frame, a series of assumptions (and risks) were identified as well at output level. Most proved to be true and were dealt with appropriately.

Some risks that were problematic, include the following:

* “Insufficient and appropriate data for product delivery” (e.g., models, vulnerability assessments): this was a key issue for several products; while an initial assessment was made to show gaps, the lack of data in several sectors (for whatever reason) became a limiting factor to deliver (it lengthened the timeframe for reports delivery with the need to make more complex extrapolations… and it reduced the scope and interest of some products because some tools had to be considered as showcases and no longer actual operational tools for a particular sector)
* “Staff have sufficient baseline skills to receive additional training”: the issue was mostly at the municipality level with a gap between content and actual staff uptake capacity; this was rectified with additional basic training on CC in conjunction or integrated with the initial training. Training on CC economic models was also an issue but to a lesser extent, mainly for sectoral ministries (not for Budget & Finance)
* “Private sector entities interested in engaging in CCA planning, implementation and partnerships”: this proved to be way beyond FNEC capability with little evidence of any constructive dialogue; it started with the difficulty of consultants to even engage with the private sector to map private sector willingness and conditionalities in investing on CCA and second, still a lack of value addition from the private sector’s perspective in engaging with a national (public) fund

|  |  |  |  |
| --- | --- | --- | --- |
| **Project risks** | | | |
| **Description** | **Impact & Probability (1-5)** | **Mitigation measures** | **TE Comments** |
| Duplication of efforts between the project and the existing NAP support initiatives, in particular, the GIZ initiative | Impact: 3  Probability: 1 | Several meetings have been held between the GIZ initiative, UNDP and the DGEC, during the consultation process to delineate the intervention of each initiative. During the implementation phase, a joint technical committee with GIZ initiative will be established under the supervision of the DGEC, to provide overall guidance to the project and recommendations to the Project Board approval. | *The project is a success story for inter-agency coordination; the project took lessons learned from the GIZ PAS PNA project, improved implementation approach and the Government and both donors made sure there was no duplication of efforts* |
| Lack of collaboration of key ministries involved in the planning and budgeting processes (Ministry of finance and planning; planning unit of sectoral ministries) | Impact: 3  Probability: 1 | The implementation arrangements consider the DGPD, the DGB, and the CMEICB as operational partners. They will closely collaborate with the DGEC on activities related to the mainstreaming of CCA into development planning. Operational partnership agreements will be signed between them, UNDP, and the MCVDD. | *This was maybe a higher risk as institutions are often reluctant to collaborate as recipients/beneficiaries from another leading institution. In this project, this trap was avoided through sheer participation during implementation through technical groups with much leeway in the definition of products’ scope, implementation approach, consultants’ methodology, review and approval…* |
| Limited capacity of technical institutions, and municipalities to support adaptation planning and use of tools developed throughout the project implementation | Impact: 4  Probability: 2 | The GIZ initiative and the Green Climate Fund Readiness Programme supported the development of capacities of technical and local actors and established the foundations for adaptation planning. Additional capacity building activities will be provided by the project to ensure the effective use of tools developed. | *As mentioned under the review of indicators, the actual use of tools is out of the project’s scope (with most tools delivered right at the end of the project), hence, it cannot be properly monitored; still, interviews did confirm that the use of specific budgeting tools is very limited but likely to be institutionalised to very specific departments as long as it is part of their regular day-today work; on the contrary, new tools, as opportune as they can be, will be hardly institutionalised if they are an additional burden for staff unless additional HR are mobilised for that purpose (e.g. in municipalities)* |
| Limited capacity of the FNEC to engage the private sector, as a potential financier of adaptation projects, and to ensure the buy-in of environmental taxes by the government | Impact: 3  Probability: 2 | FNEC’s institutional capacities are being strengthened by the GIZ initiative and the Green Climate Fund Readiness Programme to overcome structural gaps observed for effective deployment. The project will build on such structural support to expand the FNEC deployment to the private sector. The mobilization of the civil society, by the project, to advocate for fiscal reforms is expected to facilitate the reforms’ buy-in by decision-makers. | *This was supposed to be a very high risk as previous institutional/organisational auditing of FNEC had shown it to be narrowly minded towards eco-tax collection and that it needed to overcome this approach to grow into a truly attractive funding organisation. Despite project support, this proved to be true with yet to show a transformational change of FNEC to tap in international CCA funding* |

Table 4: Risk analysis review

Finally, a global pandemic – COVID19 - was unheard of and never posed a risk for project implementation. It had very serious consequences on implementation and actual project completion, with a number of implementation issues and resulting adaptations strategies.

### Lessons learned from other projects incorporated into project design

CPEIR and CC mainstreaming into budgeting were all brand new for Benin with no prior experience. Indeed, although, most if not all policies and strategies required taking into account CC, actual mainstreaming was never streamlined.

The project design took into consideration a series of sectoral projects (energy, agriculture, climate change) that did contribute to understanding how those sectors view CCA and therefore, helped project formulation but its actual finalised design was mostly the product of lessons learned from two projects:

1. To some extent, the Third National Communication that was at the formulation stage and that provided information on several (non-)selected sectors (e.g., water, tourism, health) and more directly,
2. The previous GCF Readiness and preparatory support project (2015-2016)” that streamlined this project’s options for intervention (support to FNEC, NAP priority sectors, focus on CPEIR…).

### Planned stakeholders’ participation

The core stakeholders of the project were DGEC within MCVDD, DGPD, DGAE, BAI, GIZ, INSAE, CMEICB, ANCB, FNEC, FADEC, representatives of beneficiary communities, Non-Governmental Organisations (NGOs), private sector operators, universities and research institutes

Most would intervene in the project as beneficiaries in addition to institutions of the selected priority sectors (energy, forestry, infrastructures and urban development, and tourism that was added later, after discussions with PAS PNA).

There were minimal interactions with communities, most occurring through commissioned studies by contracted universities and research institutes (‘laboratories’). This would become a key criticism and/or request for additional support of several stakeholders, viewing that it was paramount to link the population with its representative institutions if any effort is to be demanded in the future with CCA.

Interactions with the private sector were also minimum, if not inexistent – just through a commissioned study and some efforts made by FNEC that did not make any breakthrough for its involvement in CCA financing.

The governance system of the project under the ProDoc included a Steering Committee, an advisory group and a project team. This advisory committee turned out into a technical committee comprising most of the above-mentioned stakeholders, so that they would have a say in actual project implementation (planning and monitoring results) – at least as advisors -.

The planned stakeholders and an appreciation of their actual contribution are presented in Table 5.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| Key institutions/stakeholders (as per ProDoc) | Project participation  ✓ as planned[[8]](#footnote-8)  0 not planned or no evidence | | | | | |
|  | Project beneficiary | | Steering Committee | | NAP Technical Committee (CTPNA)[[9]](#footnote-9) | |
|  | planned | actual | planned | actual | planned | actual |
| DGEC (within MCVDD) | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| MCVDD | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| CNCC | ✓ | ✓ (partly) | 0 | 0 | ✓ | ✓ |
| DGB | ✓ | ✓ | ✓ | 0 | ✓ | ✓ |
| FNEC | ✓ | ✓ | 0 | 0 | ✓ | ✓ |
| MEF | ✓ | ✓ | 0 | 0 | ✓ | ✓ |
| MP | ✓ | ✓ | 0 | 0 | ✓ | ✓ |
| DGPD | ✓ | ✓ | 0 | 0 | 0 | 0 |
| DGAE | ✓ | ✓ | 0 | 0 | 0 | 0 |
| BAI | ✓ | 0 | ✓ | 0 | 0 | 0 |
| GIZ | ✓ | ✓ | 0 | 0 | 0 | 0 |
| INSAE | ✓ | 0 | 0 | 0 | 0 | 0 |
| CMEICB | ✓ | ✓ | 0 | 0 | 0 | 0 |
| ANCB | ✓ | ✓ | 0 | 0 | ✓ | ✓ |
| FADeC | ✓ | ✓ | 0 | 0 | ✓ | ✓ |
| Community-based organisations | ✓ | 0 | 0 | 0 | 0 | 0 |
| Municipalities | ✓ | ✓ | 0 | 0 | 0 | 0 |
| NGO representatives | ✓ | ✓ | 0 | 0 | 0 | 0 |
| Private sector representatives | ✓ | ✓ (partly) | 0 | 0 | 0 | 0 |

Table 5: Planned vs actual ProDoc stakeholders’ participation

### Linkages between the project and other interventions

The project concept followed a series of interventions that paved the way for CCA mainstreaming into Government institutions: the PANA 1 (agriculture and food security) and PANA 2 (fuelwood and energy) projects were instrumental in leading the Government’s strategic thinking towards the necessity for more efforts on institutions capacity building and the need to mainstream CCA into institutions prior to any operational action, resulting in the development of NAPs.

In addition to lessons learned from the previous GCF Readiness project, PAS PNA project, funded by GIZ was also taken into account during project formulation with:

1. The need for coordination to avoid duplication
2. Burden sharing in relation to the eight Government priority sectors for sectoral vulnerability assessments, NAP development, as well as a national NAP.

Much more interaction will occur during implementation though.

## Project implementation

### Adaptive management

In this project, three factors are critical for understanding adaptative management:

1. The short project duration (18 months): the usual project cycle for most donors (e.g., GEF, Adaptation Fund) does not fall below 4 years, ranging up to 5 and even 6 years.

The shorter the duration, the more urgent to operationalise the project as early as possible.

1. The delayed project implementation start-up date: experience shows that for any kind of UNDP-led project, there is at best a 5-6 months implementation latency after project signature. Usually, this is due to administrative procedures (bank account opening, arrangements with Government[[10]](#footnote-10)) and project team recruitment (launch of open calls, candidate selection process, vendor details input and contracting)

In this particular project, an added disadvantage was that the GCF start-up date was when the project was approved and not when Government signed the ProDoc. This was overlooked at the time by UNDP, a detail that counts but to be probably attributed to the novelty of the Readiness and Preparatory programme for UNDP.

1. The COVID pandemic: it affected the project barely 4 months after the beginning of the implementation. However, time was enough to initiate the implementation with the launching of most project activities (initially, the vulnerability studies), that were shut down for a minimum of 4 months (03 – 07/2020) and then relaunched at a slower pace (virtual meetings, reduced participation at workshops and training to ensure safety measures…) right until the end of the project. In addition, the project was also slowed down with the May 2020 municipal elections and May 2021 presidential elections.

With the recruitment of the project team by early October 2019[[11]](#footnote-11), given the short project duration, a ‘catch-up strategy’ was established through a whole range of adaptive measures[[12]](#footnote-12) – endorsed by the CTPNA and project board -, as a strategy to boost project implementation; these included the following:

* Avoid the recruitment of international consultants or consulting firms for most studies and seek the contracting of specialised academic institutions; the view was that (i) universities have already trained staff that can work immediately on modelling, assessments and are well-versed in workshops and training sessions and (ii) it would cost considerably lower than specialised firms which, indeed, resulted in doubling the number of consultants for the laboratories
* Group project activities into ‘studies’ (mostly report, workshops and training) and cluster the studies (see list of studies and corresponding project outputs in Annexe 5) per thematic/contracted institutions experience, to reduce the number of contracts to manage
* Seek direct contracting one of the competitive procedures under UNDP’s POPP, with experienced institutions (e.g., that had previous experience in similar environments). The PAS PNA project was instrumental in this, as most contracted laboratories, if not all of them, had been previously contracted for the GIZ project; this was to ensure a swift operationalisation of the project.

As a result, the ToRs were drafted and endorsed by the CTPNA by November 2019. Three academic laboratories (LSTE, LEP and CUSTE) were initially directly contracted by UNDP (under DIM) in December 2019 for 10 thematic studies.

With the establishment of sectoral technical groups early on, these laboratories followed a sequencing of activities with each step to be validated by the group: 1. Guidance workshop, 2. Proposal of methodology/working approach, 3. Consultation (main work for study delivery) 4. Draft report presentation and validation (to be repeated, if necessary, until the technical group is satisfied with quality and content). This approach while participatory, may have blurred the role of the laboratories that were constantly in uncertainty about their work, waiting for each validation step.

With COVID, a series of challenges[[13]](#footnote-13) would present themselves and affect studies quality with, in some cases, the overhaul of the initial draft report, review of the methodology and consultation process (e.g., vulnerability assessments for forestry and tourism, study on private sector…); that delayed substantially most project outputs (e.g., from a 4 months study to > 1 year) from these laboratories.

Many project meetings switched with difficulty to virtual mode including technical groups and CTPNA meetings until early 2021. Some adaptive measures were considered but soon abandoned: while very successful in other countries, virtual training during COVID times proved impractical with anticipated poor attendance, especially when dealing with medium / high ranking civil servants that have multiple tasks to cover simultaneously.

On training, there are 2 key elements to consider: (i) the project allowed trainers to take stock and review / amend training content to better adapt to trainee’s realities (e.g., add more content on basic climate change understanding) (ii) the project organised additional training rounds (when financially possible) to increase coverage (e.g., training of municipal staff)

Finally, the project had made provisions for quality assurance (see project governance) but with the local contracting of laboratories, it became necessary to pay particular attention to it as many products had to follow specific international standards. With COVID, the whole project implementation slowed down including contracting and interacting with international consultants on quality assurance. This further exacerbated output delivery (by many months for some studies).

Project extensions were granted (3 months covering the time lag between approval letter date and the 1st GCF tranche + 6 months for COVID) and the overall project duration increased from 18 to 28 months. This enabled the drafting and initial presentation of most (but not all) outputs but not necessarily their final endorsement that would be supported after the project’s end with UNDP TRAC funds (until this day).

All in all, despite many measures to counterbalance initial delays and COVID, committed funds prior to project’s operational closure were not enough to finalise all outputs.

The combination of COVID, the trouble to get data early on, the very long timeframe to get quality assurance and the difficulty to switch to virtual interactions all played a critical role in the project final results.

Still, the overall focus of the project (project goal, objective, and outcomes) remained unchanged over the whole project period. Output adjustments were made but mainly on training, through increasing or reducing beneficiary coverage/outreach.

### Actual stakeholders’ participation and partnership arrangements

The project is remarkable by its adopted participatory approach (as per ProDoc), given that most interactions required the presence/intervention of medium and senior staff within multiple ministries and other public institutions that often have a strong silo approach with each other. This is evidencing the dynamic leadership of MCVDD and in particular DGEC with CC, and the particular project team approach to ensure participation.

The establishment of technical working groups (forestry, energy, infrastructures and urban development, tourism) following up on most project outputs with assent powers has been decisive in ensuring participation and ultimately quality outputs delivery. Adhesion was also sought through the invitation of key resource persons that would act as advisors but were not linked to direct project beneficiaries/stakeholders.

One can emphasize the following:

* Stakeholders’ involvement: nearly all interviews have shown good participation, in particular, a strong commitment of many stakeholders within technical groups through validation processes to ensure the production of good quality outputs (studies, workshops, models, training…)
* Training sessions: the situation is somewhat different when reviewing training; most trainees did show a strong interest in all CC-related thematic but due to staffing constraints, there were many instances of alternate staff sent in replacement (due to other duties); this was a limiting factor for some specific products/outputs (e.g., modelling) that required the right staff for adoption.
* Participation variations: although overly strong, participation has varied according to sectors and it was somewhat not as expected (or planned) with the private sector[[14]](#footnote-14).

Interviews suggested different patterns: e.g., strong interest in the tourism sector, possibly because CCA was unheard of and all new; strong as well in the forestry sector because CCA is an existential problem; average interest in the infrastructure sector, possibly, because, the sector is already adjusting to CC (ex. new construction norms); as for the private sector involvement, there was little evidence that the project made great strides in ensuring private sector commitment to CCA; one of the key issues in this respect was the difficulty of the consultants in charge of mapping CC private sector interest in reaching out high-level private sector staff (e.g., boards of directors, executive boards).

* General Directorate for Development Policies (DGPD): it provides guidance to ensure the alignment of the actions of the project with national policies; e.g., they oriented the term of the measures retained in NAPs in connection with the 2030 national agenda
* General Directorate for Budget (DGB): key stakeholder for the integration of adaptation measures in the general State budget, providing support for the revision of the budget framework showing indicators of adaptation measures
* Directorate-General for Economic Affairs (DGAE) provided guidance for the studies on the private sector
* Analysis and Investigation Bureau (BAI): key for the official endorsement of NAPs
* German Cooperation Agency (GIZ): there was an extensive dialogue between the PAS PNA Project and this Project with a constant flow of information and lessons learned from GIZ to ensure (e.g. periodic coordination meetings) to ensure implementation optimisation (e.g. same intervention approaches and methodologies for vulnerability studies and the formulation of NAP
* National Institute for Statistics and Economic Analysis (INSAE): little information was available on its involvement; it is understood that it provided the bulk of data for the drafting of vulnerability assessments and the design of CC economic models; however, the data was much insufficient; it resulted in extensive efforts made at sectoral levels to directly provide to consultants and/or get from ministries and other relevant institutions the additional data needed to finalise the assessments and models; still, in several cases, the data gaps (e.g. energy sector) were so wide that approximations had to be made and some modelling cancelled by laboratories
* Commission for the Economic Modelling of Climate Impact and Climate Change Integration within the State General Budget (CMEICB) with expertise in CCA modelling
* Benin National Association of Municipalities (ANCB): many (if not all) regional associations of municipalities were associated with the project, mostly as the recipient of training and information sessions on CCA financing; with variations, they seemed quite active in collating individual municipality financing requests and channelling these to relevant sectoral ministries and FNEC, with still inconclusive funding success
* National Fund for Environment and Climate (FNEC): as one of the main project beneficiaries, they were actively participating in the project benefitting from training, technical assistance and several project outputs
* Supporting Fund for the Development of Municipalities (FADEC): little information was available; they were however actively present during the CTPNA, providing support and information on CCA funding opportunities at municipal level
* Representatives of Beneficiary Communities: anticipated in the project design, there were eventually little involved but for data gathering and ground-truthing benefitting outputs like vulnerability studies
* Non-Governmental Organisations (NGOs): their participation was effective both in training and in sectoral technical groups; interviews showed that they were active in making sure that NGO’s viewpoint on CCA (e.g., the need to target most vulnerable) was heard. What is less clear is how these were selected by the project given the multitude of NGOs (co-opting, [in]formal selection…)
* Private sector operators: to tap private sector resources into CCA, a sectoral mapping study was made together with contacts by FNEC. Whatever may have been achieved, there is still inconclusive involvement of the private sector in the CC debate
* Universities and research institutes: they were extensively involved in the project through contracting (laboratories) but also through individual resource persons that had senior positions within the academic sector; this approach was very valuable because it enabled to create of in-country expertise on CCA
* General Directorate for Environment and Climate (DGEC): under MCVDD, it had the lead on this project and made sure that all opportunities were taken to ensure project success; this included logistical support to the project team (not anticipated in the ProDoc), direct interactions with sectoral ministries as a backup to the project team to ensure sectoral ministries participation and cofinancing (HR, equipment, housing…) and enhanced support to FNEC to prepare potential project concept notes
* Sectoral Ministries: they were heavily involved in the project through the setting-up of the sector technical committee in charge of reviewing all (sectoral) project deliverables/outputs (see above)

### Project finance and co-finance

Overall, the GCF set up a 3M$ envelope but the convention covered only 1.6m$ at the express request of GCF[[15]](#footnote-15). This means that 1.4M$ remain at Benin’s disposal to further enhance / advance on CCA. Interviews have shown that GCF’s funds' mobilisation mechanisation is unclear for most stakeholders (does its access require a new project and concept note, just an add-on, can it be used for implementing NAPs…?).

As per progress reports, the total cost of the project from early 2019 to 2021 is explained under Table 6 and Table 7 with an explanation of budget variations. Despite the extensions, around 10% of the budget was committed by the project’s closure; this was reflected in several outputs that were not achieved. Still, TRAC funds and the Government’s cofinancing followed up to finalise the activities (still ongoing).

Table 6 shows that the AWP in 2019 and 2020 had been very optimistic, obviously a result of the implementation delay in 2019 and COVID in 2020. The ratio improved in 2021 with COVID easing.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Budget/expenditure  Year | ProDoc[[16]](#footnote-16)  Work plan (US$m) | AWP  (US$m) | Actual expenditure  (US$m) | % Spent (actual / AWP) |
| 2019 | 0.790 | 0.755 | 0.319 | 50% |
| 2020 | 0.632 | 0.777 | 0.421 | 59% |
| 2021 | ------- | 0.683 | 0.562 | 82% |
| Total | 1.422 | -------- | 1.301 |  |

Table 6: Annual Work Plan budget and actual expenditures (GCF)

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| In US$m | 2019 | 2020 | 2021 | Total |
| Total planned (ProDoc) | 0.631 | 0.791 | - | 1.422 |
| Total actual | 0.319 | 0.421 | 0.562 | 1.301 |
| Activity 1 (capacity building) | 0.182 | 0.226 | No info | ----- |
| Activity 2 (studies) | 0.095 | 0.087 | No info | ----- |
| Activity 3 (reforms) | 0,025 | 0.061 | No info | ----- |
| Project management | 0.016 | 0.047 | No info | ----- |

Table 7: Planned vs actual project expenditures per result

The analysis of the cumulative delivery rate (see

Figure *1*) shows a straight implementation in 28 months instead of 18; this is evidence that the project was very much affected by both a late project effective start-up and the COVID pandemic. There is a need to take into account an extended inception phase to resolve operationalization difficulties like recruitment and initial involvement of all stakeholders and to lengthen substantially the project cycle to ensure a smoother implementation (that was eventually achieved through the requests of extension in any case).

*Figure 1: Cumulative planned and actual delivery rate*

### Monitoring and evaluation: design at entry and implementation

M&E was to be undertaken in compliance with the usual UNDP POPP and Evaluation policy. Without a specific M&E staff, the national Project Coordinator was informally in charge of M&E at project level.

The following tools were used:

* Inception workshop
* AWP
* Quarterly progress reports
* CTPNA meetings
* Biannual report to the GCF
* Final project evaluation

Key to the M&E system, the team relied on **sectoral technical groups** to ensure feedback on studies and outputs; this had many advantages like participation, acceptance of products that were validated by its members and empowerment; iterative review sessions were, however, very time-consuming, especially in COVID time…

M&E feedback was functional as the team was constantly readjusting planning due to COVID but it also showed that it was necessary to accelerate delivery even for sequential activities; this was the case for some sectoral NAPs that were not finalised before the national NAP drafting (that would use draft conclusions of sectoral NAPs).

These readjustments, eventually resulting in requests of no-cost extensions, was very much time-consuming as GCF required justification for every single delayed activity, evidencing a too complex system that put unnecessary pressure on the project team.

*A posteriori*, the methodological approach that was so participatory combined with remote (international) quality assurance, and that made the success of this project, was not adapted to COVID times with lockdowns, virtual meetings…

It was time-consuming and may have been the cause of so many delays just as COVID was.

At output level, the sectoral technical groups took up this M&E function very successfully to ensure widely accepted products but with time as the main cost.

It may be true that changing the project approach to a more closed method (e.g., based on non-objection clauses with timed deliveries - draft report/comments/final report) would have improved delivery but probably not acceptance, given the numerous methodological and quality issues that the laboratories had and that were amended/improved thanks to these iterative sectoral technical groups’ sessions.

As the lead organisation of the Environment thematic area donor group, other organisations were informed of project progress (e.g., World Bank, European Union).

|  |  |
| --- | --- |
| Monitoring & Evaluation (M&E) | Rating |
| ***M&E design at entry*** | HS |
| ***M&E at implementation*** | S |
| ***Overall quality of M&E*** | S |

Table 8: Monitoring & Evaluation Ratings Scale

### UNDP implementation/oversight and Partner coordination and operational issues

**UNDP implementation (including project team):**

The project was under UNDP’s responsibility as it was driven by DIM[[17]](#footnote-17). UNDP contracted the project team and was in charge of all procurement (e.g., materials, consultant recruitments, training and workshop sessions…) with all payment processed by UNDP’s Finance Unit, upon project team requests. The projects team consisted of a National Project Coordinator, an Administrative and Financial Assistant, a National Project Climate Management Specialist and a National Project Adaptation Officer that provided technical assistance to mainly DGEC.

Interviews have shown that the project was entirely driven by time and the need to minimize delays; the Project team adopted a “catching-up” strategy for project implementation but also a participatory approach with the establishment of sectoral technical groups in charge of outputs validation.

This approach was reflected in the inception workshop and initial AWP with the resolution to (i) contract national laboratories, (ii) cluster outputs per studies and (iii) speed up studies delivery with a quick succession of guidance and methodological approach presentations.

Implementation was halted for several months (Benin full lockdown in 2020) and planning had to be even more accelerated when it was relaunched by June 2020 with parallel output delivery instead of sequencing output delivery (e.g., sectoral and national PNAs in parallel); this compressed project timeframe resulted as well in increasing the volume[[18]](#footnote-18) of payment requests to UNDP Country Office Financial Unit with little anticipation although interviews showed that the requests were processed on a just-in-time basis and had no negative impact on output delivery.

Under UNDP’s oversight function, project quality assurance was carried out by Benin’s country office, the Regional Bureau in Addis Ababa and NY’s head Office (and UNDP NAP team RTA and PA). Interviews showed that extensive support and quality review were necessary, especially at the beginning of the project.

Output quality was as per ProDoc ensured through externalised quality assurance (international consultants) as many products had to respect international standards (e.g., vulnerability assessment, CPEIR); interviews have shown it to add little value to the project, possibly because it occurred during COVID: international contracting took considerable time as was consultants’ feedback. It all slowed down output delivery.

**Coordinating Partner:**

The project was housed under DGEC from MCVDD.

A National Director was providing support to UNDP (the implementer) but also ensuring Government agreement with the project implementation (e.g., reviewing all project reports, AWP and payment requests).

It did not have formal responsibility on implementation but was very dynamic in ensuring cofinancing, providing extra support to the UNDP project team (local transport) and mobilising institutional beneficiaries.

A CTPNA was established at the beginning of the project; comprising sectoral representatives, municipalities, NGOs and relevant Government institutions, it was tasked with the review of all project activities (agreeing on AWP and reports, evaluating outputs delivery…); it may have facilitated group cohesion between institutions but ensured output ownership and empowerment through participation in decision-taking processes (although ultimately, UNDP was solely responsible for it).

Close collaboration with PAS PNA was established through DGEC with monthly meetings between both projects; although planned right at the formulation stage, the project took stock of advances made by GIZ project like contracting laboratories/consultants with PAS PNA experience, adopting sectoral working groups, normalising common/similar outputs, adapting output methodologies for vulnerability assessments and PNAs, or using resource-persons for scientific advice. In the same vein, laboratories exchanged a lot of information and lessons learned as they were often participating in the same validation workshops.

|  |  |
| --- | --- |
| UNDP Implementation/Oversight & Implementing Partner Execution | Rating |
| ***Quality of UNDP Implementation/Oversight*** | S |
| ***Quality of Coordinating Partner*** | HS |
| ***Overall quality of Implementation/Oversight and Execution*** | S |

Table 9: Implementation/Oversight and Execution Rating Scale

## Project results

### Progress towards objective and expected outcomes

A brief assessment with comments of the project overall results (as per periodic reports), is presented in the following paragraphs[[19]](#footnote-19).

*Project Objective:* ‘facilitate the integration of climate change adaptation into development budgeting and planning processes, and to increase access to local and external funding’.

Progress at project’s end: it is not possible to formally assess the objective as there was neither target nor indicator; now, as the objective was quite vague in its wording, looking back at the project achievements and in particular the contribution of each outcome, it is true that this project did contribute significantly, albeit not entirely as expected, to advancing on mainstreaming CCA into Government’s action.

As for access to funding, results are mixed with some advances in capacity but so far very few tangible results; on the one hand, it might take several months to operationalise new mechanisms (e.g., CNCC, NAP) and on the other hand, key limiting HR and possibly institutional constraints within FNEC might remain an obstacle to capturing funding opportunities.

#### Outcome 1: Economic and climate impacts are assessed, and adaptation options prioritised for effective budgeting and planning.

Progress at project’s end: not entirely achieved (idem for outcomes 2 and 3). The project had not finalised several products by June 2021 despite the many adaptive management efforts made by the project team. Nonetheless, there was a(n) (in)formal agreement with UNDP to use TRAC funds to complete the project.

***Output 1.1:*** *An economic assessment tool informing budgeting processes is operational*

Indicators:

* “Extent of functioning of a model to track economic impacts of climate change”
* “Number of institutional staff with expanded skills in economic modelling for use in adaptation planning”

Targets:

* “5 Strong sectoral economic modelling estimating the future biophysical implications of CC, and modelling of economic responses to the biophysical changes, and/or computable general equilibrium models (CGE) are developed, to serve for the budget planning processes”
* Local expertise on the use of economic modelling exists (at least 5 experts, including 2 women)

Study on the development and operationalization of models on the economic impact of climate change and/or an integrated macro-economic model to support budget planning; the general model (for national data) and partial model[[20]](#footnote-20) (per sector) were developed but the actual utilisation of the partial model requires extensive data to feed in the models that currently was functional only for the agriculture sector and that frustrated participants. Its use would require reassessing data acquisition and storage, hence refurbishing INSAE – not part of the project -, as it requires several years of time series, mostly if not always incomplete within all 4 sectors. The general model seems to be operational within MDCAG. It would allow for climate impact estimates, hence producing a climate-sensitive budget.

A wide range of stakeholders was trained within sectoral ministries and municipalities (<20% women[[21]](#footnote-21)); interviews showed that their utilisation may be limited to very skilled technicians (economists) with time dedicated to that function (mainly DPP of ministries), to be found mainly within MDCAG; the interest was very much limited within municipalities that cannot free up time for using these new skills. Overall, interviews showed that beneficiaries within sectoral ministries showed interest but also requested much more in-depth training in these areas. The project, however, did not accommodate training follow-up.

***Output 1.2:*** *Climate risks and vulnerability assessments are conducted in urban planning and infrastructure, energy and forestry*

Indicators:

* Number of sector climate risk vulnerability assessments developed and number of adaptation measures identified in priority sectors
* Number of stakeholders trained on CRVA methodologies

Targets:

* In-depth RVAs are completed for the following PAG vulnerable sectors: urban planning and infrastructure, energy and forestry
* CRVA in urban planning and infrastructure, energy and forestry include gender-differentiated impacts

Four detailed studies of climate risks and vulnerability in the sectors of urban planning and infrastructure, energy and forestry, and tourism (added later in coordination with PAS PNA) were conducted:

1. Prior to the above, a meta-analysis of existing climate risk and vulnerability studies on the different sectors impacted by climate change in Benin was conducted by LSTE: the assessment was prepared relatively early on during implementation and validated by 2020. The data of the meta-analysis was used much earlier before even validation to form a baseline for the detailed studies below-mentioned
2. The actual vulnerability assessments were completed around the project’s end; this came way too late to contribute sequentially to sectoral NAP; actually, sectoral NAPs were built upon preliminary data from vulnerability studies

Overall, interviews showed a lot of dithering about methodology, resolving data gaps (and extrapolating), seeking out additional data or getting on-site information during COVID times (very limited consultation phase possible) by laboratories; this resulted in initial drafts in the lower end of quality – despite international quality assurance -, given the lively responses and even upsurges that occurred during initial presentations of findings. Fortunately, the establishment of inclusive sectoral working groups facilitated the resolution of most if not all outstanding issues[[22]](#footnote-22) through laboratory study redrafting / minor or major amendments. In the end, there is now a wide consensus on the contents of these products despite issues still remaining with the lack of data in several sectors (e.g., tourism, infrastructures).

Through the use of university laboratories instead of (inter)national consulting firms, the project contributed to increasing sectoral expertise at the national level in international standard NAP and vulnerability assessments.

***Output 1.3:*** *Adaptation options are prioritised for the urban planning and infrastructure, forestry, and energy sectors, and compiled as part of the NAP*

Indicators:

* Number of prioritized and validated adaptation options, by sector
* Existence and status of NAP formulation document

Targets:

* Mid- and long-term adaptation options are identified and prioritised, in view of NAP formulation for the following sectors: urban planning and infrastructure, energy and forestry

The delays in vulnerability assessments were so important (> 1y) that the NAP drafting that started in 2021, used provisional information from the vulnerability assessments that were presented in early 2021 in iterative validation workshops.

The formulation of sectoral (urban planning and infrastructure, energy and forestry, and tourism) and a national NAP[[23]](#footnote-23) advanced swiftly in 2021 with draft presentations by the project’s end and validations in August and later till this day with TRAC funding. It is worth reminding that the project did not anticipate NAP drafting but only selecting options that could support later on NAP drafting.

The actual results (NAP drafted) here are therefore superseding the original project results (options for future NAP drafting).

Although not finalised, interviews have shown that the single most important product of this project is the sectoral and national NAPs; indeed, they are well anchored to Agenda 2030 and will constitute the backbone of CCA action for the next 10y, guiding sectoral policies and strategies, and lead the way for FNEC in seeking funding opportunities. This assertion is only valid if Government is committed to update/upgrade NAP (and probably vulnerability assessments) in 5 years[[24]](#footnote-24).

The approach for NAP drafting was less chaotic than for vulnerability assessments but used the same participatory approach and it is expected that these NAPs will be owned by their respective sectors because most options were agreed upon through consensus as well. Also, MDAEP took well advantage of project training, enhanced its capacity and is ready to follow up national and sectoral NAPs.

#### Outcome 2: CCA mainstreaming into budgeting processes is facilitated.

Progress by project’s end: several activities were not finalised by the project’s end as for outcome 1; three main studies were conducted and relevant training associated (>190people): (i) a guide for ‘lntegrating Climate Change Adaptation (CCA) into local planning documents’, (ii) a draft report of the study on the tracking and budget coding tool and (iii) draft report on DPTD-CC Guidelines.

These activities are important for ensuring the integration of climate change in development budgeting processes and the sustainability of the project's results.

***Output 2.1:*** *The tracking of CCA interventions and budget expenditures is strengthened through budget tracking tools and an enhanced information platform*

Indicators:

* Existence and status of coordinating mechanism for CCA integration into budgeting (national and local levels)
* Existence of a gaps assessment for climate information needs on knowledge sharing platform
* Status and degree of interactivity of upgraded public knowledge sharing tool for climate information

Targets:

* The coordinating mechanism is equipped to monitor budgeting processes, based on a tracking and budget coding tool
* Sex-disaggregated codes will be available
* Existing platform is transformed into an interactive learning and monitoring tool, and entries are reported (at least 100 entries per month)

The coordinating mechanism is equipped to monitor budgeting processes (track CC expenses in the budget), based on a tracking and budget coding tool; the original idea to overhaul the entire budget coding system was not agreed upon by the MPB; instead, an add-on of new (sex-disaggregated) codes was formulated; at the time of the evaluation, it was being validated (hence not finalised by project’s end).

Other activities included:

* The reactivation of CNCC (established in 2003 but dormant in recent times) through a new decree in 2020 and actual project support in 2021 to operationalise it: Setting-up in May 2021, first meeting of its CT-PNA commission in June 2021 (drafting the council’s TORs and nominating members) and first official session in August 2021.

The council is critical as it will be responsible for monitoring the national NAP, ensuring its update/upgrade in years to come and follow-up its CCA option’s financing. There are indications that DGEC will finance it – a necessity, given the dysfunctionalities of the previous CNCC -. One of its first tasks would have been to validate the draft national NAP (still being reviewed by the project-led working group).

* The Benin climate change website; the refurbishing of the website was undertaken in close collaboration with DSI of MCVDD with a view for regular data uptake from relevant ministries; there are doubts as to whether the current arrangement will be satisfactory: DSI receives CCA content from other ministries Environment Units and has to assess it before publication. However, DSI has no technical capacity to assess CCA content and the data supply is externally-driver and dependent on actual Environment Units’ proactivity – hence out of control of DGEC.

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***Output 2.2:*** *Climate Change Budgeting guidelines are developed and CCA is integrated into multiannual and annual budgets in pilot ministries and municipalities*

Indicators:

* Existence, status, and use/adoption of Triennial Climate Change Expenditure Programming guidelines.
* Existence and status of Climate Change Annual Investment Plan Guide (PAI-CC).
* Number of municipal-level PAI-CC documents developed and in use.

Targets:

* A Triennial Climate Change Expenditure Programming Document, and a climate change annual investment plan model developed and operationalised

Both targets were achieved: guides for mainstreaming CCA in PDC and PAI were drafted, validated and training of relevant beneficiaries (mainly municipalities and municipal umbrella organisations, FADeC – 20% women -) conducted. These generated much interest and allowed municipal planning staff to understand better the different steps for mainstreaming CCA into planning documents; it also resulted in beefing up training content on CC notions for the remaining training.

Their actual implementation may not be systematic because it remains highly dependent on mayors’ will to allow freeing up resources for specialised consultants (to mainstream CCA into mater plans) and time of civil servants for follow-up. Unfortunately, (i) mayors were not systematically exposed to training on the need to mainstream CCA into planning documents and (ii) there were no case studies involving a new PDC drafting mainstreaming CCA using the guide. Additional rounds of training were conducted for this particular activity to cover much of the country. There was some (informal) post-training follow-up (e.g., on passing project ideas and relevant news) through the establishment of WhatsApp groups by the trainers, much to the satisfaction of the trainees.

***Output 2.3:*** *Decision makers’ capacities are strengthened to influence budgetary processes at the sectoral and local level, for CCA mainstreaming*

Indicators:

* Number of national high-level decision-makers with enhanced capacities for CCA planning and sensitized in CCA mainstreaming challenges and opportunities, including examples from outside Benin.
* Number of municipal leaders and associated stakeholders with enhanced CCA planning and investment skills

Targets:

* At least, 100 decision-makers, including parliamentarians (from the National Assembly and the Economic and Social), local authorities are aware of CCA mainstreaming challenges and opportunities in Benin

The training of parliamentarians was conducted in May 2021 just before the parliamentary recess and budget debate; the capacity of these decision-makers was strengthened to influence budget processes at sectoral and local levels, for mainstreaming CCA. It also included training for parliamentarians and executives of the National Assembly on the use of models and the integration of the CC into budgetary tools: it generated great interest (almost all parliamentarians were present for the training); it allowed the parliamentarians to broaden their background on CC which was limited mainly to fiscal measures (ecotax).

The training sessions, therefore, have the potential to substantially enrich the parliamentary debate, to propose innovative ideas on CCA and to empower the CC network of the National Assembly.

As the training sessions were conducted right before recess, there was a risk to lose the dynamic brought by the training sessions if no retraining and other events were to be conducted back in September (after project closure) (e.g., conferences, DGEC info meeting ...). There was no specific meeting of decision-makers at the municipal level (e.g., mayors). Possibly a missed opportunity.

#### Outcome 3: The National Environment and Climate Fund (FNEC) is strengthened to attract public and private funding for effective adaptation planning.

Progress at project’s end: several outputs were finalised and some others not. Throughout the evaluation and all the interviews, it was difficult to find any evidence that Outcome 3 had contributed in a meaningful way to strengthening FNEC in attracting funding for CCA. There was very little feedback as to how beneficiaries would use the results under outcome 3.

***Output 3.1****: A framework for fiscal incentives is created to expand FNEC’s resources*

Indicators:

* Number of domestic CCA funding mechanisms identified and advocating the Ministry of Economy and Finance and Parliamentarians

Targets:

* At least two innovative sources of funding are identified and proposed to the government for endorsement

A study for the identification of new environmental fiscal instruments (innovative financing mechanisms) was made to improve the mobilization of resources by FNEC. Results were divulged to parliamentarians before the 2021 budget discussion in May/June 2021. Options included (i) the creation of new fiscal incentives to strengthen the capacities of FNEC to mobilise funds, (ii) restructuring environmental fiscal measures to strengthen the fiscal environment and (iv) involving the private sector. The logic behind the study was to review FNEC’s source of funding as the current funding distribution was deemed outdated. Interviews showed so far, a marked preference for non-fiscal instruments, hence away from current ecotaxes. Officially, there has been no response to the study.

A preliminary draft decree was formulated by LEP to implement the Climate Change law adopted by the Council of Ministers in 2018. It is currently still under scrutiny by the Legislative Commission before final endorsement. This should boost DGEC’s range of action in overseeing CCA actions monitoring and also CNCC under MDCAG.

***Output 3.2****: The enabling environment for the private sector in CCA is strengthened*

Indicators:

* Number of private sector entities identified for potential interests in CCA implementation
* Existence of private sector partnership framework for CCA investment
* Number of developed CCA project idea notes in the agriculture sector

Targets:

* A public/private partnership framework is established, between the FNEC, public, and private sector companies, to support CCA investment

A mapping study on how the private sector could be included in CCA was conducted by CUSTE and validated. It should have added to the discussion within FNEC on new funding mechanisms. Instead, there was little response: the study did map the sector but failed to engage with companies’ key decision-makers to assess their potential interest in CCA. Sensitisation sessions of the private sector were also due to be held after the project’s closure, with TRAC funds.

The project had allowed funding in support of FNEC for the formulation and submission of a project[[25]](#footnote-25), as a case study to GCF. The draft concept note to strengthen the resilience of the communities based at the Benin-Togo border did not pass the quality assurance step: with COVID, UNDP had issues in contracting an international consultant for reviewing the initial project proposal. The activity did not go further than that. Surprisingly, the concept note was not redesigned by FNEC for further analysis and review.

Several activities were cancelled at some point during late implementation: ex1: the agreement on CCA in coherence with PAG between FNEC and the Chamber of Commerce was cancelled after the 2019 election and reorientation of the PAG, ex2: the target bilateral meetings with agricultural private sector institutions were not organised by FNEC for the same reason.

***Overall Project Outcome RATING***: Highly *Satisfactory[[26]](#footnote-26) (HS)*

### Relevance

The project is highly relevant to the main objectives of the Government environmental and development priorities, UNDP priorities and global goals and GCF’s objectives under the Readiness and Preparatory Support Programme.

*Relevance to national environment and development priorities*:

Informants, as well as documentary sources, have shown that Benin is highly vulnerable to climatic risk. Its approach with climate change has evolved from a cyclical approach such as for PANA to a more strategic one as for LECDRS, paving the way for a longer-term vision of CCA under NAPs.

As for project integration within Government priorities, it was well in line with:

* + The most at-risk development priority sectors: agriculture, water, tourism, coastal regions, infrastructures and urban development, energy, forestry, health, as per PANA1, half of which were covered by PAS PNA
  + The 1st NDC, emphasising amongst other priorities the need for CCA[[27]](#footnote-27)
  + The 2016-25 LECDRS focussing again on CCA and in particular 7 development sectors[[28]](#footnote-28) (health, infrastructures and coastal zones, agriculture, forestry, energy, water) and proposing a more strategic approach based on programming instead of a project approach as recommended by the above-mentioned NCD
  + Several sectoral policies such as the Ministry of Urban Planning and coastal erosion, the national forest policy for forestry, the Ministry of Agriculture with building up rural communities’ resilience to climate change, Ministry of Water and Mines on a climate-friendly strategy on a national water resources management plan…

*Relevance to UNDP priorities and strategic goals*:

The project was formulated right during the transition between two UNDAF. Under the 2013–2018 UNDAF[[29]](#footnote-29), the project fits within the Focal Area on ‘Environmental Management, Climate Change, Acute Crises and Disasters’ and its main produce on ‘enhanced capacity of institutions and communities to increase their resilience to climate change, acute crises and natural disasters’: it proposed to support the Government through advocacy for the establishment of policy dialogue with a view to the **formulation** and implementation **of adaptation strategies** about CC impacts.

This was further reinforced with UNDP’s CDP[[30]](#footnote-30) for the 2019-23 period under ‘Sustainable Development and Resilience’ focal area and Output 1.4. on ‘Local and national institutions having more technical and financial capacities to effectively coordinate the action on environmental protection, ecosystem protection and disaster risk management’.

*Relevance to GCF programme on Readiness and Preparatory Support:*

The project was also aligned with GCF’s priority areas under its Readiness Programme: the project was covering Objective III on National Adaptation Plans and Adaptation Planning Processes with adaptation planning governance and institutional coordination strengthened, private sector engagement in adaptation catalysed, Adaptation finance increased (outcomes 3.1, 3.3, 3.4).

### Effectiveness and efficiency

**Effectiveness** (contribution of the actual outcomes to the project objective):

The project objective was to facilitate the integration of climate change adaptation into development budgeting and planning processes, and to increase access to local and external funding’. Three main outcomes (components) were formulated:

1. Outcome 1: Economic and climate impacts are assessed, and adaptation options prioritised for effective budgeting and planning
2. Outcome 2: CCA mainstreaming into budgeting processes is facilitated
3. Outcome 3: The National Environment and Climate Fund (FNEC) is strengthened to attract public and private funding for effective adaptation planning

With late beginning in 2019 and additional COVID disruptions, the bulk of the studies was conducted during the 2nd semester of 2020 and most if not all validation workshops and training sessions were conducted in 2021. This is why with an iterative participatory approach many products were not finalised by project’s official closure date in June 2021.

*Outcome 1:* Economic and climate impacts are assessed, and adaptation options prioritised for effective budgeting and planning

*There is a very satisfactory contribution of achieved results with the objectives. Despite the many operational and methodological difficulties encountered and even non-completion of several outputs by the project’s end, the participatory approach largely contributed to the success of this outcome. Furthermore, additional financial UNDP support and Government cofinancing provided the last mile to ensure (near-) completion of all outputs.*

*Vulnerability assessments and meta-analysis*: the efforts made by the laboratories – despite COVID and the lack of data – resulted in an overall broad agreement on the sectoral issues with however a (too?) late contribution to PNA drafting.

*General and partial modelling of economic impact:* the models were produced and are available. The general model may be utilised straight away by MDP’s teams of economists, but it remains to be seen how useful the partial model could be. It requires extensive datasets that are currently unavailable with the current data collection and processing mechanism through INSAE. It might require additional sectoral ministry’s support to INSAE to ensure that they get directly relevant/useful data from the institution, pending a hypothetical reform of statistical reporting.

*NAP drafting*: as mentioned earlier, this may be the single most important result of the project even though it was not clearly stated in the ProDoc. It generated a lot of interest from both, sectors that are very much aware of the need for CCA (energy, infrastructures, forestry) and of tourism that was not at all focussing on CCA. Clear roadmaps agreed by all sectoral stakeholders to tackle CC through adaptation are now available and have the potential to steer Government action on CCA at least until 2025 and 2030 if upgraded.

*Outcome 2*: CCA mainstreaming into budgeting processes is facilitated

The outputs have the potential to contribute to the project’s objective but the new products have yet to be fully applied/used by their beneficiaries as it is too soon by the project’s end.

*Budget tracking coding system*: still ongoing, the system is a key piece of the entire mechanism to ensure CC expenses tracking and appraise Government efforts in CCA. IT is assumed that the system will be validated and endorsed. Its use should (supposedly) be no different from the regular budget coding system already in place.

*CNCC reactivation*: the project not only focussed on ready-to-use tools but also on mechanisms to ensure that CCA is being monitored over time, long after the project’s closure. This is a necessary first step but unless specific funding is allocated for that purpose with a proactive/leading ministry overseeing CNCC’s actions, there is no guarantee (given the history of CNCC) that these decree-created structures will be operational for any long period of time.

*Website and data feeding mechanism*: the evaluation findings on this setup seem at best inconclusive: DSI, which has little technical capacity on CC, is in charge of collecting and publishing information on a push data mechanism, relying on the proactivity of sectoral ministries Environment Units, while DGEC has limited capacity to add even more workload by reviewing technical documents from various (non) institutional sources.

*Guidelines on mainstreaming CC into budget and planning documents*: the guidelines are very much contributing to the outcome; this is particularly the case at the municipal level with the soon to be started formulation process of the 4th generation of PDCs in 2022. PAI mainstreaming was less successful on current 3rd generation PDCs given the difficulty to make financial trade-offs within a closed budget envelope as CCA requires often (but not always) additional funding. Actually, using the guidelines on 3rd generation action to mainstream CC would result in ineligible projects as per FADeC rules.

*Key decision-makers awareness-raising on budgeting tools and CCA*: this output is likely to contribute significantly to the overall project objective with more lively debate on CC sectoral mainstreaming within the National Assembly but also through lobbying with the National Assembly network of parliamentarians on climate change and sustainable development.

*Outcome 3:* The National Environment and Climate Fund (FNEC) is strengthened to attract public and private funding for effective adaptation planning

It is unlikely that this outcome has contributed significantly to the project objective; it may be down to the fact that providing more tools and knowledge might not be enough for a public institution that is limited by a corporate culture more oriented towards public service delivery and less focussed on results and achievements that should be a key characteristic of national funds. In addition, several activities were not completed by project’s end, partly because of COVID constraints.

*Proposal on new environmental fiscal instruments*: this is indeed feeding in the debate on how to finance more effectively CC adaptation but there was already a clear answer by decision-makers (National Assembly) that given the already high environmental tax base (through ecotaxes), non-fiscal measures would be the favoured source of additional funding, hence limiting the usability of the study.

*Private sector mapping*: not enough attention has been paid in the project design to exploring the full potential of CCA financing through the private sector. The study should only have been the first step but several complementary activities were cancelled or due to be implemented after the project’s end. The study – as a stand-alone product – is unlikely to be very useful.

*Preliminary draft decree of the Climate Change Law*: the 2018 law was never followed by a regulatory/enforcement decree, hence not applied so far. The project has closed this loophole. It is important as it strengthens the positions of both DGEC and CNCC in supervising and monitoring sectoral action on CCA.

**Efficiency** (project costs):

The twenty-eight months-long project spent in total around 1.3M$ (over 90% of the original budget before closure).

With an effective starting date in February 2019 and a first disbursement in May 2019 by GCF, which set the motion for the actual recruitment process (drafting of ToRs, effective candidate selection…) and the launch of the inception workshop by UNDP CO, the actual beginning of the project came late in October 2019 (8 months out of 18) in the project timeframe:. With only 10 months to run when the project team was settled, a whole range of adaptive management measures was taken (see 3.2.1) including requests of no-cost extensions for both COVID impact (GCF 6 months for all projects) and late 1st tranche payment (3 months grace period).

The result of all this was to squeeze all activities in a very short timeframe (approximately from mid-2020 to June 2021, 12 months) combining both activity sequencing and often parallel implementation with severe strains of the project team to ensure delivery.

This was not entirely successful possibly because of some selected methodological options (e.g., participatory approach in endorsing project deliverables, international quality assurance), that were deemed critical for the project’s success. Indeed, a majority of activities were only near completion by the project’s end and it was critical that UNDP TRAC funds and additional Government cofinancing, were made available to ensure project completion.

Project efficiency can be easily appreciated when assessing the actual expenses with the annual plans (see Table 10): the ratio was already quite high in 2019 (committing 50% of 10 months[[31]](#footnote-31) planned financial resources in just 3 months[[32]](#footnote-32)) and the ratio kept rising afterwards, even despite COVID. This is evidence of spending efficiency but may also awareness of the urgency of accelerating implementation to keep with GCF deadlines.

|  |  |
| --- | --- |
| Year | Unspent budget in %  (As per AWP) |
| 2019 | 50 |
| 2020[[33]](#footnote-33) | 41 |
| 2021[[34]](#footnote-34) | 18 |

Table 10: Unspent budget ratios

At activity level, a series of improvements were made to increase value for money; e.g., allowing workshop contents modifications for added CC knowledge uptake, additional rounds of training, resource-permitting.

Finally, the interviews did not flag any issue with the payments of contractors.

|  |  |
| --- | --- |
| Assessment of Outcomes | Rating |
| ***Relevance*** | HS |
| ***Effectiveness*** | S |
| ***Efficiency*** | HS |
| ***Overall Project Outcome Rating*** | MS[[35]](#footnote-35) |

Table 11: Outcome Rating Scales - Relevance, Effectiveness, Efficiency

### Global result

It may be true that the project may have been a bit ambitious in the timeframe (18 months) and that systemic UNDP delays in initial recruitment made implementation all the more difficult. Still, there is ample evidence that this project was seriously affected by COVID; indeed, the vast majority of activities were mostly consisting of meetings or training, and workshops, activities that were the first to be cancelled and relaunched last with extensive precaution measures that inevitably slowed down project implementation, not to mention the difficulty to reach out internationally for expert advice.

It is expected that with the completion of both UNPD and GIZ-funded projects on NAP drafting, a change of paradigm will occur at the Government level: until now, CC decision-making even at the policy level was mostly driven with a relatively short time horizon (often 5y as per most time frames for strategy and policy documents). With sectoral/national NAPs as well as tools to monitor Government investment in CCA, strategies and policies can now be drafted taking into account a longer time frame (e.g., 2 times 5y), more in tune with climate change impact and anticipated response.

Overall, the project will be remembered for its main successes:

1. Benin has now identified the CC vulnerabilities of all 8 key development sectors with a 2030 horizon,
2. All 8 priority development sectors have operational NAPs (with the additional support of PAS PNA); they will guide CC action for the foreseeable future,
3. Tools are available to track down and estimate CC budgeting and expenses, as a way to monitor Government action on CCA,
4. Awareness-raising was done benefitting key decision-makers (parliamentarians)
5. Tools are available to mainstream CCA at the local level (CCA municipality guides)

On the other hand, the private sector potential on CCA remains untapped and still not fully understood; hence the need for further support in understanding how it could contribute to CCA. Extensive capacity building support was provided to FNEC through the project team and DGEC resulting in more involvement in fundraising through the development of project proposals and concept notes but actual results remain to be seen.

### Country ownership

As far as the project results are concerned – at least studies -, the interviews have shown strong ownership, possibly because there was a wide agreement on the findings through iterative validation processes involving key relevant representatives within sectoral technical working groups and the CTPNA.

The situation is more conventional with training: they generated interest – even to the point of requesting more knowledge sharing – but actual ownership remained mostly dependent on the mechanisms in place to share and retain information at the institutional level and ensuring that knowledge is not lost with inevitable staff transfers.

At the department or directorate level, information will likely degrade over time unless specific measures to ensure institutionalisation are taken. This was however not contemplated into the project. Still, with regards to training, the learning processes ensured a mix of basic notions combined with practical case studies, to generate interest but also to facilitate adoption.

As for the key ministries (MEF, MDAEP, DGEC/MCVDD), interviews have shown that provisions are being made to ensure appropriation and continuity: e.g., DGEC is supervising and considering allocating funds for CNCC; MDAEP staff is already viewing NAP monitoring and MEF through the Budget Directorate is still collaborating on CC markers coding system.

On the four beneficiary sectors, there seems to be good ownership of at least NAP documents with planning departments / Programming and Prospective Directorates in charge for their application. They are cases of discussions with FNEC on concept note drafting or directly mainstreaming CCA into projects at the formulation stage. This is less clear for peripherical institutions (e.g., sectoral agencies) for which advancing in CCA in their institution would only come through clear guidance from their line ministries.

At the municipal level, ownership is much dependent on individual and mayor’s proactivity since CC mainstreaming into future PDC and PAI will require extra funding, in addition to regular FADeC resources available for PDC formulation. Interviews showed several instances where municipal authorities sought information from sectoral ministries or support from municipal umbrella organisations on conceptual notes as project formulation requires a critical mass in terms of funding.

Umbrella organisations seem to play a great role in collating project ideas for potential presentations to FNEC with a view to concept note drafting.

### Gender equality and women's empowerment

A gender study was completed but was not widely distributed. Hence, subcontracted academia followed their own guidelines on gender mainstreaming into project outputs.

Two levels of gender mainstreaming can be considered:

1. Mainstreaming gender into project outputs, making sure that project results reflect gender considerations when carrying out activities; for that purpose, a gender study was made during the project. Interviews have shown that female considerations were taken into account in many activities – whenever relevant -, from gender-specific interviews by laboratories to assessing NAP options that would primarily benefit women and/or more vulnerable parts of the population; interviews also showed that women were integrated in the methods and tools made available to beneficiaries for the integration of climate change in the planning and budgeting documents of ministries and municipalities
2. Gender representativeness making sure that a balanced gender ratio is reached for women participation in project activities: this is constrained by the gender imbalance within public institutions; this was even more true for more technical training and workshops that required pinpointing the right profiles that were mostly met by men or those targeting higher-level sectoral staff (mostly men); interviews and documents show regularly women participation ranging from 15% to 25%. As for workshops, there was a balanced gender representativity within the workshops’ praesidium (either as chairman or rapporteur)

There were no specific provisions made for men and women in training and workshop delivery.

There were no women contracted under the project team.

Overall, it seems that women considerations were indeed taken into account in project results (starting with NAP and vulnerability assessments) but that no extra efforts were made to ensure accrued women representation in project implementation (in project team, CTPNA or sectoral technical working groups).

### Other cross-cutting issues

Leave No-one Behind: overall, the project targeted mainly medium and senior civil servants and parliamentarians within ministries and municipalities.

The vulnerability studies, the sectoral NAPs and the global NAP that were carried out made available information and data that constitute important elements in the Government’s fight against poverty: the documentary review and interviews showed that CCA options within NAPs did target primarily the most vulnerable parts of the population (e.g., the poor urban population at risk of inundation, riverine rural populations, female house-hold heads…).

While gender-specific tools may have been available for studies, the most vulnerable population – in particular people with disabilities and other marginalised groups - identified in the vulnerability studies has not been used to develop specific methods and tools.

Under outcome 3, the project proposal on community resilience on the Togo-Benin border targeted directly vulnerable populations in locations mostly side-lined from main development interventions. The project proposal was, however, not finalised.

### Elements of Sustainability

Sustainability is the likelihood of continued benefits after the project ends.

***Overall project sustainability RATING:*** *Likely (L)*

#### Institutional and organisational risks (governance) to sustainability

The risks for outputs that benefit directly DGEC, MDAEP or MEF are very limited; these included institutional strengthening through HR capacity building, the provision of new tools and mechanisms to monitor CC mainstreaming into the budget at planning level. It is unlikely that these will not be used. The training sessions contributed to the capacity building of the executives of ministries and municipalities with a view to improving environmental governance in priority sectors.

The organisational risks remain high for FNEC with still insufficient fund-raising capacity. Should all eight sectoral ministries and several municipal umbrella organisations request FNEC support for a couple of project proposals, FNEC is by no means in a position to respond adequately. This is a potential bottleneck, for example, GCF has a marked preference for requests of proposals mainly from NDAs. These kinds of issues would divert sectoral ministries from FNEC towards other accredited entities (e.g., UNDP, UNEP).

The institutional risks for NAP monitoring mechanisms are also high as these structures are new and/or periodically reactivated after being dormant for some time. This role is to be filled by CNCC but it remains to be seen whether (i) it will be allocated relevant resources to fulfil its mission and (ii) it will be acknowledged by sectoral ministries as the overarching monitoring authority for NAPs. DGEC and MDCAG will have a leading role in this.

At the sectoral level, the drafting of NAPs is only a first necessary step on CCA: it remains to be seen whether ministries will be proactive enough to start mobilising HR and engage time and resources in turning CCA options into full-scale project proposals – possibly in close collaboration with FNEC – to be presented to GCF and other donors for funding.

#### Economic and financial risks to sustainability

The economic and financial risks are minimal for such a project focussing on institutional strengthening.

Several outputs will require funding for actual institutionalisation: this is the case for CCA integration guides into municipal planning documents and it will be very much dependent on the mayor’s awareness to free up additional financial resources.

#### Environmental risks to sustainability

There are no obvious environmental risks to the project.

#### Socio-political risks to sustainability

Most project outputs would remain unaffected by changes of Government at the ministerial level. This would be the case even if there are Government shifts in terms of priorities as long as the mechanisms in place for NAP and other monitoring/modelling tools are maintained. This may be the weakest point in terms of sustainability if the new NAP monitoring mechanisms (CT-PNA, CNCC) are not cast in stone and could be disbanded by simple decree or become extinct by lack of funding.

It is worth mentioning that tying activities to a specific Government programme can be a double-edged sword resulting in cancellation in case of Government change; this may have been the case for activities specifically linked to the last PAG, becoming obsolete after the 2021 presidential elections.

The socio-political risks are high for the project at the municipal level. Interviews showed that the mayor’s attention is required for outputs empowerment but leadership changes often result in strategy changes together with the elaboration of new development priorities.

Mainstreaming CCA into the 4th generation of PDCs and subsequent PAIs will require additional funding, at least consulting time, and it is unlikely that Planning staff would be able or have the resources to mainstream CCA by itself. Interviews indicated that this is possible with a proactive Planning Unit Chief and/or an informed mayor. Sources from umbrella organisations showed that project ideas coming to them can be traced back near exclusively to these stakeholders.

Finally, by sensitising parliamentarians, the project also increased awareness of key decision-makers, lowering the risks from disassociating CCA and economic development through Government action.

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| --- | --- |
| Assessment of Outcomes | Rating |
| ***Financial resources*** | ML |
| ***Socio-political*** | L |
| ***Institutional framework and governance*** | L |
| ***Environmental*** | L |
| ***Overall Likelihood of Sustainability*** | L |

Table 12: Sustainability Rating Scale

### GCF Additionality

Key to GCF’s funding mechanism is the need to avoid duplication and overlapping with Government responsibilities.

The project proposal does not provide any information on GCF value addition within its Readiness Programme.

It is therefore assumed that this project provides extra support to the Government in capacity building and institutional strengthening, in areas where it has insufficient expertise in areas that are not covered by other donors.

With the PAS PNA, this was not entirely true with very similar activities. However, the GIZ-funded project was by no means sufficiently funded to cover Benin ‘s requirement to ready itself for CCA; in fact, the 2 projects had agreed on sharing the financial burden to ready Benin for CCA from day one in the project formulation process.

DIM was a requirement for project implementation. Interviews have shown it to add little value to NIM. The logic behind that assertion was that the project team under DGEC would have been in charge of all payments with *a posteriori* control by UNDP. It is, however, difficult to assess whether the NIM modality would have sped up significantly implementation, possibly but only in case, the Government would have been less restrictive than UNDP with the reopening of its institutions.

### Potential impact

In this particular project, the potential impact is very difficult to appraise: by the end of the project in June 2021, many outputs had not been finalised and further UNDP TRAC and Government cofinancing followed up for several months to finalise activities.

With the NAPs endorsed, it is now up to ministries to implement CCA options, the mobilisation of funding should become the priority within priority ministries.

***Impact RATING:*** *Significant (S)*

#### Economic Impact

The potential economic impact is very high for FNEC with the prospects of new projects’ approvals. Nice project start-up, 6 project proposals have been examined and are currently at concept note stage (three for the Adaptation Fund and three for the GCF). There has been no full-scale project approval yet.

The GCD project proposal on the Togo-Benin border whose formulation was financed by the project remained on the drawing board.

As for tools on CCA budgeting, their impact may also be very significant through evidencing to the Government the true scale of CC finance in the State budget.

***Economic impact RATING:*** *Significant (S)*

#### Institutional Impact:

Overall, the project has not fundamentally affected institutional beneficiaries with sectoral ministries (energy, forestry, infrastructures and urban development) more or less already aware of CC and the need to mainstream CCA.

The MTCA was completely caught off-guard with the project, raising tremendously awareness on the vulnerability of its sector, as were the parliamentarians.

The situation was similar on municipal beneficiaries with resulting inter-municipality dialogue on CCA project ideas and resulting involvement requests of sectoral ministries and municipality umbrella organisations.

The newly established structures (e.g., CNCC) and pieces of legislation (e.g., Climate Change Law regulatory decree) may also have a significant impact on how DGEC will lead CCA.

Interviews have shown as well that many stakeholders have a now much better understanding of, if not acquired skills on climate change adaptation: these include deputies and officials of ministries and municipalities with a view on how integrating adaptation to climate change into the state budget, PTAs and PDCs (4th generation).

There is now enhanced capability to use the results of vulnerability studies in research work and university laboratories and at the sectoral level, in the preparation of development programs.

Through some activities, on-site consultations were made and these contributed to a certain degree in raising communities’ awareness on the importance of climate change and the need to take concrete measures aimed at adaptation and resilience.

Extensive support was provided to FNEC with several studies and training sessions. Interviews have shown FNEC to be working currently on 6 conceptual notes by project’s end but no approved project proposal yet.

Interviews have shown that some ministries are now taking into account CCA for the formulation of their programmes; incidentally, interviews showed that the Ministry of Energy is already integrating CCA measures in the formulation of future programmes (Ex1: PAMEM with specific references to the need to divulge standardised improved biomass stoves – Ministry of Energy, Ex2: Forestry Directorate adapting timber harvesting volumes as a CCA measure, Ex3: PAPAAM has integrated components on water control and agroforestry, Ex4: MTCA is considering a proogramme covering NAP options[[36]](#footnote-36)).

Finally, the interest generated by the project has resulted in internal discussions or at least considerations whether individual agencies within a sector should also design their own sub-sectoral NAPs. Whether the intention is genuine, feasible or not, it is sure that project has generated a lot of internal discussions within institutions including peripherical specialised agencies.

***Institutional impact RATING:*** *Significant (S)*

#### Environmental Impact:

The potential impact of the project is likely to be very significant with the adoption of NAP.

***Environmental impact RATING:*** *Significant (S)*

#### Impact on Gender:

For most activities, the project did not focus specifically on gender. The thematic was mainstreamed as for other projects in all outputs including targeting, whenever relevant, women for training and workshops. This may be because (i) gender was not well highlighted in the studies’ TORs and (ii) the gender study was not well divulged amongst consultants and laboratories neither.

As for vulnerability assessments and NAPs, the potential impact may be very significant as NAP options took into consideration women and the most vulnerable people.

***Impact RATING for gender:*** *Significant (S)*

#### COVID19 Impact:

As for any project on the planet, the pandemic has greatly disturbed development aid with extensive implementation delays and altogether shutdowns… to address the pandemic.

The situation was no different in this project with a complete shutdown for nearly 6 months and a restart from July/August 2020 onwards. Although the project had already secured an extension to 2021, most activities remained on a slow mode until the end of 2020 when it became obvious that time was running out, resulting in an acceleration of implementation and cancellation of late activities that would not have been initiated by project’s end.

As for adaptive management, implementation switched with the turning of activity sequencing to a parallel mode.

Remote communication means were used for product validations but not for workshops and training as too cumbersome.

Overall, the interviews showed that the pandemic had a very serious impact on project activities resulting in implementation difficulties to keep track of timeframes and affecting quality with insufficiently consulted stakeholders in the case of project products.

# Main findings, Conclusion, Recommendations, Lessons Learned

## Main findings

*Relevance and design*: the project has been in line with the Government, tapping directly from Benin’s NDC’s and LECDRS strategies and UNDP’s CDP on policy dialogue and institutional strengthening to implement CCA. The project was aligned with GCF’s priority areas on supporting the institutional strengthening of NDAs and preparing NAPs.

It addressed the following problems:

* Insufficient institutional capacity to understand the effects of CC on Benin’s most vulnerable sectors, and estimate its cost
* Absence of any comprehensive mechanism to track and monitor CC investments
* The lack of capacity of the national funds (FNEC) to finance CCA, in particular, its ability to raise funds from external donors and access private sector funding opportunities

The main characteristic of the project formulation stage was the GCF request to halve the budget (from 2.9M$ to 1.4M$), resulting in a new conceptual note. The change did not affect the essence of the project; it did simplify but not delete a lot of the initial results with a focus on (i) CCA planning and assessments with vulnerability studies and NAPs, (ii) mainstreaming CCA into budget processes with the design of new tools and (iii) ensuring climate finance access by strengthening the national funds (FNEC).

*Effectiveness and results*: several projects’ results were not completed before closure; some were cancelled altogether. However, with additional TRAC funding, most if not all outputs were finalised by the end of the TE process. Outcome 1 on vulnerability assessments and NAPs and outcome 2 on CCA mainstreaming into budgeting processes have most contributed to the project’s objective. Outcome 3 has contributed to building the capacity of FNEC but this support has yet to materialise into enhanced capability to capture CCA donor funding.

For outcome 1 on “assessing economic and climate impacts and adaptation options”, there is an overall excellent contribution of outputs to the project objectives:

1. Vulnerability assessments were completed using the Climate Analytics approach used by IPCC
2. NAPs drafting was nearly finalised by project end and additional support is currently being provisioned for their completion

Under outcome 2 on CCA mainstreaming into budgeting processes, there is also an adequate contribution of outputs to the objective:

1. The budget tracking coding system is being finalised with additional financial support; validation has yet to be carried out
2. The CC website redesign is completed, up and running; the current data feeding system, however, is relying on an MCVDD technical computer unit, possibly with no knowledge on CC and on a non-DGEC-dependant mechanism to get from individual Environmental Units within sectoral ministries, the relevant CC data. It remains to be seen how operational this scheme will be.
3. The 2003 CNCC was reactivated by mid-2021 (just before project closure) with new ToRs and members as it will monitor NAP implementation; there are indications that DGEC will fund its operations; a couple of meetings already took place.
4. Guidelines were produced on how to mainstream CCA into planning processes at the municipal level with excellent trainee’s feedback; interviews have shown that the guidelines constitute a quantum leap forward in terms of CC awareness at municipal level.
5. Key-decision makers (higher-level ministerial staff and parliamentarians) were sensitised on CCA mainstreaming into planning processes and budgeting.

For outcome 3 on strengthening FNEC for public and private CCA funding, the contribution may vary:

1. The study on new fiscal instrument was completed but there seems to be a wide consensus by decision-makers (parliamentarians) in using non-fiscal measures for CCA funding.
2. The private sector mapping study was also completed but so far, FNEC has yet to find a gateway to engage with the private sector (some project activities on this were cancelled) and analyse its full potential for CCA financing.
3. A preliminary regulatory decree on the Climate Change Law was drafted and is currently being reviewed by legal authorities; its application would strengthen substantially both DGEC and CNCC in monitoring NAP compliance by sectoral ministries.
4. Capacity building was provided to FNEC on an ad-hoc basis (project team) and through training on climate finance; the GCF project proposal on the Togo-Benin border was never completed (due to too late recruitment of international quality assurance). At this time, there are indications that up to six conceptual notes (3 AF and 3 GCF) are being drafted by FNEC with DGEC’s support; there is not yet any donor approved project proposal.

*Efficiency and finance*: most of the project results were not completed by the project’s closure, despite a positive balance (9% of the budget) and a 10 months extension. Additional UNDP and Government funding was necessary to complete the project until this day.

The project was characterised by:

1. A very effective implementation approach with several adaptive management measures that allowed to cover lost grounds because of delayed project signature and COVID, but not quite as mentioned above,
2. A participatory approach that ensured adhesion and final outputs ownership by relevant stakeholders – resulting in strong country ownership - and,
3. A preference for national academic expertise in product’s delivery (under outputs) to avoid complex international contracting, ensure (supposedly) better value for money and ensure local expertise development and retaining it at the national level (within academic circles).

All this, combined with COVID, resulted in often unsatisfactory product quality drafting, unusually long international quality assurance, iterative beneficiary stakeholders’ reviews through a participatory approach until adequate quality is attained.

*Sustainability and ownership:*

The sustainability of most project results is likely: institutional beneficiaries were extensively associated with output delivery through product validation working groups.

The institutional and organisational risks are low for the main beneficiaries (DGEC/ MCVDD, MEF, MDAEP) that will very likely institutionalise the project’s outputs. These may be possibly high for FNEC as its institutional capacity for fundraising remains insufficient, especially now, at a time when over 8 sectors have (nearly) ready to be implemented NAPs. It remains to be seen whether associated sectoral ministries will take the lead in realigning their policies and strategies on NAPs, formulate interventions based on NAP and whether FNEC will be proactive enough to respond to sectoral requests for funding.

Socio-political risks are *a priori* low for all outputs that benefit directly ministries and municipalities. This may be not the case for new structures and mechanisms not cast in stone (e.g., decree-established structures that can be also annulled by decree – CNCC -) and at the municipal level with mayors that were not associated in training sessions on CCA mainstreaming in planning documents.

*Contribution to impact*:

The most important contribution of the project is the strategic turnabout operated by the institutions, moving from a strategic approach based on projects that responds to short, medium-term issues (e.g. PANA projects), to a strategic vision leading Government through programmatic actions based on long-term impact assessments (and NAP options).

The economic and environmental impact is potentially high given advances made by FNEC (6 concept notes under review), should they be financed.

The institutional impact of the project was most relevant on MTCA that had not yet mainstreamed any measure on CC. As for forestry, infrastructures and energy, these had already integrated CC in their day-to-day activities but interviews showed that the project allowed through NAPs to inscribe formally into the institutions a framework for CCA, that should facilitate its mainstreaming.

*Gender Equality*:

A gender analysis was conducted but interviews showed that it may not have been widely distributed. Neither were clear gender considerations included in the studies’ TORs.

Nonetheless, female considerations were taken into account in many activities including assessing NAP options, on-site interviews for vulnerability assessments and the community resilience project proposal on the Togo-Benin border. It is probable that the level of attention to gender in products depended on how the contractor viewed gender mainstreaming into its activities.

*Other cross-cutting issues*:

Indirectly though NAP options, the project did target poverty reduction and sustainable livelihoods.

## Conclusions

*On results:*

The project’s objective was to facilitate the integration of climate change adaptation into development budgeting and planning processes and to increase access to local and external funding.

In collaboration with PAS PNA funded by GIZ, the country has acquired a range of tools to assess the country’s vulnerability to climate change and steer CC mainstreaming into sectoral policy documents. The project is behind the formulation of 4 sectoral NAPs complementing 4 other NAPs formulated through GIZ funding and both have supported the formulation of the national NAP although it was somehow delayed as GIZ took time to recruit its own consultant.

MEF and MDAEP are now equipped with tools to track down CC-related expenses and models to assess the impact of CC on economic development options.

Guidance was produced to facilitate the municipality’s CCA mainstreaming into planning documents although it remains to be seen how this will be financed. There are already discussions between municipal umbrella organisations and clusters of municipalities on how to finance CCA projects - - still at the conceptual stage -. However, there is still a lack of understanding by municipalities on the steps to prepare a project proposal, in particular the need for a conceptual note which is why, often, municipalities prepare a draft proposal and contact their line ministry or MDAEP, bypassing or ignoring proposal size or FNEC.

*On implementation:*

The participatory nature of this project has resulted in the positive acceptance of the project’s results by sectoral stakeholders and municipalities and generated much anticipation on how to turn NAP’s CCA options into future interventions. However, it may have generated delays, accentuated by COVID.

The choice for contracting laboratories and not consulting firms was sound for creating and retaining in-country expertise but the specificities of several products that had to follow up international standards may have resulted in quality issues, soon evidenced at the validation workshop and further delayed delivery. One might question laboratories’ choice in selectin HR experience and experts (scientific, multi-skilled profiles) leading to theoretical studies with insufficient insight on field level issues that public sector professionals know all too well.

Senior sectorial expertise was not to be found within laboratory teams but as key resource-persons, a somewhat missed opportunity to take advantage of their knowledge and experience for output delivery.

A great number of institutions were invited for training sessions and workshops. This was very positive in sensitizing entire sectors on CCA. However, little attention was paid to establishing linkages/creating ties afterwards between sectoral organisations and agencies, and their respective line ministries on how to proceed further with CCA mainstreaming (coordinating policies and future interventions, harmonizing monitoring procedures, agreeing on new regulations and standards…).

International quality assurance value addition was minimal and lengthy, resulting in delaying deliverables.

FNEC strengthening appears to be insufficient by the project’s end, with 6 conceptual notes at the drafting stage and no approved project yet, despite HR support provided by DGEC. A radical organisational change in how FNEC conducts fundraising could be considered, moving its centre of gravity from fiscal contributions collection to external fund-raising capability.

The project has reactivated dormant structures (e.g., CNCC, climate change website). There were few indications during interviews that radical measures (e.g., change of status, new operational modalities…) had been taken to avoid falling into the same traps again.

There seems to be limited value of DIM compared to NIM for the types of project activities (contracting academia, organising workshops and training sessions) but increasing workload of UNDP’s Finance Unit and depriving Government control for the formulation of critical CCA plans and tools.

As a conclusion, Benin is now tooled with sectoral NAPs and a national NAP; all CC vulnerable priority development sectors have been covered. Tools are available to (i) assess the effects of CC on economic development options, (ii) support CCA mainstreaming into development plans and monitoring it.

Efforts have been made to strengthen FNEC’s capability in capturing external funding, with some positive steps with the identification of a series of interventions but so far, none has been formally approved by any donor.

A summary of the evaluation ratings is provided in Table 13**.**

|  |  |  |  |
| --- | --- | --- | --- |
| **Evaluation Ratings** | | | |
| **1. Monitoring and Evaluation** | **rating** | **2. IA& EA Execution** | **rating** |
| M&E design at entry | HS | Quality of UNDP Implementation/Oversight | S |
| M&E Plan Implementation | S | Quality of Execution - Executing Agency | MHS |
| Overall quality of M&E | S | Overall quality of Implementation / Execution | S |
| **3. Assessment of Outcomes** | **rating** | **4. Sustainability** | **rating** |
| Relevance | HS | Financial | ML |
| Effectiveness | S | Socio-economic | L |
| Efficiency | HS | Institutional framework and governance | L |
| Overall Project Outcome Rating | MS | Environmental | L |
|  |  | Overall likelihood of sustainability: | L |
|  | | |  |

Table 13: Evaluation ratings

## Recommendations

* *Training and awareness-raising*:
  + Future municipal support should target primarily municipal umbrella organisations as FNEC intermediaries instead of blanketing municipalities with training sessions
  + Future training areas should at least revisit the steps for project proposal preparation as this is not very clear at municipal level and target preferably umbrella organisations so that they acquire real expertise in project preparation (prior to FNEC review)
  + Future training aiming municipal staff must reduce the risks due to staff turnover by promoting the training of several people from different sectors (within the municipality, e.g., Planning, Economic, Home Affairs, General Secretary and awareness-raising of mayors); in that context, refresh courses are a necessity to balance HR drain through staff rotation and capitalise on achievements; interviews showed that knowledge capitalisation within public service remains the main bottleneck for impact
  + Future training aiming climate change integration into budget may be organized in many sessions including more homogenous groups related to the background of participants.
  + Training session were severely disrupted by COVID with reduced number of trainees per session and limited or no on-site visits; hence trainers alternated knowledge delivery with case studies; however, interviews showed that there was a need for field level practicing and interacting with beneficiaries of CCA measures, a special point of attention that should not be neglected in future training sessions, COVID-permitting…
  + After sensitization of institutional actors, it is necessary to shift up a gear and sensitize private sector stakeholders of the sectors (Ex1 for infrastructures: BTP, Ex2 for energy: private sector energy producers/suppliers and construction, Ex3 for forestry: timber sector stakeholders like nurseries, forest communities, sawmills, timber retailers and traders, exporters… Ex4 for municipalities: sensitise municipal agents implementing activities). This is to facilitate linking up line ministries with sectoral private sector representatives. In that configuration, it is assumed that sectoral public institutions would by themselves increase sensitisations of their own staff: the project only covered 1-2 staff per department, General Directorate or even sectoral agency.
* *Line ministries* and NAP follow-up:
  + it is necessary to establish and operationalise M&E - monitoring groups lead by a focal point (e.g., DPP, Environmental Unit?) within line ministries to follow-up their sectoral NAP, in close collaboration with CNCC. These groups should be established taking into account both ministerial units and other sectoral agencies that were associated with the sectoral validation groups and with sectoral trainees. The next logical step after NAPs is to turn these CCA options into reality with the formulation of sectoral interventions based on NAP options[[37]](#footnote-37) while this might be the role of ministries’ DPP, this would require eventually extensive FNEC support (possibly switching the lead to FNEC at some point for conceptual note preparation) and possibly some feedback from these monitoring groups.

Finally, these groups/focal points are a necessity as well because NAP options can evolve over time and the line ministry must be prepared for updating (ex. in the forestry sector, a rapid succession of climatic extremes can require NAP modifications).

* + Line ministries and municipalities should identify and formally appoint specialised staff that are responsible for the use, update and upgrade of new project tools on CCA budgeting, planning and monitoring; interviews have shown that tools have their place in relevant directorates and units but often, they is no specifically appointed staff that is in charge of the tool.
* *FNEC*:
  + Identification of CCA project ideas: there is still some confusion as to whom municipalities have to turn to for project idea development; they have been contacting umbrella organisations or failing that gone directly to line ministries or even MAEP; clarifications should be made between line ministries and FNEC as to which institution would take the lead in clustering CCA project ideas from municipalities before turning them into conceptual notes – possibly beforehand, rounded up by municipal umbrella organisations -.
  + There is still insufficient understanding of the potential contribution to CCA of the private sector; better understanding is necessary through additional studies and workshops involving private sector representatives on private sector survey
  + FNEC efficiency: there has been extensive organisational analysis of FNEC with the need to enhance its capacity and modernise its operational structure; the project has provided support in that sense with some positive results as FNEC is currently working on 6 conceptual notes but still no approved CCA project; given the newly-adopted NAPs, it should now move into higher gear: its Financial Resources Mobilization Department should be beefed up with additional HR and supplementary contract conditions allowed for results-based bonuses; with a view to (i) improving the quality of conceptual notes and full proposals quality, and (ii) increasing the number of cases processed (work rate)
* *MCVDD*:
  + DGEC has to ensure the operationalization of CNCC and, in particular, the Adaptation commission (which covers the national NAP) with a regular budget lien for meetings, possibly some site visits (e.g., selected CCA projects from the national NAP)
  + Website functionality: DSI is competent to run the website but has little if any expertise in managing contents; it would be preferable that it is associated with the MCVDD Communication Department for its capacity to analyse CC contents and ensure the acquisition of information from line ministries Environment Units, feeding in the website (because of its content analysis capacity)
  + There has been little progress as to how FNEC could tap the financial potential of the private sector; turning around this issue, one could consider the accreditation of a specialised structure (bank) able to tap into private sector resources; DGEC should commission a study on the feasibility of accrediting a non-public entity that could link up private sector finance with external donors
  + DGEC should take the lead in dialoguing with line ministries on strategies/methods to involve the private sector – with an emphasis on the youth – as funding partners for large-scale entities and/or as implementers for more efficient delivery
  + Remaining funds (1.6M$): DGEC presented a proposal to UNDP but it is now agreed that future proposals should be channelled through FNEC.

Additional suggestions include the following: (i) Increase FNEC capability to capture CCA project ideas and prepare proposals project (more HR, improved communication channels with external partners [ministries, umbrella organizations, municipalities]), (ii) accelerate awareness-raising aimed at the population / popularize NAPs (iii) consider the feasibility of creating an accredited entity (e.g. bank) targeting joint external donors and private sector resources for large investments (e.g. infrastructure), (iv) cofinance a CCA demonstration project with the private sector, (v) support line ministries putting in place mechanisms/structures to ensure proper data collection and processing by sector or support financially INSAE as a strategy to build up time series for CC sectoral modelling

* *UNDP*:
  + The mobilisation of the 1.6M$ remaining project fund has proved problematic with the Government’s difficulty to engage directly with GCF (e.g. through FNEC). It seems necessary for UNDP to support the Government (through lobby and/or funding) to present a phase II proposal for the use of the remaining fund

## Lessons learned

From both the design and actual implementation of the project, several lessons learned can be drawn and should be considered for future interventions:

On training and workshops:

* TORs for training sessions should include provisions for ex-post support of trainees with monitoring, information exchange platforms (Facebook group, WhatsApp, etc.) as a strategy to link trainees together and foster discussion and swap information and experience.

On studies and deliverables:

* With very limited CCA capabilities, the project has substantially strengthened Benin’s position for the anticipated climate change transition
* Even though eventually the project managed to produce reasonably good quality vulnerability assessments and NAPs, but only thanks to motivated sectoral working groups, the contribution of academic institutions remains very theoretical; this may be partly due to the academic nature of the laboratories but also COVID that limited field data collection; It may be wiser to (i) combine national consultants with extensive ground-truthing experience and international consultants who can provide IPCC reference standards for ensuring quality products (e.g., upgraded NAPs) (ii) select for vulnerability assessments drafting preferably a team of sectoral specialists (covering different aspects of the sector) instead of generalists (able to cover different sectors but not necessarily in tune with the details and technical aspects of the sector)
* Subcontracting project formulation to an external entity (laboratory) is counterproductive because FNEC becomes a beneficiary and is no longer in charge of the process (contractual, technical); this setup cancels any ownership; it is preferable to embed any contracted team of experts into FNEC so that consultants and FNEC technical specialists blend, allowing for better ownership and empowerment on concept notes and project formulation under the direct supervision of FNEC (such as PAS PNA has done)
* The collaboration between Governmental institutions, academic circles and a donor is a winning combination to capitalise on knowledge: creating expertise, keeping it local (at national level) and allowing it to evolve and enhance itself through academic research and teaching.
* The value of municipalities has been underestimated

On design:

* It is counterproductive to formulate such short projects: any operationalisation of UNDP-led intervention requires at least a three to six months inception period with barely any activity (internal country office HR reorganisation to accommodate the project, financial procedures for project first instalments, HR recruitment procedures, project team settling in relevant technical institution, purchase of vehicles…). The shorter the project cycle, the more challenging the implementation will be.
* It is important for the donor to be clear on allocations and guidelines but also have flexible guidelines: (i) the design was affected by GCF’s decision to halve the budget at the formulation stage; this changed radically the level of involvement that could be expected from the Readiness Programme – at least for a first phase –, and there was no clear understanding by Government’s beneficiaries as to how the 1.6M$ balance would be utilised following up project’s closure; to this day, the balance has yet to be allocated (ii) ProDoc are by definition a simplification of reality and actual implementation always requires adjustments as actual conditions change over time and may not be valid anymore; too stringent rules on budget lines and requests for extension result in project team unnecessarily diverting resources on justifying any modification within planned activities and budget lines; ultimately, it is a disservice to the donor and the beneficiary country to close a project with unfinished activities in their last stages before completion. It would be preferable to allow for flexibility so that project team can focus on delivery.

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**Annexe 1: Terms of Reference**

**évaluation FINALE du projet** **« Plan National d’Adaptation au Bénin – *PNA* »**

**Termes de référence**

1. **INTRODUCTION**

Les présents Termes de Référence visent à préciser le mandat pour l’évaluation finale du projet intitulé « *Plan National d’Adaptation au Bénin* », également appelé PNA (n° PIMS 4979), mis en œuvre par la Direction Générale de l’Environnement et du Climat (DGEC) du Ministère du Cadre de Vie et du Développement Durable (MCVDD).

La mise en œuvre de ce projet par l’équipe de gestion du projet s’est étendue sur (21) mois (Octobre 2019 à Juin 2021). Le projet a été lancé le 02 juillet 2019 et se trouve dans sa dernière année de mise en œuvre. Le présent processus d’évaluation est entamé avant la présentation du dernier Rapport de mise en œuvre de projet. Le présent mandat énonce les éléments à prendre en compte dans le cadre de l’évaluation finale du projet PNA- conformément aux Directives pour la conduite d’évaluation finale des projets appuyés par le PNUD et financés par le GCF.

1. **HISTORIQUE ET CONTEXTE**

Le Bénin est reconnu comme l'un des pays les plus vulnérables au monde aux effets néfastes du changement climatique (155 sur 181 pays) en 2018. Les scénarios climatiques prévoient une augmentation des températures de 2,6 °C à 3,27°C d’ici 2100, et les changements de la pluviométrie en intensité aggraveront les sécheresses et les inondations dans le pays.

Le pays a fourni d’efforts louables dans sa lutte contre les impacts des changements climatiques sur son développement à travers l’adoption de politiques et de la mise en œuvre de projets. Il a adopté une série de documents stratégiques, tels que, le Programme d’Action National d’Adaptation de 2008, la Contribution Déterminée au niveau National en 2015, et la Stratégie pour un développement à faible Emission et résilient aux changements climatiques et qui souligne la vision du Bénin pour une économie durable et le développement Social. Cependant, cette sensibilisation ne se reflète pas dans les actions prioritaires du PAG, démontrant ainsi le maque d’une complète intégration des changements climatiques dans les plans de développement.

Plusieurs barrières ont aussi été identifiées dans le premier rapport d’évaluation de 2016 et les consultations des parties prenantes ayant suivi. L’insuffisance ou le manque de qualité des analyses économiques et des évaluations approfondies des risques et de la vulnérabilité dans les secteurs socio-économique clés du Programme d’Action du Gouvernement, les limites des mécanismes de coordination contre les effets du changement climatique qui facilitent l’intégration et le suivi de l’ ACC, le manque d’harmonisation du système S&E des changements climatiques, avec le Système statistique National ; et la faible capacité du Fonds National pour l’Environnement et le Climat (FNEC).

Dans le cadre de la mise en œuvre de la Décision 5/CP.17 de la Conférence des Parties à la Convention Cadre des Nations Unies sur les Changements Climatiques (CCNUCC) lors de sa 17ème session tenue en novembre 2011 à Durban en Afrique du Sud, le Bénin en tant que parties Pays les Moins Avancés (PMA) a bénéficié d’un financement du Fonds Vert pour le Climat (FVC) conformément à la décision GCF/B.13/05 du 17 juin 2016 pour élaborer son Plan National d’adaptation.

Le Projet PNA vise donc à offrir les informations économiques et climatiques requises pour une bonne mise en œuvre du PAG ; soutenir le développement et l’utilisation des mécanismes et outils de facilitations à l’intégration de l’adaptation aux changements climatiques dans les prévisions budgétaires ; et enfin soutenir les efforts du Gouvernement en vue d’accroître la mobilisation de fonds locaux, privés et extérieurs pour la mise en œuvre de l’action climat et du PAG. Les estimations de résultats sont complémentaires à d’autres initiatives liées au PNA. De plus, les conditions de chaque initiative fourniront au Bénin des informations, des capacités, des mécanismes, et des outils en vue de soutenir des plans d’adaptation à court et à long terme.

Par ailleurs, à l’instar de la plupart des pays, le Bénin est affecté par la pandémie de la COVID19 ayant entrainé une dégradation de sa situation socioéconomique.

Cette crise sanitaire a également impacté le projet en occasionnant un retard dans la mise en œuvre de certaines activités dû aux mesures restrictives de confinement. Cette situation s’était traduite en 2020 notamment par la cessation des activités dans le cadre de Processus de conduite des études thématiques et de l’organisation des ateliers de formations.

* 1. **Informations générales sur le projet** 
     1. **Brève présentation du projet**

Le projet a pour objectif de faciliter l’intégration de l’adaptation aux changements climatiques dans les processus budgétaires et de planification et accroître l’accès au financement local et extérieur. Les estimations de résultats sont complémentaires à d’autres initiatives liées au PNA. De plus, les conditions de chaque initiative fourniront au Bénin des informations, des capacités, des mécanismes, et des outils en vue de soutenir des plans d’adaptation à court et à long terme.

**Le premier résultat** « Les impacts économiques des changements climatiques sont évalués et les options d’adaptation priorisées en vue d’une budgétisation et d’une planification efficaces » offrira les informations économiques et climatiques requises pour une bonne mise en œuvre du PAG ;

**Le second résultat** “L’intégration de l’adaptation aux changements climatiques dans les processus budgétaires est facilitée” soutiendra le développement et l’utilisation des mécanismes et outils et facilitera l’intégration du ACC dans les prévisions budgétaires.

**Le troisième et dernier résultat** « Le Fonds National pour l’Environnement et le Climat (FNEC) est renforcé afin d’attirer du financement public et privé pour une planification efficace de l'adaptation » soutiendra les efforts du gouvernement en vue d’accroître la mobilisation de fonds locaux, privés et extérieurs pour la mise en œuvre du PAG et le financement de l’adaptation.

Le projet s’appuie sur d’autres initiatives en cours qui contribuent au processus des Plans nationaux d’adaptation.

Les parties prenantes du projet sont : le Ministère du Cadre de Vie et du Développement Durable (MCVDD), le Ministère du Plan et du Développement (MPD), le Ministère de l’Economie et des Finances (MEF), la Commission de Modélisation Economique des Impacts et l’Intégration du Changement Climatique dans le Budget général de l’Etat (CMEICB), le Fonds National pour l’Environnement et le Climat (FNEC), les départements et les communes, les organisations de la société civile et le secteur privé.

En visant l’intégration de l’ACC dans les processus budgétaires à long-terme et en renforçant les capacités des institutions et du Fonds National pour l’Environnement et le Climat (FNEC), le présent projet est progressif et durable. Les parties prenantes étant impliquées par la présence de leurs représentants des populations vulnérables, y compris les fermes et les populations indigènes, il est conçu pour être un projet inclusif et participatif. Avec les avantages communs et la coordination avec les projets de préparation en cours dans le pays soutenus par le GCF, le BMUB et la GIZ.

* + 1. **But et objectifs du projet**

L’objectif général du projet est d’intégrer l’adaptation aux changements climatiques dans les budgets et les processus de planification et d’améliorer l’accès aux financements intérieur et extérieur pour l’adaptation aux changements climatiques. De façon spécifique, le Projet PNA vise donc : (i) à offrir les informations économiques et climatiques requises pour une bonne mise en œuvre du PAG ; (ii) soutenir le développement et l’utilisation des mécanismes et outils de facilitations à l’intégration de l’adaptation aux changements climatiques dans les prévisions budgétaires ; (iii) et enfin soutenir les efforts du Gouvernement en vue d’accroître la mobilisation de fonds locaux, privés et extérieurs pour la mise en œuvre de l’action climat et du PAG. Les résultats sont complémentaires à d’autres initiatives passées et en cours et concourent à la formulation du Plan National d’Adaptation (PNA) du Bénin. De plus, les conditions de chaque initiative fourniront au Bénin des informations, des capacités, des mécanismes, et des outils en vue de soutenir des plans d’adaptation à court et à long terme.

* + 1. **Arrimage du projet avec les ODD, l’UNSDCF et le CPD-2019-2023**

Le projet PNA contribue à la réalisation des ODD, de l’UNSDCF et du CPD comme indiqué ci-après :

|  |  |
| --- | --- |
| ODD | 1(Pas de pauvreté) 3(Bonne santé et bien-être), 4(Education de qualité), 5(Egalité entre les sexes) ,7(Energie propre et d’un coût abordable) et 13(Mesures relatives à la lutte contre les changements climatiques). |
| UNSDCF | ***Effet 1*** : D’ici à 2023, les populations béninoises, en particulier les plus vulnérables, sont plus résilientes et ont une meilleure qualité de vie par l'accès à un emploi décent, à la sécurité alimentaire et nutritionnelle, à une énergie propre, et par la gestion durable des ressources naturelles, des effets néfastes des changements climatiques, des crises et des catastrophes |
| CP | ***Produit 1.4***. Les institutions locales et nationales ont davantage les capacités techniques et financières nécessaires pour coordonner efficacement l’action environnementale, la protection de l’écosystème et la gestion des risques de catastrophe |

* + 1. **Zones d’intervention, délais d’exécution, raison d’être du projet**

Le projet PNA de par sa nature, couvre toutes les localités du Bénin.

En effet, initialement d’une durée de mise en œuvre de 18 mois, et prévu pour démarrer le 13 mai 2019, après l'approbation du FVC le 13 février 2019 et la signature du ProDOC le 23 avril 2019 par le Gouvernement et le PNUD ; le projet n'a connu son atelier de lancement que du 02 au 05 juillet 2019 et l'installation de l'Equipe de Gestion le 01er Octobre 2019.

* + 1. **Principales réalisations visées**

Les principales réalisations visées sont : (i) l’Evaluations des impacts économiques des changements climatiques et la priorisation des options d'adaptation pour une budgétisation et une planification efficace dans quatre (04) secteurs (aménagement urbain et les infrastructures, énergie, foresterie et Tourisme) aux fins de contribuer à l’élaboration du document PNA du Bénin; (ii) le renforcement de l’intégration des mesures d'Adaptation aux Changements Climatiques (ACC) dans les processus budgétaires et de planification à travers la mise à disposition de divers outils *(Guide d’évaluation de la vulnérabilité sectorielle, les Modèles d’analyse économiques, lignes directrices et guides d’intégration d’ACC, etc..*) d’intégration de l’Adaptation aux changements climatiques (ACC), (iii) le développement d’un package de renforcements des capacités des acteurs institutionnels et des communautés sur l’utilisation de ces différents outils et l'intégration de l'ACC *(Assemblée Nationale, Conseil Economique et Social, CMEICIB, CNCC, Communes, Ministères en charge de l'économie et des finances, du Plan, de la décentralisation, des OSC, des journalistes, des ONG; etc) ;* (iv) le renforcement du Fonds national pour l’environnement et le climat (FNEC) à travers l'identification et le plaidoyer de l’application légale des mécanismes de financement locaux novateurs et; l’établissement d’un cadre de partenariat avec le secteur privé afin d’attirer des fonds publics et privés pour une planification efficace de l’adaptation.

* + 1. **Budget total et Co-financement prévu.**

|  |  |  |  |
| --- | --- | --- | --- |
| **Financement par bailleur (s)** | **Bailleur (s)** | **En Dollars USD** | **En FCFA** |
| FVC    BN | USD 1, 422,040.00,  USD 50 000 | 711 020 000 FCFA  25 000 000 FCFA |

* + 1. **Brève description des dispositifs institutionnels et tout autre accord conclu avec les partenaires et les parties prenantes pertinents**

La principale Agence de réalisation est le Ministère du Cadre de Vie et du Développement Durable (MCVDD) à travers la Direction Générale de l’Environnement et du Climat (DGEC) en tant que structure de tutelle du projet. Le projet est géré selon les procédures DIM.

Les Parties Responsables du projet sont : Ministère du Cadre de Vie et du Développement Durable (MCVDD), Ministère du Plan et du Développement (MPD), Ministère de l’Economie et des Finances (MEF), le Comité National sur les Changements Climatiques (CNCC), Direction Générale de l’Environnement et du Climat (DGEC), Direction Générale des Politiques de Développement (DGPD), Direction Générale du Budget (DGB), Direction Générale des Affaires Economiques (DGAE), Bureau d’Analyse et d’Investigation (BAI), Programme des Nations Unies pour le développement (PNUD), Service de Coopération Allemande (GIZ), Institut National de la Statistique et de l’Analyse Economique (INSAE), Secrétariat permanent de la Commission de modélisation économique des impacts du climat et d’intégration des changements climatiques au budget général de l’Etat (CMEICB), Association Nationale des Communes du Bénin (ANCB), Fonds National pour l’Environnement et le Climat (FNEC), Organisations de la Société Civile (OSC), Organisations Non Gouvernementales (ONG), Universités et Institutions de recherche, chambres de commerce etc.

Dans le cadre de la mise en œuvre, les organes de gouvernance du projet sont : (i) le Comité de Pilotage du Programme Cadre ; (ii) le Comité Technique du projet ; (iii) l’Equipe de Gestion du Projet ; (iv) les Arrangements d’audit.

La mise en œuvre de certaines actions du projet a nécessité la signature de protocoles d’accord de partenariat avec des structures publiques et partenaires de réalisation du projet tels que les laboratoires universités.

1. **OBJECTIFS DE L’EVALUATION**

Le présent mandat vise à :

* Évaluer la réalisation des objectifs et des résultats du projet, tels qu’énoncés dans le document de projet, formuler des recommandations et tirer des leçons qui peuvent à la fois améliorer la durabilité des avantages de ce projet et contribuer à l'amélioration globale de la programmation du PNUD ;
* Favoriser la responsabilisation et la transparence et évaluer l’étendue des réalisations du projet.

1. **APPROCHE et MÉTHODOLOGIE**

L’évaluation doit fournir des informations fondées sur des données factuelles crédibles, fiables et utiles. L’équipe chargée de l’évaluation examinera toutes les sources d’informations pertinentes, y compris les documents élaborés pendant la phase de préparation du projet (par exemple, Fiche d’identité du projet (FIP), Plan d’initiation du projet du PNUD, Politique de sauvegardes environnementales et sociales du PNUD, le Document de projet, les rapports de projets, la révision des budgets du projet, les rapports d’enseignements tirés, les documents stratégiques et juridiques nationaux, et tout autre matériel que l’équipe juge utile pour étayer l’examen). L’équipe chargée de l’évaluation examinera l’outil de suivi de référence du domaine d’intervention du FVC, ainsi que l’outil de suivi final qui doit être complété avant le début de la mission sur le terrain, conduite pour l’évaluation finale.

L’équipe chargée de l’évaluation doit suivre une approche collaborative et participative[[38]](#footnote-38) afin d’assurer une participation active de l’équipe du projet, des homologues gouvernementaux (le point focal opérationnel du FVC), des bureaux de pays du PNUD, des conseillers techniques régionaux PNUD-FVC, et autres parties prenantes principales.

La participation des parties prenantes est fondamentale à la conduite de l’évaluation avec succès.[[39]](#footnote-39) Cette participation doit consister en des entretiens avec les parties prenantes qui assument des responsabilités liées au projet, à savoir entre autres la Direction Générale de l’Environnement et du Climat (DGEC) du Ministère du Cadre de Vie et du Développement Durable (MCVDD) en tant que structure de tutelle.

Les Parties Responsables du projet sont : la Direction Générale de l’Environnement et du Climat (DGEC) du Ministère du Cadre de Vie et du Développement Durable (MCVDD), l’Unité de Gestion et de Coordination du Plan Cadre des Nations Unies pour l’Assistance au Développement du Bénin (UGC/UNDAF) du Ministère du Plan et du Développement (MPD), la Direction Générale du Budget du Ministère de l’Economie et des Finances (MEF), l’Agence Météo-Bénin du Ministère des infrastructures et des Transports (MIT), la Direction Générale des Collectivités Locales (DGCL) du Ministère de la Décentralisation et de la Gouvernance Locale (MDGL)  et des Personnes ressources en Climatologie, etc.) : organismes d’exécution, hauts fonctionnaires et responsables des équipe de travail/d’activités, principaux experts et consultants dans les domaines liés au projet, Comité de pilotage du projet, parties prenantes au projet, universités, etc.

Au regard de la situation liée à la COVID-19, l’équipe de consultants devra prendre des mesures en lien avec les prescriptions en vigueur pour accomplir la mission. Le consultant international est responsable de la bonne conduite de la mission et devra prendre des dispositions pour assurer la coordination de la mission au moyen des outils collaboratifs (Teams, zoom, mail, etc.). Les deux consultants pourront prendre des mesures pour organiser certaines consultations à distance afin de réduire la durée du travail sur les sites avec les acteurs et bénéficiaires.

Les voyages vers le Bénin et à l’intérieur du pays sont autorisés conformément aux prescriptions du Gouvernement en la matière. A cet effet, le Gouvernement du Bénin a exigé un dépistage systématique des voyageurs venus de l’étranger à leur arrivée aux frontières terrestres et aériennes avec les frais inhérents à la charge du voyageur.

Les déplacements à l’intérieur du pays sont désormais autorisés depuis le 10 mai 2020 après la levée du cordon sanitaire. De même, le respect des mesures barrières est obligatoire pour tous.

S'il n'est pas possible de se rendre au Bénin ou à l'intérieur du Bénin pour l’évaluation, l'équipe d’évaluation devra élaborer une méthodologie et une approche qui en tiennent compte. Cela peut nécessiter l'utilisation de méthodes d'entrevue à distance, des examens documentaires approfondis, une analyse des données, des enquêtes et des questionnaires d'évaluation ou bien la protection des participants aux différents entretiens. Ces approches et méthodologies devront être détaillées dans le rapport initial et convenues avec l'unité mandatrice.

Si la totalité ou une partie de l’évaluation doit être effectuée virtuellement, il convient de prendre en considération la disponibilité, la capacité et la volonté des parties prenantes à être interrogées à distance et les contraintes que cela peut imposer à l’évaluation. Ces limitations et les mesures prises pour surmonter doivent être reflétées dans le rapport final d’évaluation.

Le consultant international étant responsable de la bonne conduite et des résultats issus de l’évaluation, si des consultants internationaux étrangers devront s’engager, pour travailler à distance avec le soutien d'un évaluateur national sur le terrain, ils devront s’assurer de fonctionner et de voyager. Aucun acteur, consultant ou personnel du PNUD ne doit être mis en danger et la sécurité est la priorité absolue. Dans la conduite de cette mission en cette période de la Pandémie de la COVID 19.

Une courte mission de terrain et de validation peut être envisagée s'il est confirmé qu'elle est sans danger pour le personnel, les consultants, les parties prenantes et les communautés, et si une telle mission est possible dans le calendrier de l’évaluation. De même, des consultants nationaux qualifiés et indépendants peuvent être embauchés pour entreprendre l’évaluation et les entretiens dans le pays tant qu'il est sûr de le faire.

Le rapport final de l’évaluation doit exposer en détails l’approche appliquée pour l’examen, en indiquant explicitement les raisons ayant motivé cette approche, les hypothèses de départ, les défis à relever, les points forts et les points faibles des méthodes et de l’approche appliquées.

1. **PORTÉE DÉTAILLÉE DE L’EVALUATION**

Le rapport évaluera la performance du projet par rapport aux attentes énoncées dans le cadre logique / cadre de résultats du projet. Il évaluera les résultats selon les critères de pertinence[[40]](#footnote-40), efficacité[[41]](#footnote-41), efficience[[42]](#footnote-42), impact[[43]](#footnote-43), durabilité[[44]](#footnote-44) et égalité des sexes et autonomisation des femmes[[45]](#footnote-45).

Les résultats de l’évaluation devront couvrir les domaines ci-après :

1. **Constatations**
2. ***Conception / formulation de projet***

• Priorités nationales

• Théorie du changement

• Égalité des sexes et autonomisation des femmes

• Sauvegardes sociales et environnementales

• Analyse du cadre de résultats : logique et stratégie du projet, indicateurs

• Hypothèses et risques

• Enseignements tirés d'autres projets pertinents (par exemple, même domaine d'intervention) incorporés dans la conception du projet

• Participation prévue des parties prenantes

• Liens entre le projet et d'autres interventions au sein du secteur

• Modalités de gestion

1. ***La mise en œuvre du projet***

• Gestion adaptative (modifications de la conception du projet et des résultats du projet pendant la mise en œuvre)

• Participation réelle des parties prenantes et accords de partenariat

• Financement et cofinancement de projets

• Suivi & Evaluation : conception au début (\*), mise en œuvre (\*) et évaluation globale du S&E (\*)

• Agence de mise en œuvre (PNUD) (\*) et agence d'exécution (\*), supervision / mise en œuvre et exécution globales du projet (\*)

• Gestion des risques, y compris les normes sociales et environnementales

1. ***Résultats du projet***

• Évaluer l'atteinte des résultats par rapport aux indicateurs en faisant rapport sur le niveau de progrès pour chaque objectif et indicateur de résultat au moment de l'évaluation et en notant les réalisations finales

• Pertinence (\*), efficacité (\*), efficience (\*) et résultat global du projet (\*)

• Durabilité: financière (\*), sociopolitique (\*), cadre institutionnel et gouvernance (\*), environnementale (\*), probabilité globale de durabilité (\*) • Appropriation par le pays

• Égalité des sexes et autonomisation des femmes

• Questions transversales (réduction de la pauvreté, amélioration de la gouvernance, atténuation et adaptation au changement climatique, prévention des catastrophes et relèvement, droits de l'homme, renforcement des capacités, coopération Sud-Sud, gestion des connaissances, volontariat, etc., selon le cas)

• Additionnalité du FVC

• Rôle catalytique / effet de réplication • Progrès pour avoir un impact

1. **Principales constatations, conclusions, recommandations et leçons apprises**

* L'équipe d’évaluation inclura un résumé des principales conclusions du rapport. Les résultats doivent être présentés comme des déclarations de fait fondées sur l'analyse des données.
* La section sur les conclusions sera rédigée à la lumière des résultats. Les conclusions doivent être des déclarations complètes et équilibrées, bien étayées par des preuves et logiquement liées aux constatations. Ils doivent mettre en évidence les forces, les faiblesses et les résultats du projet, répondre aux questions clés de l'évaluation et fournir des informations sur l'identification et / ou les solutions aux problèmes importants ou aux questions pertinentes pour les bénéficiaires du projet, le PNUD et le FVC, y compris les questions liées au genre, égalité et autonomisation des femmes.
* Les recommandations doivent être concrètes, pratiques, réalisables et ciblées destinées aux utilisateurs visés de l'évaluation sur les actions à prendre et les décisions à prendre. Les recommandations doivent être spécifiquement étayées par des preuves et liées aux constatations et aux conclusions relatives aux questions clés abordées par l'évaluation.
* Le rapport d’évaluation doit également inclure les leçons qui peuvent être tirées de l'évaluation, y compris les meilleures et les pires pratiques pour résoudre les problèmes liés à la pertinence, à la performance et au succès qui peuvent fournir les connaissances acquises dans les circonstances particulières (méthodes programmatiques et d'évaluation utilisées, partenariats, finances effet de levier, etc.) applicables à d’autres interventions du FVC et du PNUD. Lorsque cela est possible, l'équipe d’évaluation devrait inclure des exemples de bonnes pratiques dans la conception et la mise en œuvre de projets.
* Il est important que les conclusions, recommandations et leçons tirées incluent les résultats liés à l'égalité des sexes et à l'autonomisation des femmes.

Le rapport d’évaluation comprendra un tableau des notes d'évaluation, comme indiqué ci-dessous :

**Tableau d’évaluation**

|  |  |
| --- | --- |
| **Suivi et evaluation** | **Notation[[46]](#footnote-46)** |
| Conception du suivi et de l’évaluation à l’entrée ??? |  |
| Mise en œuvre du plan de suivi et d’évaluation |  |
| Qualité globale du suivi et de l’évaluation |  |
| **Mise en œuvre et exécution** | **Notation** |
| Qualité de la mise en œuvre/contrôle par le PNUD |  |
| Qualité de l'exécution : partenaires de mise en œuvre |  |
| Qualité globale de la mise en œuvre/exécution |  |
| **Évaluation des résultats** | **Notation** |
| Pertinence |  |
| Efficacité |  |
| Efficience |  |
| Évaluation globale des résultats du projet |  |
| Durabilité | **Notation** |
| Ressources financières |  |
| Socio-politique/économique |  |
| Cadre institutionnel et gouvernance |  |
| Environnemental |  |
| Probabilité globale de la durabilité |  |

1. **CALENDRIER**

La durée totale de l’évaluation sera de *vingt-cinq (25) jours ouvrables fermes à payer, qui peuvent s’étaler* sur environ *sept (07) semaines* à compter de *la date de signature des contrats* des consultants. Le calendrier provisoire de l’évaluation est le suivant, T indiquant le temps ou la date, avec T0 comme la date de clôture pour le dépôt des candidatures :

|  |  |
| --- | --- |
| **CALENDRIER** | **ACTIVITÉ** |
| T0 | Clôture des candidatures |
| T1 = T0 + 7 Jours | Sélection de l’équipe chargée de l’évaluation |
| T2 = T1 + 7 Jours | Préparation de l’équipe (remise des Documents de projet) |
| T3 = T2 + 4 Jours | Examen des documents et préparation du Rapport initial |
| T4 = T3 + **3 Jours** | Finalisation etvalidation du **Rapport d’initiation** au plus tard au début de la mission pour l’évaluation |
| T5 = T4 + **10 Jours** | Mission pour l’évaluation : réunions avec les parties prenantes, entretiens, visites sur le terrain |
| T6 = T5 + **2 Jours** | **Réunion de synthèse de la mission et présentation des premières conclusions** - au plus tôt à la fin de la mission |
| T7 = T6 + 8 **Jours** | Préparation et soumission du **projet de rapport** |
| T8 = T7 + **2 Jours** | Incorporation des observations et contributions dans le projet de rapport/finalisation et soumission du rapport |
| T9= T8 + 3 Jours | Préparation des réponses de gestion par la direction de mise en œuvre du projet |
| T10 = T9 + 2 Jours | Organisation par la direction de mise en œuvre du projet, d’un atelier/séance de restitution avec les parties prenantes |
| T11 = T10 + 2 Jours | Date prévue d’achèvement de l’ensemble du processus d’évaluation |

Les possibilités de visites sur place devraient être exposées dans le Rapport d’initiation.

1. **LIVRABLES ATTENDUS DE L’EVALATION**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **#** | **Documents à produire** | **Description** | **Délais** | **Responsabilités** |
| **1** | **Rapport d’initiation de l’évaluation** | L’équipe chargée de l’évaluation précise ses objectifs et méthodes d’examen | Au plus tard 2 semaines avant la mission de terrain : (T4) | L’équipe chargée de l’évaluation présente le rapport à l’Unité mandatrice et à la direction du projet |
| **2** | **Rapport Préliminaire** | Premières conclusions | Fin de la mission : (T7) | L’équipe chargée de l’évaluation présente les conclusions à l’Unité mandatrice et à la direction du projet |
| **3** | **Projet de Rapport final** | Rapport complet (rédigé à l’aide des directives sur le contenu figurant à l’annexe B) avec les annexes | Dans les trois semaines suivant le démarrage de la mission pour l’évaluation : (T8) | Le projet sera envoyé à l’Unité mandatrice, le groupe de référence, l’Unité coordonnatrice du projet, et le point focal opérationnel du FVC |
| **4** | **Rapport final \*** | Rapport révisé avec les renvois détaillant comment il a été donné suite (ou non) aux commentaires reçus dans le rapport final | Une semaine après la réception des commentaires du PNUD sur le projet de rapport : (T8) | Le rapport final sera envoyé à l’Unité mandatrice |

\*Le rapport final d’évaluation doit être rédigé en anglais. Le cas échéant, l’Unité mandatrice peut prévoir la traduction du rapport dans une langue plus couramment parlée par les parties prenantes nationales.

1. **DISPOSITIONS RELATIVES À L’EVALUATION**

C’est l’Unité mandatrice qui a la responsabilité principale de gérer l’évaluation. L’Unité mandatrice de l’évaluation du projet est le bureau de pays du PNUD Bénin.

L’Unité mandatrice passera un contrat avec les consultants et s’assurera que l’équipe chargée de l’évaluation disposera en temps utile des indemnités journalières et des facilités de voyage dans le pays. L’équipe de projets aura la responsabilité de prendre contact avec l’équipe chargée de l’évaluation afin de lui fournir tous les documents nécessaires, de préparer les entretiens avec les parties prenantes, et d’organiser les visites sur le terrain.

1. **COMPOSITION DE L’ÉQUIPE**

Une équipe composée de deux consultants indépendants conduira l’évaluation. Elle sera dirigée par un consultant international, chef d’équipe justifiant de solides expériences internationales en évaluation de projets. Le consultant associé sera un expert national avec des expériences en évaluation et dans le champ thématique du projet PNA. Les consultants ne peuvent pas avoir participé à la préparation, la formulation, et/ou la mise en œuvre du projet (y compris la rédaction du Document de projet) et ne devront pas avoir de conflit d’intérêts en relation avec les activités liées au projet.

Les critères de sélection se présentent comme ci-après :

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **N°** | **Critères d’évaluation** | **Consultant International (Chef d’équipe)** | | | **Consultant National (Associé)** | | |
| **Barème** | **Description des critères** | **Barème** | | **Description des critères** |
| **1** | Compréhension de la mission | 10 | * Compréhension avérée des questions liées au genre et *à l’adaptation aux changements climatiques* ; expérience dans l’évaluation et l’analyse tenant compte du genre. * Excellente aptitude à la communication ; * Compétences avérées en matière d’analyse. | 10 | | * Compréhension avérée des questions liées au genre et *à l’adaptation aux changements climatiques*; * Aptitude à la communication ; * Compétences avérées en matière d’analyse ; |
| **2** | Expériences spécifiques pertinentes | 40 | * Expérience professionnelle d’au moins 10 ans dans des secteurs techniques pertinents ; * Expérience récente dans les méthodologies d’évaluation de la gestion axée sur les résultats ; * Expérience dans l’application d’indicateurs SMART et dans le remaniement ou la validation des scénarios de départ ; * Expérience dans la collaboration avec le FVC ou les évaluations du FVC ; * Expérience professionnelle *au Bénin ou dans la sous-région ouest-africaine* ; * Expérience dans l’évaluation/la révision de projet dans le système des Nations Unies ou toute autre organisation internationale ou sous régionale * Compréhension avérée des questions liées au genre et aux changements climatiques (adaptation, atténuation, transfert de technologie); expérience de l'évaluation et de l'analyse sensibles au genre; | 40 | | * Expérience professionnelle d’au moins 07 ans dans des secteurs techniques pertinents ; * Expérience récente dans les méthodologies d’évaluation de la gestion axée sur les résultats ; * Expérience dans l’application d’indicateurs SMART et dans le remaniement ou la validation des scénarios de départ ; * Expérience professionnelle *au Bénin ou dans la sous-région ouest-africaine* ; * Expérience dans l’évaluation/la révision de projet dans le système des Nations Unies ou toute autre organisation internationale ou sous régionale * Compréhension avérée des questions liées au genre et aux changements climatiques (adaptation, atténuation, transfert de technologie) ; expérience de l'évaluation et de l'analyse sensibles au genre; * Expérience professionnelle d’au moins 05 ans dans la collecte, le traitement et l’analyse de données à l’aide d’outils statistiques |
| **3** | Méthodologie proposée | 20 | Conformité avec les méthodologies prescrites par les guides d’évaluation du PNUD et du FVC | 20 | | Approche, démarche de consultation des acteurs et parties prenantes, intégration du genre, mode de traitement des données et de rapportage etc. |
| **4** | Conformité du plan de travail | 10 | Conformité avec le calendrier et la méthodologie proposée |  | | Intégration des livrables |
| **5** | Qualifications et compétences | 10 | * Diplôme de niveau BAC+5 en sciences sociales, *gestion des projets de modèle d’adaptation aux changements climatiques, en agroéconomie, ou équivalent*; * Compétences en gestion réactive, telle qu’appliquée à *l’Adaptation aux changements climatiques* du *FVC* ; | 20 | | * Diplôme de Maîtrise en *gestion, environnement, changements climatiques, avec une formation complémentaire en sciences sociales.* * Maîtrise des outils de traitement et d’analyse de données |
| **6** | Connaissance linguistique | 5 | * Maitrise de l’anglais * Maitrise du français | 5 | | * Maitrise de l’anglais * Maitrise du français |
| **7** | Expérience dans la mise en œuvre des évaluations à distance (considérée comme un atout) | 5 | * Maitrise des outils de travail collaboratif (skype, zoom, teams, etc) * Maitrise de la collecte de données à distance (google forms, survey monkey, typeform, wiki surveys, Open Data Kit, KoboCollect etc.) | 5 | | * Maitrise des outils de travail collaboratif (skype, zoom, teams, etc) * Maitrise de la collecte de données à distance (google forms, survey monkey, typeform, wiki surveys, Open Data Kit, KoboCollect etc.) |
| **TOTAL** | | **100** |  | **100** | |  |

1. **MODALITÉS DE PAIEMENT ET SPÉCIFICATIONS**

Le paiement des consultants se fera comme suit :

* 20% du paiement après approbation du rapport de démarrage ;
* 30% après la présentation du projet de rapport d’évaluation ;
* 50% après le dépôt du rapport d’évaluation.

Ou, conformément à ce qui aura été convenu entre l’Unité mandatrice et l’équipe chargée de l’évaluation.

1. **PROCESSUS DE PRÉSENTATION DES CANDIDATURES [[47]](#footnote-47)**

**Processus recommandé de présentation des propositions :**

1. **Lettre confirmant la manifestation d’intérêt et la disponibilité** à l’aide du modèle[[48]](#footnote-48) fourni par le PNUD ;
2. **CV** et **Notice personnelle** (Formulaire P11[[49]](#footnote-49));
3. **Brève description de la méthode de travail/proposition technique** indiquant les raisons pour lesquelles la personne estime être la mieux placée pour réaliser la mission attribuée, et méthodologie proposée indiquant de quelle manière elle abordera et réalisera la mission attribuée ; (1 page au maximum)
4. **Proposition financière** indiquant le montant totaltout compris du contrat et toute autre dépense relative au déplacement (billet d’avion, indemnités journalières, etc), qui seront détaillées conformément au modèle joint à la Lettre de manifestations d’intérêt. Dans le cas où un candidat travaillerait pour une organisation/entreprise/institution et prévoirait la facturation par son employeur des frais de gestionrelativement à la procédure pour qu’il soit mis à la disposition du PNUD en vertu d’un accord de prêt remboursable(RLA), le candidat devra le signaler ici et s’assurer que tous les frais associés sont compris dans la proposition financière soumise au PNUD.

Tous les documents associés (y compris les attestations de travail, de bonne fin d’exécution, les diplômes et certifications pertinents,… etc) à la candidature devront être présentés à l’adresse : Programme des Nations Unies pour le développement au Bénin Lot 111 Zone résidentielle 01BP 506 Cotonou Tel: + 229 21 31 30 45/46 Fax: + 229 21 31 57 86 dans une enveloppe cachetée indiquant la référence suivante « Consultant pour l’évaluation finale du projet «Plan National d’Adaptation aux changements climatiques » ou par courrier électronique à l’adresse suivante UNIQUEMENT : [registry.bj@undp.org](mailto:registry.bj@undp.org) This email address is being protected from spam bots, you need Javascript enabled to view it lelelel le : ……………. à 18 heures au plus tard). **Les candidatures incomplètes ne seront pas examinées.**

**Critères d’évaluation des propositions :** seules les candidatures qui répondent et sont conformes aux critères seront évaluées. Les offres seront évaluées selon une méthode qui associe plusieurs évaluations – la formation et l’expérience dans des fonctions similaires compteront pour 70 pour cent et le tarif proposé comptera pour 30 pour cent de l’évaluation totale. Le candidat qui obtiendra la meilleure évaluation, et qui acceptera les conditions générales du PNUD, se verra attribuer le contrat.

**Mandat - ANNEXE A : Liste des documents à examiner par l’équipe d’évaluation**

1. Fiche d’identité du projet (FIP)
2. Document de projet du PNUD
3. Résultats de l’étude d’impact environnemental et social du PNUD
4. Tous les rapports de mise en œuvre de projets (Rapports biannuels soumis au FVC)
5. Rapports d’activité et plans de travail annuels de l’équipe du projet
6. Rapports d’audit
7. Outils de suivi finalisés par domaine d’intervention du FVC après approbation du Responsable (*indiquer les outils de suivi spécifiques aux domaines d’intervention de ce projet*)
8. Rapport de mission de contrôle
9. Tous les rapports de suivi élaborés dans le cadre du projet
10. Directives financières et administratives appliquées par l’équipe du projet
11. Rapport de l’évaluation à mi-parcours du projet

Les documents suivants seront aussi disponibles :

1. Directives, manuels et systèmes opérationnels relatifs au projet
2. Documents programmatiques de pays du PNUD
3. Procès-verbaux des réunions du Comité Technique de Gestion du projet Plan National d’Adaptation aux changements climatiques au Bénin et autres réunions

**Mandat - ANNEXE B : Directives relatives au contenu du Rapport d’évaluation**[[50]](#footnote-50)

1. Page de garde

• Titre de projet financé par le FVC et soutenu par le PNUD

• ID PIMS PNUD et ID FVC

• Calendrier et date du rapport final

• Région et pays inclus dans le projet

• Domaine d'intervention / programme stratégique du FVC

• Agence d’exécution, partenaire d’exécution et autres partenaires du projet

• Membres de l'équipe d’évaluation

1. Remerciements
2. Table des matières
3. Acronymes et abréviations

**1. Résumé analytique (3-4 pages)**

• Tableau d’informations sur le projet

• Description du projet (brève)

• Tableau des notes d’évaluation

• Résumé concis des constatations, des conclusions et des leçons apprises

• Tableau récapitulatif des recommandations

**2. Introduction (2-3 pages)**

• But et objectif de l’évaluation

• Portée

• Méthodologie

• Collecte et analyse des données

• Ethique

• Limites de l’évaluation

• Structure du rapport d’évaluation

**3. Description du projet (3 à 5 pages)**

• Début et durée du projet, y compris les jalons

• Contexte de développement : facteurs environnementaux, socio-économiques, institutionnels et politiques pertinents pour l'objectif et la portée du projet

• Problèmes que le projet cherchait à résoudre : menaces et obstacles ciblés

• Objectifs immédiats et de développement du projet

• Résultats attendus

• Principales parties prenantes : liste récapitulative

• Théorie du changement

**4. Constatations (en plus d'une évaluation descriptive, tous les critères marqués d'un (\*) doivent être notés)**

**4.1 Conception / formulation du projet**

• Analyse du cadre de résultats : logique et stratégie du projet, indicateurs

• Hypothèses et risques

• Enseignements tirés d'autres projets pertinents (par exemple, même domaine d'intervention) incorporés dans la conception du projet

• Participation prévue des parties prenantes

• Liens entre le projet et d'autres interventions au sein du secteur

**4.2 Mise en œuvre du projet**

• Gestion adaptative (modifications de la conception du projet et des résultats du projet pendant la mise en œuvre)

• Participation réelle des parties prenantes et accords de partenariat

• Financement et cofinancement de projets

• Suivi et évaluation : conception à l'entrée (\*), mise en œuvre (\*) et évaluation globale du S&E (\*)

• Mise en œuvre / supervision du PNUD (\*) et exécution du partenaire d'exécution (\*), mise en œuvre / exécution globale du projet (\*), coordination et problèmes opérationnels

**4.3 Résultats du projet**

• Progrès vers les résultats objectifs et attendus (\*)

• Pertinence (\*)

• Efficacité (\*)

• Efficacité (\*)

• Résultat global (\*)

• Appropriation par le pays

• Genre

• Autres questions transversales

• Normes sociales et environnementales

• Durabilité: financière (\*), socio-économique (\*), cadre institutionnel et gouvernance (\*), environnementale (\*) et probabilité globale (\*)

• appropriation nationale

• Égalité des sexes et autonomisation des femmes

• Questions transversales

• Additionnalité du FVC

• Rôle catalytique / effet de réplication

• Progrès vers l'impact

**5. Principales constatations, conclusions, recommandations et leçons**

• Principales conclusions

• Conclusions

• Recommandations

• Leçons apprises

**6. Annexes**

• TdR (hors annexes TdR)

• Itinéraire de la mission d’évaluation

• Liste des personnes interrogées

• Liste des documents examinés

• Résumé des visites sur le terrain

• Matrice des questions d'évaluation (critères d'évaluation avec questions clés, indicateurs, sources de données et méthodologie)

• Questionnaire utilisé et résumé des résultats

• Tableaux de cofinancement (s'ils ne sont pas inclus dans le corps du rapport)

• Échelles de notation de l’évaluation

• Formulaire d’accord de consultant en évaluation signé

• Formulaire de code de conduite UNEG signé

• Formulaire d'autorisation de rapport d’évaluation signé

• Annexé dans un fichier séparé: Evaluation-Audit Trail

• Annexé dans un fichier séparé: indicateurs de base ou outils de suivi finaux pertinents du FVC / PMA / FSCC, selon le cas

**Mandat - ANNEXE C : Matrice d’évaluation**

|  |  |  |  |
| --- | --- | --- | --- |
| **Questions sur les critères d’évaluation** | **Indicateurs** | **Sources** | **Méthodologie** |
| Pertinence: Quel est le lien entre le projet et les principaux objectifs du domaine d'intervention du FVC et les priorités en matière d'environnement et de développement aux niveaux local, régional et national? | | | |
| (Intégrer les questions d’évaluation) | (les relations établies, le niveau de cohérence entre la conception du projet et l'approche de mise en œuvre, les activités spécifiques menées, la qualité des stratégies d'atténuation des risques, etc.) | (la documentation du projet, les politiques ou stratégies nationales, les sites Web, le personnel du projet, les partenaires du projet, les données collectées tout au long de la mission TE, etc.) | (analyse de documents, analyse de données, entretiens avec le personnel du projet, entretiens avec les parties prenantes, etc.) |
|  |  |  |  |
|  |  |  |  |
| Efficacité : Dans quelle mesure les résultats attendus et les objectifs du projet ont-ils été atteints? | | | |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
| Efficience : le projet a-t-il été mis en œuvre de manière efficiente, conformément aux normes et standards internationaux et nationaux ? | | | |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
| Durabilité : dans quelle mesure y a-t-il des risques financiers, institutionnels, sociopolitiques et / ou environnementaux pour le maintien des résultats à long terme du projet? | | | |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
| Égalité des sexes et autonomisation des femmes : comment le projet a-t-il contribué à l’égalité des sexes et à l’autonomisation des femmes? | | | |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
| Impact: Y a-t-il des indications que le projet a contribué ou permis des progrès vers la réduction de la vulnérabilité environnementale et / ou l'amélioration de l'état écologique? | | | |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
| (Développez le tableau pour inclure des questions pour tous les critères évalués : suivi et évaluation, supervision / mise en œuvre du PNUD, exécution des partenaires d'exécution, questions transversales, etc.) | | | |

**Mandat - ANNEXE D** : Code de conduite du Groupe d’évaluation des Nations Unies (GENU) pour les évaluateurs/C**onsultants chargés de l’évaluation finale[[51]](#footnote-51)**

**Les évaluateurs/Consultants :**

1. Doivent présenter des informations complètes et équitables dans leur évaluation des forces et des faiblesses afin que les décisions ou les mesures prises soient bien fondées.

2. Doivent divulguer l’ensemble des conclusions d’évaluation, ainsi que les informations sur leurs limites et les mettre à disposition de tous ceux concernés par l’évaluation et qui sont légalement habilités à recevoir les résultats.

3. Doivent protéger l’anonymat et la confidentialité à laquelle ont droit les personnes qui leur communiquent des informations. Les évaluateurs doivent accorder un délai suffisant, réduire au maximum les pertes de temps et respecter le droit des personnes à la vie privée. Les évaluateurs doivent respecter le droit des personnes à fournir des renseignements en toute confidentialité et s’assurer que les informations dites sensibles ne permettent pas de remonter jusqu’à leur source. Les évaluateurs n’ont pas à évaluer les individus et doivent maintenir un équilibre entre l’évaluation des fonctions de gestion et ce principe général.

4. Découvrent parfois des éléments de preuve faisant état d’actes répréhensibles pendant qu’ils mènent des évaluations. Ces cas doivent être signalés de manière confidentielle aux autorités compétentes chargées d’enquêter sur la question. Ils doivent consulter d’autres entités compétentes en matière de supervision lorsqu’il y a le moindre doute à savoir s’il y a lieu de signaler des questions, et comment le faire.

5. Doivent être attentifs aux croyances, aux us et coutumes et faire preuve d’intégrité et d’honnêteté dans leurs relations avec toutes les parties prenantes. Conformément à la Déclaration universelle des droits de l’homme, les évaluateurs doivent être attentifs aux problèmes de discrimination ainsi que de disparité entre les sexes, et s’en préoccuper. Les évaluateurs doivent éviter tout ce qui pourrait offenser la dignité ou le respect de soi-même des personnes avec lesquelles ils entrent en contact durant une évaluation. Sachant qu’une évaluation peut avoir des répercussions négatives sur les intérêts de certaines parties prenantes, les évaluateurs doivent réaliser l’évaluation et en faire connaître l’objet et les résultats d’une façon qui respecte absolument la dignité et le sentiment de respect de soi-même des parties prenantes.

6. Sont responsables de leur performance et de ce qui en découle. Les évaluateurs doivent savoir présenter par écrit ou oralement, de manière claire, précise et honnête, l’évaluation, les limites de celle-ci, les constatations et les recommandations.

7. Doivent respecter des procédures comptables reconnues et faire preuve de prudence dans l’utilisation des ressources de l’évaluation.

**Formulaire d’accord avec le Consultant chargé de l’évaluation finale**

Accord pour le respect du Code de conduite du système des Nations Unies en matière d'évaluation :

Nom du Consultant : \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Nom de l'Organisation de conseils (le cas échéant): \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Je confirme avoir reçu et compris le Code de conduite des Nations Unies en matière d'évaluation et je m'engage à le respecter.**

Signé à *\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ (Lieu)* le *\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ (Date)*

Signature: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Mandat - ANNEX E : Echelles de notation pour l’évaluation**

|  |  |
| --- | --- |
| **Notations pour les résultats, l'efficacité, l'efficience, le suivi et l'évaluation, la mise en œuvre / surveillance, l'exécution, la pertinence** | **Notations de la durabilité** |
| 6 = très satisfaisant (HS): dépasse les attentes et / ou pas de lacunes  5 = Satisfaisant (S): répond aux attentes et / ou aucune ou des lacunes mineures  4 = moyennement satisfaisant (MS): répond plus ou moins aux attentes et / ou à certaines lacunes  3 = moyennement insatisfaisant (MU): quelque peu en deçà des attentes et / ou des lacunes importantes  2 = Insatisfaisant (U): nettement en deçà des attentes et / ou des lacunes majeures  1 = très insatisfaisant (HU): lacunes graves Impossible d'évaluer (U / A): les informations disponibles ne permettent pas une évaluation | 4 = Probable (L): risques négligeables pour la durabilité  3 = Modérément probable (ML): risques modérés pour la durabilité  2 = moyennement improbable (MU): risques importants pour la durabilité  1 = improbable (U): risques graves pour la durabilité  Incapable d'évaluer (U / A): Incapable d'évaluer l'incidence prévue et l'ampleur des risques pour la durabilité |

**Mandat - ANNEXE F : Formulaire d’approbation du Rapport d’évaluation**

*(A remplir par l’Unité mandatrice et le Conseiller technique régional (RTA) du PNUD-FVC et à joindre au document final*

**Rapport d’évaluation révisé et approuvé par :**

**Unité mandatrice**

Nom : \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Signature : \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ Date : \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Conseiller technique régional du PNUD -FVC**

Nom : \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Signature : \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ Date : \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Mandat - ANNEXE G : Modèle de renvoi vers les commentaires reçus « Audit trail »**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Institution/**  **Organisation** | **#** | **No. de paragraphe/ localisation du commentaire** | **Comment/Feedback sur le projet de rapport d’évaluation** | **Réponse de l’équipe chargée de l’évaluation finale et mesures prises** |
|  |  |  |  |  |
|  |  |  |  |  |
|  |  |  |  |  |

**Annexe 2: Methodological Approach**

1. Principes de l’évaluation

Les consultants utiliseront une approche participative et consultative. Cela garantira un échange d’informations constant et efficace avec les principales parties prenantes du projet.

Plusieurs principes de base seront utilisés pour mener à bien l'évaluation :

* **Participation effective** de toutes les parties prenantes (gouvernement, agences, donateurs et société civile)
* **Triangulation** des informations recueillies
* Accent sur le **consensus et l'accord** par les parties prenantes en matière de recommandations
* **Transparence** du débriefing

1. Approche

Les consultants élaboreront une check-list (matrice d'évaluation – annexes3 et 4) de sujets / questions selon les critères d'évaluation à examiner lors de la mission sur le terrain et prépareront les questionnaires / guides d’entretien.

|  |
| --- |
| **La matrice d’évaluation structure la mission de terrain** :   1. **Quelle** information recueillir ? 2. **Où** l’obtenir (chez qui ? quelles sources d’information différentes pour la triangulation) 3. **Comment** l’obtenir (quels outils appropriés ? entretien, rapport, groupe focal, entretien individuel, données statistiques, etc.) ? |

1. Méthode d'acquisition des données

Pour une évaluation finale, les consultants utiliseront un ensemble d'outils qui leur permettront de recueillir des données pour établir une vue d'ensemble de la mise en œuvre du projet :

* Entretiens individuels avec les responsables institutionnels, PNUD
* Entretiens bilatéraux avec le personnel du projet
* Entretiens semi-structurés avec les bénéficiaires institutionnels / GdB
* Entretiens de groupes avec les bénéficiaires finaux / par département au sein d’une institution (bénéficiaires de formations)
* Evaluation in situ des réalisations éventuelles (utilisation des outils, équipements ...)

*Concernant les visites au sein des institutions :*

Ces visites sont nécessaires afin d’examiner dans quelle mesure les outils / connaissances sont effectivement internalisés/ utilisés et dans quelles conditions

*Concernant les entretiens :*

Etant donné la situation COVID, la mission se fera en présentiel pour le consultant national et en distanciel pour le consultant international. Dans la mesure du possible, le consultant international participera aux entretiens par internet – pour autant que la communication le permette (voir limites de l’évaluation).

Pour plus de simplicité et clarté, les entretiens seront conduits en principe par le consultant national à moins que la communication internet ne soit suffisamment claire pour que le consultant international puisse diriger les entretiens. Dans ce dernier cas, après plusieurs entretiens conduits ensembles et pour plus d'efficacité, les consultants pourraient conduire séparément certains entretiens, lorsque par exemple (i) les rendez-vous devraient chevaucher et (ii) les entretiens par internet ne sont pas possibles (uniquement par tel.). Les consultants veilleront à partager les informations ainsi recueillies afin d'être au même niveau de collecte de données.

1. Matrice d’évaluation

L’équipe de consultants utilisera les 5 critères d'évaluation du CAD pour analyser le projet.

Thématiques et points à analyser selon des critères d'évaluation :

Pertinence

* Adéquation de la conception du projet par rapport aux objectifs identifiés
* Conception du projet par rapport aux interventions financées par d’autres bailleurs
* Changements de conception en cours de mise en œuvre en conditions réelles
* Adéquation des thématiques et secteurs par rapport aux problématiques / priorités nationales
* Pertinence pour les bénéficiaires finaux
* Degré de consultation / participation d'autres parties prenantes

Efficacité

* Degré de progrès vers la réalisation des objectifs de projet
* Niveau d’adéquation par rapport aux priorités du programme de pays du PNUD/ GCF
* Comment les risques et les hypothèses sont-ils pris en compte lors de la mise en œuvre
* Communication et visibilité y compris parties prenantes externes / bailleurs
* Leçons apprises en ce qui concerne le mécanisme de mise en œuvre

Efficience

* Efficacité des activités par rapport à leurs coûts ?
* Atteinte des objectifs en fonction du temps écoulé ?
* Efficacité de l’approche utilisée par rapport à d’autres approches possibles ?
* Gestion opérationnelle et financière efficace du projet / RBM
* Système de M&E et mécanismes de dialogue pour discuter de l’avancement du projet
* Qualité de la communication entre les parties prenantes
* Promotion d’activités conjointes pour améliorer l'efficacité / les partenariats

La gestion adaptative :

* Changement du log frame / cadre de résultats et analyse des indicateurs
* Analyse du plan d’acquisition
* Réactivité en fonction de conditions changeantes / capacité d’adaptation au changement

Impact

* Changement visible selon les bénéficiaires finaux / GdB
* Contribution au changement conformément aux résultats
* Partenariats / synergies pour renforcer l'impact
* Valeur ajoutée du projet pour les bénéficiaires
* Intensité et qualité de communication sur les résultats du projet

Durabilité

* Niveau de participation des parties prenantes nationales
* Probabilité de maintien des résultats après la clôture du projet
* Durabilité institutionnelle, environnementale, financière et socio-économique
* Probabilité d’appropriation des résultats et autonomisation

Voir annexe 4 pour la matrice d’évaluation détaillée

1. Calendrier des étapes-clés

Mise en œuvre de l’évaluation

Une approche en 4 étapes est adoptée pour mener à bien l'évaluation : 1. Phase préparatoire, 2. phase de collecte des données, 3. Analyse et interprétation des données / informations pertinentes et les résultats préliminaires, 4. Rapport final

**Étape 1 : acquisition de données passives (4 jours de travail – JT -)**

Analyse documentaire : examen des documents ProDoc, matrice de résultats, UNDAF et CP du PNUD, document de projet / plan, les politiques et stratégies du gouvernement pertinentes sur l’adaptation au CC, rapports périodiques, minutes des comités directeurs, narratifs périodiques et rapports de projets financiers, etc.

Au cours de cette phase, les consultants vont (i) identifier les principales parties prenantes, (ii) planifier les visites aux bénéficiaires et (3) élaborer la matrice d'évaluation détaillant pour chaque thématique (en utilisant les 5 critères d'évaluation) et où / comment / de qui obtenir des informations pertinentes. Les questionnaires des bénéficiaires sont rédigés à partir de cette matrice d'évaluation.

**Livrable : rapport de démarrage**

**Étape 2 : Acquisition de données actives et résultats préliminaires (12JT)**

Interviews de toutes les parties prenantes par le biais d'entretiens individuels / collectifs, y compris les bénéficiaires institutionnels, acteurs de mise en œuvre, les parties prenantes externes ; les interviews (nombre, cible, durée) seront élaborés à partir de la checklist.

Le choix des répondants se base sur la description faite des différentes entités impliquées dans les documents relatifs au projet : ministères, municipalités, représentants du PNUD, du GCF, les autres ONG intervenant sur la même thématique dans les zones couvertes.

* Briefing / séance d'information à Cotonou - discussion sur les questions /thématiques d'évaluation / rapport de démarrage / liste des parties prenantes et intervenants à visiter
* 1er round d’entretiens : institutions gouvernementales nationales, équipe du projet, partenaires du projet et donateurs, autres parties prenantes nationales (ONG, bailleurs de fonds ...)
* Entretiens avec les secteurs bénéficiaires : discussions avec les représentants d’institutions et municipalités sur les résultats du projet, les avantages potentiels, problèmes de mise en œuvre et manques pour assurer une institutionnalisation des outils
* Analyse des résultats préliminaires et 2ème round d'entretiens (si nécessaire)
* Debriefing

**Livrables : Débriefing / présentation PPT :** une séance de débriefing aura lieu à la fin de la mission (mix virtuel/présentiel).

**Étape 3 : Analyse & interprétation des données / résultats préliminaires & préparation du rapport (8JT)**

Conversion des données en informations pertinentes pour évaluer l'état du projet et pour la prise de décisions par les parties prenantes, les institutions gouvernementales et autres parties prenantes ; inclusion de l'information dans le rapport d'évaluation - proposition de recommandations ; élaboration du rapport provisoire.

**Livrable : rapport provisoire**

**Étape 4 : Préparation du rapport final (1JT)** (dépend de Date de réception des commentaires du PNUD)

Inclusion des commentaires des intervenants / et audit trail.

Examen des commentaires du PNUD/GdB et intégration dans le rapport final.

**Livrable : rapport final** (Date de réception de commentaires + 5 jours)

1. Résultats attendus de l’évaluation

L’équipe de consultants utilisera le format de rapports PNUD (en annexe 5).

* 1. Sommaire des réalisations du projet

Les consultants présenteront une synthèse des réalisations du projet, depuis le début jusqu’à la date d’évaluation et utiliseront le système d’échelle de notation habituel.

* 1. Analyse du projet
     1. Pertinence du Projet

Les consultants analyseront le niveau d’adéquation de la conception du projet par rapport aux objectifs identifiés, en termes de faisabilité et de réalisme. Ils établiront la relation de complémentarité de ce projet avec d’autres financés par d’autres bailleurs. Les évaluateurs se pencheront sur la flexibilité au changement du projet en cours de mise en œuvre par rapport aux évolutions du contexte du milieu. Le niveau d’adéquation des thématiques traitées dans le cadre du projet sera aussi apprécié par rapport aux priorités du GdB. Enfin, les consultants montreront à quel niveau les différentes composantes du projet répondent aux besoins des bénéficiaires (institutionnels).

* + 1. Efficacité du projet

Dans cette section, les consultants compareront les résultats atteints par rapport aux résultats escomptés et mettront en évidence le niveau d’atteinte des objectifs fixés. Cette appréciation de l’état d’avancement permettra aussi d’apprécier le niveau de réalisation des activités par rapport au plan de travail défini au départ, avec une analyse des causes des retards. L’efficacité du projet sera, par ailleurs, mesurée par rapport aux priorités définies dans la stratégie programmatique du PNUD et les priorités du GCF. Les consultants présenteront à quel niveau l’équipe du projet avait mitigé les risques encourus ou que les hypothèses de départ ont été bien formulées. Les mécanismes de communication et de visibilité seront mis en évidence à la lumière des exigences du PNUD, du GCF et de l’Etat béninois. Les contraintes auxquelles a fait face l’équipe et les leçons apprises de manière positive ou négative seront élucidées dans cette section du rapport.

* + 1. Efficience du projet

Le rapport d’évaluation estimera le ratio efficacité/coûts des activités en calculant le cout consenti pour apporter les services ou produits aux institutions. Les consultants établiront également le pourcentage d’atteinte des objectifs en fonction du déroulement du projet. D’autres approches pourraient aussi être comparées à la stratégie d’implémentation utilisée pour la mise en œuvre du projet en vue d’établir son efficience. Dans cette section, seront analysées le mécanisme de gestion technique et financière du projet en s’appuyant sur le modèle de gestion basée sur les résultats. Tous les autres mécanismes de suivi et évaluation, de communication interne et externe (intra et interinstitutionnelle) et avec le public seront analysés sous l’angle de l’efficience en fonction des résultats produits. Enfin, les évaluateurs présenteront l’état de la gestion adaptative du projet, en ce qui a trait à la mise à jour du cadre logique en fonction de l’évolution du contexte, ou de la capacité d’adapter les activités aux changements de l’environnement du projet.

* + 1. Impacts (potentiels) du projet

Dans cette rubrique, les consultants mettront en évidence les changements (avantages sociaux, économiques ou institutionnels) observés et décrits par les institutions bénéficiaires et les agents décisionnels des ministères de tutelle. Il sera établi à quel point le projet tend à contribuer au changement ou a déjà contribué à certains changements dans la manière d’intégrer l’adaptation au changement climatique. La rubrique portera aussi sur les effets positifs ou négatifs des partenariats, en termes de synergie d’action. Enfin, les perspectives de réplication / multiplication des outils dans d’autres institutions, en fonction des informations reçues sur les résultats obtenus, seront mises en exergue.

* + 1. Viabilité/Durabilité

Sur la base du niveau de participation des parties prenantes nationales dans la conception, la mise en œuvre et le suivi du projet, l’engagement des ministères de tutelle et bénéficiaires, et des autorités municipales, sera établie la durabilité du projet. Les consultants établiront à quel degré les changements dans les institutions ont affecté les manières de travailler et contribué à la prise en compte du changement climatique dans la planification et budgétisation des activités de l’Etat. Pour finir, les évaluateurs montreront comment le niveau d’appropriation des résultats du projet affectera soit positivement ou négativement la viabilité de celui-ci.

* 1. Conclusions et Recommandations

Les conclusions du rapport résulteront de l’analyse des observations et informations collectées par les consultants. Elles présenteront de manière succincte les constats par rapport à chaque critère d’analyse et mettront en évidence les points forts et les points faibles du projet, ainsi que les leçons apprises.

En fonction des conclusions, des recommandations seront produites. Elles porteront sur :

* Les points à améliorer par rapport à la pertinence du projet
* Les efforts supplémentaires à déployer pour se rapprocher des résultats escomptés et atteindre les objectifs fixés par rapport au temps
* Les éléments à capitaliser et les points faibles à améliorer en termes de stratégie d’utilisation des ressources (financières) du projet
* Les effets positifs du projet qu’il faut capitaliser et vulgariser et les orientations qui permettront de corriger les impacts négatifs et renforcer les impacts positifs
* Les éléments clés qui permettront d’améliorer la durabilité du projet
* Les perspectives de réplication d’un projet du même type dans d’autres secteurs en fonction des priorités du gouvernement.

**Annexe 3: Interview Guides and Questionnaires**

1. **Equipe projet (+ PNUD & DN DGEC + FVC)**

Nom – fonction – formation

Historique engagement par le projet (depuis quand – combien de temps, en remplacement ou pas…)

Pertinence:

* Comment voyez-vous que le projet permet d’adresser la problématique du CC ?
* Les activités prévues étaient-elles en ligne avec les besoins des secteurs visés initialement (par ex. sur base de feedback des parties prenantes) ?
* Quelles ont été les différences en termes de pertinence des activités entre le début du projet et maintenant ? Les besoins (exprimés ou pas) ont-ils évolués dans le temps (exemples) ?
* Est-ce que les risques et hypothèses initiaux étaient pertinents / qu’a-t-on fait pour atténuer ces risques (exemples) ?
* Y a-t-il eu une stratégie de réduction des risques mise en place en début de mise en œuvre ?

Efficacité:

* Passer en revue toutes les activités et relier aux indicateurs
  + Examiner en détail chaque activité : difficultés rencontrées (recrutement prestataire, degré de participation, suivi et validation…)
  + Appréciation degré d’atteinte des résultats et quels ont été les principaux facteurs de réussite / échec (interne et externe au projet) pour chaque résultat ?
* Quelles ont été les principales contraintes pour la mise en œuvre du projet ?
* Quel système de gouvernance de projet a été mis en place ? Dans quelle mesure est-il efficace ?
  + Y a-t-il eu un atelier de lancement ? si oui, quelle décision ont été prises (notamment, calendrier des activités, réorientation éventuelle des activités, recrutement, structure de gouvernance…) et ont-elles été mises en œuvre ?
  + Comité technique et de pilotage ? En particulier, plus-value du comité de pilotage (au-delà de l’approbation des rapports…) ?
  + Expliquez le système de suivi-évaluation ? comment il a permis de mieux planifier et rectifier la mise en œuvre du projet ?
  + Des mécanismes ont-ils été mis en place pour la coordination des activités du projet avec d'autres interventions (GIZ ou autre) ? (In)Utilité/efficacité de ces mécanismes (exemples) ?
* La stratégie de mise en œuvre était-elle suffisamment souple pour d’adapter à des conditions / contextes changeants ? L’inertie du projet (point de vue opérationnel ET design) n’a-t-elle pas permis de prendre en compte certaines problématiques émergentes ?
* Y a-t-il eu une (tentative de) reformulation de certaines composantes du projet (budget, activités, résultat, objectif) pour mieux cadrer à la réalité ?
* Comment le genre a-t-il été prise en compte dans le projet (ex. pour l’élaboration des produits / mise en œuvre des activités)

Efficience:

* Respect du calendrier des activités ?
* Financement des activités :
  + Etudes de base, complétées à temps pour être utiles ?
  + Causes principales des retards de mise en œuvre - COVID ? Améliorations/adaptations par la suite ?
  + Y a-t-il eu des reformulations d’activités suite à des changements budgétaires / faute de temps nécessaire ?
  + Y a-t-il eu des discontinuités de financement ? si oui, ont-elles eu une incidence sur la mise en œuvre globale du projet (activités et personnel projet) ? (ex : plan annuel 🡪taux de mise en œuvre 🡪 approbation des rapports 🡪 déboursement tranche suivante)
* Les rôles et les responsabilités de chaque intervenant ont-ils été clairement définis en termes de planification, de mise en œuvre, de reporting (collecte de données et transmission de l'information) ? Qu'est-ce qui pourrait être amélioré pour les interventions futures ?
* Est-ce que les indicateurs (de résultat/impact) sont SMART selon vous ? quels indicateurs vous ont posé problème (mal défini, difficilement mesurable, irréaliste…)
* La contribution technique/financière des partenaires nationaux était-elle a-t-elle été à la hauteur des engagements pris et/ou suffisamment efficace pour une mise en œuvre souple des activités du projet / quels étaient les principaux facteurs contraignants ?
* Quel est le rapport entre le taux d’exécution financière et le taux d’exécution physiques des activités (ex. multiples appels d’offre, produits des prestataires à retravailler, difficultés pour faire valider les produits…)
* Plus-value du PNUD, Gouvernement (facilitation, résolution de problème, appui technique / administratif…)

Impact potentiel :

* Quels sont les changements majeurs significatifs (et/ou visibles) enregistrés suite à la mise en œuvre du projet visant les bénéficiaires institutionnel et finaux ?
  + Changement de comportement des bénéficiaires (ex travail de routine journalier, prise de décision différentiée, politique et stratégies amendées …)
  + Le projet a-t-il contribué à l'autonomisation / renforcement des capacités des institutions / bénéficiaires finaux par un ou plusieurs résultats (partiellement/totalement par rapport au projet initial)
* Le projet serait-il en mesure d’améliorer la qualité des services rendus par les parties prenantes pour un impact accru (ex. +> efficacité de l’Etat) ?
* Y a-t-il des effets intentionnels ou non intentionnels, positifs ou négatifs (à long terme) du projet PNA ?
* Le projet a-t-il créé un effet de levier visant une amplification des activités/plus d’innovation dans une optique d’impact accru ? (ex. produits validés mais améliorés par la suite en interne)

Durabilité:

* Quels résultats / réalisations ont une faible/forte probabilité d’être pérennes ? en particulier, y a -t-il les moyens humains et techniques pour s’approprier les produits ?
* Pour quels résultats, l’appropriation par les bénéficiaires (institutionnels/finaux) est-elle la plus/moins élevée ; cette appropriation est-elle pérenne : sur base personnelle et/ou institutionnelle ? que faudrait-il faire pour améliorer la durabilité ?
* Y a-t-il un intérêt et un soutien pour mettre en œuvre des initiatives similaires à l'avenir / comment devraient-elles être mises en œuvre ?
* Quelle a été la stratégie de sortie du projet pour éviter une discontinuité des effets du projet (effondrement) ?
* Quelles sont actions/innovations du projet susceptibles d’être répliquées par les parties prenantes ?

1. **Prestataire (labo, consultant)**

Nom – fonction – formation

Historique engagement par le projet (depuis quand – combien de temps, en remplacement ou pas…)

Quel(s) produit(s)

Pertinence:

* Expertise par rapport à la problématique du projet / contrat
* Avis sur le contrat et sa contribution à l’objectif du projet

Efficacité:

* Approche de travail : expliquer et passer en revue toutes les étapes du contrat (consultation, rédaction, validation…)
  + Quelles ont été les principales contraintes pour réaliser le produit ?
  + Examiner en détail chaque étape : difficultés rencontrées (degré de participation, suivi et validation…)
  + Interactions avec d’autres produits du projet ou GIZ ?
  + Appréciation (i) degré d’atteinte des TdR et (ii) contribution du produit finalisé à l’objectif du projet

Que faudrait-il améliorer / amender ? pourquoi et par qui ?

* Y a-t-il eu des changements d’approche de travail suite à l’apparition de difficultés (manque de participation, imprévus…) ?
* Comment la dimension genre a—elle été prise en compte dans l’élaboration des produits/mise en œuvre (différentiée ?) des activités ?

Efficience:

* Respect du calendrier des activités - COVID ? difficultés rencontrées menant à des retards
* Y a-t-il eu des modifications du contrat pour mieux cadrer à la réalité ?
* Paiements :
  + Relations avec le projet (délais de paiement…)
* Les rôles et les responsabilités de chaque intervenant ont-ils été clairement définis pour réaliser le produit ? Qu'est-ce qui pourrait être amélioré pour les interventions futures ?
* Plus-value du PNUD, Gouvernement (facilitation, résolution de problème technique / administratif/ financier…)

Impact potentiel :

* Quels sont selon vous les changements majeurs significatifs (et/ou visibles) attendus suite à la validation du produit visant les bénéficiaires institutionnel et finaux ?
* Avez-vous été (officiellement) disponible pour s’assurer de la bonne utilisation du produit par les parties prenantes ? (ex : disponibilité appui technique post-contrat par email, tel…)
* Avez-vous des échos d’un changement de comportement (« manière de faire ») des bénéficiaires (ex travail de routine journalier, prise de décision différentiée, politique et stratégies amendées …) suite à la disponibilité du produit
* Y a-t-il des activités nécessaires à réaliser pour que le produit ait plus d’impact / soit plus et mieux utilisés / utile) ? expliquer ce qui pourrait manquer.
* Y a-t-il des effets intentionnels ou non intentionnels, positifs ou négatifs (à long terme) du produit sur les parties prenantes ?
* Savez-vous si le projet a créé un effet de levier visant une amplification des effets du produit ? (ex. produits validés et améliorés par la suite en interne)

Durabilité:

* Le produit est-il susceptible d’être utilisé à long terme (tant sous sa forme actuelle que sous une version améliorée) par les parties prenantes
* Que manquerait-il pour s’en assurer ? (ex moyens humains, techniques, cadre légal…)
* Le produit nécessiterait-il des actualisations / upgrades… et qui pourrait s’en charger ?
* Degré d’appropriation par les bénéficiaires (lesquels ?) du produit ? y a-t-il des variations ?
* Y a-t-il un intérêt et un soutien pour mettre en œuvre des initiatives similaires à l'avenir / comment elles devraient être mises en œuvre ?

1. **Parties prenantes institutionnelles**

Nom – fonction – formation

Implication : formation reçue / produit…

Pertinence:

* Problématiques/besoins CC par rapport à votre fonction / institution ? que faudrait-il améliorer en interne (législation, politique, stratégie, opérationnel…) ?
* La formation / produit répond-elle à un besoin / une nécessité au niveau de votre organisation ?
* Quel degré de priorité par rapport aux autres problématiques ?

Efficacité:

* Passer en revue l’implication/contribution dans le projet/élaboration du produit :
  + Consultation
  + Validation
  + Autres activités

ou

* + formation

Difficultés rencontrées (technique, admin, timing…)

* Appui post-formation/post-remise du produit ?
* Degré de satisfaction du produit : comment voyez-vous que la formation / produit permette d’améliorer (i) votre travail quotidien et (ii) l’efficacité de votre structure (ministère, municipalité…)
* A-t-on tenu compte suffisamment de la dimension genre (si pertinent) selon vous ?
* Avez-vous reçu des ressources financières / techniques pour mener des activités-test ?
* Quelles limitations / problèmes avez-vous rencontrés lors de la mise en œuvre de ces activités ?

Efficience :

* L’utilisation du produit permet-elle effectivement (i) d’économiser des ressources RH / temps/ argent-budget ou pour arriver à un résultat donné (ii) réduire la vulnérabilité (iii) améliorer l’adaptation au CC (iv) améliorer la disponibilité de ressources financières?

Impact potentiel :

* Quels sont les changements majeurs significatifs (et/ou visibles) enregistrés suite à l’utilisation/mise en place du produit ?
  + Changement de comportement des bénéficiaires (ex travail de routine journalier, prise de décision différentiée, politique et stratégies amendées …)
  + Le projet a-t-il contribué à l'autonomisation / renforcement des capacités des institutions / bénéficiaires finaux par un ou plusieurs résultats (partiellement/totalement par rapport au projet initial)
  + Effets éventuels attendus sur la population ?
* Le produit serait-il en mesure d’améliorer la qualité des services rendus par l’institution pour un impact accru (ex. +> efficacité de l’Etat) ?
* Y a-t-il des effets intentionnels ou non intentionnels, positifs ou négatifs (à long terme) du produit ?
* Quel degré d’appropriation/responsabilisation du produit par les parties prenantes ? ex effet de levier avec nouvelles activités/mécanismes/expertise… grâce au produit (ex. produits validés mais améliorés par la suite en interne ou donnant lieu à de nouvelles activités)

Durabilité:

* Quelle est la probabilité que le produit ou ses effets soient effectivement utilisés dans le long-terme ? en particulier, y a -t-il les moyens humains et techniques pour s’approprier les produits ?
* L’appropriation par les bénéficiaires (institutionnels/finaux) est-elle différentiée au sein de l’institution (ex entre RH, Dpt…) ? Que faudrait-il faire pour améliorer la durabilité ?
* Y a-t-il un intérêt et un soutien pour mettre en œuvre des initiatives similaires à l'avenir / comment devraient-elles être mises en œuvre ?
* Le produit a-t-il donné lieu à l’élaboration de nouveaux produits par les parties prenantes ?

1. **Partenaires extérieurs – OSC**

Nom – fonction – formation

Implication : formation reçue / produit…

Pertinence:

* Dans quelle mesure le projet (produit/formation) et ses effets s’inscrivent-il dans les activités de votre organisation ?
* Quelle est la valeur ajoutée du projet par rapport aux besoins de votre organisation / du secteur ?

Efficacité:

* Passer en revue l’implication/contribution dans le projet/élaboration du produit :
  + Consultation
  + Validation
  + Autres activités

Ou

* + formation

Difficultés rencontrées (technique, admin, timing…)

* Appui post-formation/post-remise du produit ?
* Degré de satisfaction du produit : comment voyez-vous que la formation / produit permette d’améliorer (i) votre travail quotidien (ii) l’efficacité de votre structure et (iii) les interactions avec les autorités de tutelle (du secteur) ?
* Forces et faiblesses du produit ?
* Quel est votre niveau de satisfaction par rapport au projet ? qu’aurait-il fallu améliorer ?
* A-t-on tenu compte suffisamment de la dimension genre (si pertinent) selon vous ?

Efficience:

* Avez-vous reçu des ressources financières / techniques pour mener des activités-test ?
* Quelles limitations / problèmes avez-vous rencontrés lors de la mise en œuvre de ces activités ?

Impact:

* Quels sont les changements majeurs significatifs (et/ou visibles) enregistrés suite à l’utilisation/mise en place du produit ?
  + Changement de comportement au sein de votre organisation ET au sein du secteur (ex travail de routine journalier, prise de décision différentiée, nouvelles activités et interactions dans le secteur…)
  + Effets éventuels attendus sur la population ?
* Avez-vous constaté un changement au niveau des institutions de tutelle suite au projet (exemples) ? que faudrait-il améliorer ?
* Y a-t-il des effets intentionnels ou non intentionnels, positifs ou négatifs (à long terme) du produit ?
* Quel degré d’appropriation/responsabilisation du produit par les parties prenantes ? ex effet de levier avec nouvelles activités/mécanismes/expertise… grâce au produit (ex. produits validés mais améliorés par la suite en interne ou donnant lieu à de nouvelles activités)

Durabilité:

* Quelle est la probabilité que le produit ou ses effets soient effectivement utilisés dans le long-terme ? en particulier, y a -t-il les moyens humains et techniques pour s’approprier les produits ?
* Quel est le degré d’appropriation par les bénéficiaires (institutionnels/finaux) des résultats du projet ? Que faudrait-il faire pour améliorer la durabilité ?
* Y a-t-il un intérêt et un soutien pour mettre en œuvre des initiatives similaires à l'avenir / comment devraient-elles être mises en œuvre ?
* Le projet a-t-il donné lieu à l’élaboration de nouveaux produits /créé de nouvelles interactions avec les parties prenantes ?
* Les appuis reçus (financier, matériel, technique, organisationnel etc.) sont-ils suffisants et efficace pour faciliter une réplicabilité des acquis ?
* Si le projet est à reprendre, quels sont les éléments sur lesquels, il faut apporter des améliorations ? Lesquels ?

**Annexe 4: Mission Interviews – schedule**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Date | Time | Name | Function | Organisation |
| 18/6/21 |  | Start of documentary review | | | |
| 21/9/21 |  | Submission of inception report | | | |
| 13/9/21 | 10h30 | Antoinette SAGBO | Reporter | National TV |
| 12h00 | Boukari Idrissou ISSAKA | SADE Officer | Bassila municipality |
| 14h00 | Onésime AKOWANOU | Consultant | LSTE |
| 17h00 | Eméric ATINDOKPO | First Quaestor Bureau Manager | National Assembly |
| 14/9/21 | 11h00 | Donald DEDO | Environment Unit Chief | ABERME, Energy Ministry |
| 13h00 | Evariste ALOHOU | PAS PNA Programme Manager | GIZ |
| 14h30 | Prosper DAKO | M&E Task Officer and Government Procurement Central Unit Chief | ANAT |
| 08h00 | Abdelaziz BALLEZ | Boikon Technical Director | ONAB |
| 15/9/21 | 08h30 | Marius AINA | Director of Programming and Forecasting | MAEP |
| 10h00 | Alain AGANI | National Project Coordinator | UNDP |
| 11h30 | Christian COUTHON | Management Controller | FNDPT |
| 12h30 | Nestor AHO | Project Resource-Person | Abomey University |
| 16/9/21 | 09h30 | Biaou CHERIFATOU | Environmental Lawyer | Abomey University |
| 11h00 | Jocelyne AGBESSI DJOSSOU | Planning Chief | Zagnanado Municipality |
| 14h00 | Lafia GOUNOU | National Project Finance Officer | UNDP |
| 17h00 | Apollinaire TCHOKI | Environment Specialist Reporter | ???? |
| 17/9/21 | 09h30 | Charles YABI | Forest Inspection Chief - Lieutenant-Colonel | DGEFC |
| 11h30 | Didier CAPO-CHICHI | Director of Programming and Forecasting | MTCA |
| 12h15 | Christelle DAKPOGAN | Representative | Benin Environment Network (Pro-Environnement) |
| 13h30 | Maliki KAFILATH | Planning Unit Officer | [Sèmè-Kpodji](https://fr.wikipedia.org/wiki/S%C3%A8m%C3%A8-Kpodji) Municipality |
| 16h00 | Lewis TCHIWANOU | National Project Adaptation Officer | UNDP |
| 20/9/21 | 11h00 | Mariette GNACADJA | Director | ADECOM |
| 14h00 | Germain AKINDES | Resource-person Energy Sector |  |
| 17h00 | Romaric KOUTCHIKA | Forestry and Tourism NAP Consultant | Abomey University |
| 21/9/21 | 09h00 | Belfrid DJIHOUESSI | Consultant | National Water Institute |
| 10h30 | Médard OUINAKONHAN | Climate Change Management Director | DGEV - MCVDD |
| 15h00 | Florent Orou FICO | Deputy Director | ABERME |
| 22/9/21 | 10h00 | Kaba | Director for Sectoral Programmes and Policies | DGPD – MDAEP |
| 10h30 | Judicael KOSSOUHOU | First Vice-President Assistant | National Parliament |
| 11h30 | Toussaint LOUGBEGNON | Resource-person for Forestry and Tourism | Ecole de Foresterie et d’Ingéniérie du Bois - Université Nationale d’Agriculture |
| 15h15 | Yaya Alain BANI | Land Development Unit Manager | Djougou Municipality |
| 17h00 | Zoumarou DJOUWERATOU | Planning and Local Development Head | Djougou Municipality |
| 23/9/21 | 09h00 | Irène SAMEY | M&E Head - Planning and Local Development Department | Grand-Popo Municipality |
| 10h45 | Herbert KOULETIO | Project Manager | General Directorate for Energy |
| 12h30 | Zakari BASSAROU | Natural Resources Management Programme Manager | Association pour le Développement des Communes |
| 14h00 | Mahuna REINE | Consultant | Abomey University |
| 17h45 | Philippe SEDEDJI | Director of Programming and Forecasting | MDAEP |
| 24/9/21 | 08h00 | Romaric AKPOVO | National Project Climate Management Specialist | UNDP |
| 09h45 | Innocencia GANHOUNOUTO | Head of Gender and Environment Unit - Programming and Forecasting Directorate | MTCA |
| 11h15 | Prisca JIMAJA | UNFCCC& PAS PNA Focal Point for Gender and Climate Change | DGEC - MCVDD |
| 12h30 | Alain AGANI | National Project Coordinator | UNDP |
| 14h00 | Jérémie ADOMAHOU | Parliamentarian – Coordinator for the Climate Change, Environment and Sustainable Development Network | Parliament |
| 27/9/21 | 10h00 | Justin NATTA | Sector Specialist | General Directorate for Infrastructures |
| 15h30 | Raïmi BACHABI | Development and Planning Unit Officer | Save Municipality |
| 17h00 | Nonvidé ARMEL | Consultant | LEP |
| 28/9/21 | 09h00 | Marius GANDONOU | Sustainable Development and Inclusive Growth Programme Officer | UNDP |
| 13h00 | Mathieu BIAOU | Financial Resource Mobilisation Director | FNEC |
| 29/9/21 | 12h30 | Julie TENG | GCF Regional Technical Advisor | UNDP |
| 01/10/21 | 09h15 | Bonaventure-Eustache  BOKONON-GANTA | Municipality CC Mainstreaming Guide Training Consultant and Resource Person for Vulnerability Studies | Parakou University |
| 04/10/21 | 11h00 | Inès OVEDE | DCAM Head | METEO-BENIN |
| 06/10/21 | 16h00 | Alain AGANI | National Project Coordinator | UNDP |
| 07/10/21 | 11h00 | Wilfrid MONGAZI | Focal Point UNFCCC | DGEC - MCVDD |
| 08/10/21 | 08h00 | Alain AGANI | National Project Coordinator | UNDP |
| 15/10/21 | 09h00 | Martin Pepin AINA | Project National Director / DGEC Director | DGEC - MCVDD |
| 18/10/21 | 09h00 | Apollinaire GNANVI | Director | FNEC |
| 19/11/21 | 00h00 | Draft report submission | | | |
| 26/11/21 | 00h00 | Compliance review | | | |
| 29/11/21 | 00h00 | Complied draft report submission | | | |

**Annexe 5: List of Persons Consulted**

|  |  |  |
| --- | --- | --- |
| **Name/s of Person/s** | **Title, Function** | **Institutional Affiliation** |
| AGANI Alain | National Project Coordinator | UNDP |
| AGBESSI DJOSSOU Jocelyne | Planning Chief | Zagnanado Municipality |
| ADOMAHOU Jérémie | Parliamentarian – Coordinator for the Climate Change, Environment and Sustainable Development Network | Parliament |
| AHO Nestor | Project Resource-Person | Abomey University |
| AKINDES Germain | Resource-person Energy Sector |  |
| AINA Marius | Director of Programming and Forecasting | MAEP |
| AINA Martin Pepin | Project National Director / DGEC Director | DGEC - MCVDD |
| AKOWANOU Onésime | Consultant | LSTE |
| AKPOVO Romaric | National Project Climate Management Specialist | UNDP |
| ALOHOU Evariste | PAS PNA Programme Manager | GIZ |
| ARMEL Nonvidé | Consultant | LEP |
| ATINDOKPO Eméric | First Quaestor Bureau Manager | National Assembly |
| BACHABI Raïmi | Development and Planning Unit Officer | Save Municipality |
| BALLEZ Abdelaziz | Boikon Technical Director | ONAB |
| BANI Yaya Alain | Land Development Unit Manager | Djougou Municipality |
| BASSAROU Zakari | Natural Resources Management Programme Manager | Association pour le Développement des Communes |
| BIAOU Mathieu | Financial Resource Mobilisation Director | FNEC |
| BOKONON-GANTA Bonaventure-Eustache | Municipality CC Mainstreaming Guide Training Consultant and Resource Person for Vulnerability Studies | Parakou University |
| CAPO-CHICHI Didier | Director of Programming and Forecasting | MTCA |
| CHERIFATOU Biaou | Environmental Lawyer | Abomey University |
| COUTHON Christian | Management Controller | FNDPT |
| DAKO Prosper | M&E Task Officer and Government Procurement Central Unit Chief | ANAT |
| DAKPOGAN Christelle | Representative | Benin Environment Network (Pro-Environnement) |
| DEDO Donald | Environment Unit Chief | ABERME, Energy Ministry |
| DJIHOUESSI Belfrid | Consultant | National Water Institute |
| DJOUWERATOU Zoumarou | Planning and Local Development Head | Djougou Municipality |
| FICO Florent Orou | Deputy Director | ABERME |
| GANDONOU Marius | Sustainable Development and Inclusive Growth Programme Officer | UNDP |
| GANHOUNOUTO Innocencia | Head of Gender and Environment Unit - Programming and Forecasting Directorate | MTCA |
| GNACADJA Mariette | Director | ADECOM |
| GNANVI Apollinaire | Director | FNEC |
| GOUNOU Lafia | National Project Finance Officer | UNDP |
| ISSAKA Boukari Idrissou | SADE Officer | Bassila municipality |
| JIMAJA Prisca | UNFCCC& PAS PNA Focal Point for Gender and Climate Change | DGEC – MCVDD |
| Kaba???? | Director for Sectoral Programmes and Policies | DGPD – MDAEP |
| KAFILATH Maliki | Planning Unit Officer | [Sèmè-Kpodji](https://fr.wikipedia.org/wiki/S%C3%A8m%C3%A8-Kpodji) Municipality |
| KOSSOUHOU Judicael | First Vice-President Assistant | National Parliament |
| KOULETIO Herbert | Project Manager | General Directorate for Energy |
| KOUTCHIKA Romaric | Forestry and Tourism NAP Consultant | Abomey University |
| LOUGBEGNON Toussaint | Resource-person for Forestry and Tourism | Ecole de Foresterie et d’Ingéniérie du Bois - Université Nationale d’Agriculture |
| MONGAZI Wilfrid | Focal Point UNFCCC | DGEC - MCVDD |
| NATTA Justin | Sector Specialist | General Directorate for Infrastructures |
| OUINAKONHAN Médard | Climate Change Management Director | DGEV - MCVDD |
| OVEDE Inès | DCAM Head | METEO-BENIN |
| REINE Mahuna | Consultant | Abomey University |
| SAGBO Antoinette | Reporter | National TV |
| SAMEY Irène | M&E Head - Planning and Local Development Department | Grand-Popo Municipality |
| SEDEDJI Philippe | Director of Programming and Forecasting | MDAEP |
| TCHIWANOU Lewis | National Project Adaptation Officer | UNDP |
| TCHOKI Apollinaire | Environment Specialist Reporter |  |
| TENG Julie | GCF Regional Technical Advisor | UNDP |
| YABI Charles | Forest Inspection Chief - Lieutenant-Colonel | DGEFC |

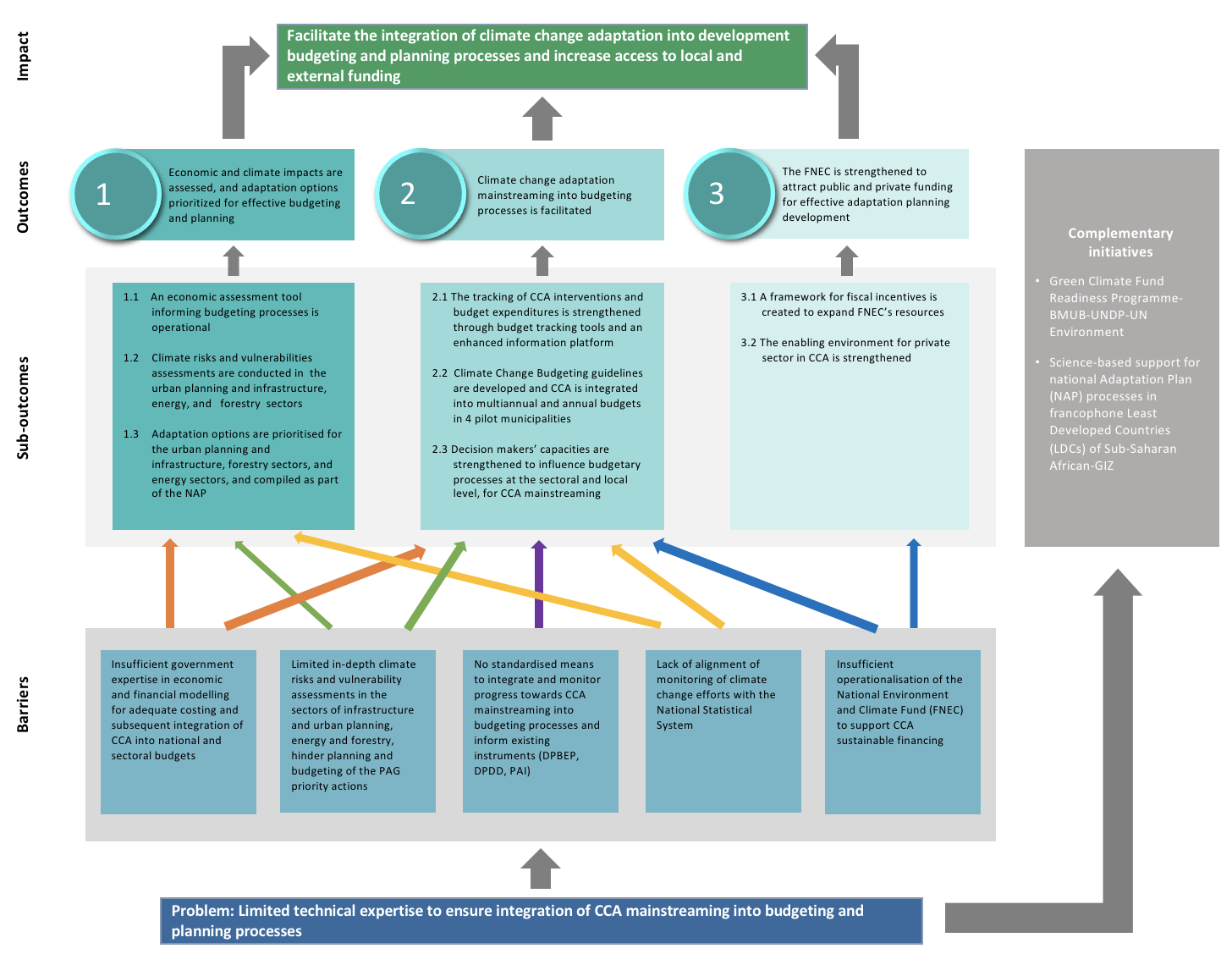
**Annexe 6: List of Documents Consulted**

* Document de Projet (03/2019)
* Proposition de projet (08/2018)
* NZP – GSP, The National Adaptation Plan Process In Benin - Stocktaking report and recommendations to advance the NAP process in Benin
* Proposition de projet (08/2018)
* Draft concept note for the resilience of the communities based at the Benin-Togo border
* Draft report of a mapping of private sector needs and interests and potential climate change adaptation response
* Draft study on new environmental fiscal instruments
* Draft decree for the implementation of the Climate Change Law
* Draft report of the PAI-CC guide
* Rapport Provisoire Plateforme Web-1
* Draft report of the review of the existing platform on Climate Change
* Report of the Technical Commission (CTPNA) Juin 2020
* Draft report on guidelines for the integration of CCA into budgeting and tracking and budget coding tool
* Report of the workshop to identify adaptation measures (impact chain)
* Climate risks and vulnerability assessments
* Steering Groupe CTPPNA October 2019
* Steering Group CTPPNA January 2020
* Report of the NAP Technical Committee held on 15 January 2020
* Report of the Technical Committee\_October 2020
* ToR for a laboratory to produce development models on the impact of climate change
* ToR for a laboratory to conduct meta data analysis on climate change risks\_LSTE
* Decree for the creation of the CTPNA
* ToR for a consultant to support a decree for the integration of ACC
* ToR for the elaboration of a guide to integrate CCA in to PAI and PDC\_LSTE
* Note choix labo, 10/2019
* Rapport Atelier lancement PNA Signé, 07/2019
* Readiness and Preparatory Support – interim progress report, 03/2021
* Rapport CTG PPNA 07 2020
* Rapport actualisé\_Aménagement Urbain\_05\_11\_2020
* Rapportactualisé\_Energie\_05\_11\_2020
* Rapport actualisé\_Foresterie\_05\_11\_2020
* Rapport actualisé\_Secteur Tourisme\_05\_11\_2020
* Rapport Engagement Secteur Prive ACC\_VP
* Rapport Final\_Meta-analyse Post Validation
* Report of the workshop to identify adaptation measures (impact chain)
* Atelier\_Formation\_Bohicon\_Module\_1
* Atelier\_Formation\_Bohicon\_Module\_4
* Evaluation des risques\_climatiques\_Final
* Module 3\_Analyse de la vulnérabilité\_Exe
* Decret 2020-260 mcvdd\_CNCC
* Atelier\_de\_prevalidation\_Site web
* Rapport général formation\_ PNA\_Décembre 2020
* Rapport Atelier de validation Etude Secteur Privé
* Rapport\_Engagement Secteur Prive Dans ACC\_Post validation
* 6034 Benin COVID-19 Extension WP\_REV – NOV 2020
* 6034 Benin\_Revised TBWP-GANTT Chart- Procurement Plan\_2Nov20
* 6034\_Benin\_SPECIAL ADDENDUM\_BiAnnual\_Report\_Readiness\_FINAL\_2Nov.20
* 6034\_NAP GCF Benin Project Results Framework update Final\_2Nov.20
* 20201013\_UNDP\_COVID-19\_extensions\_UNDP Response\_23NOV2020
* Benin 6034\_Final Biannual Report\_01-06 2020
* 20200423 Readiness Review Sheet\_ IPR\_BEN-RS-001-1\_Response10June2020
* Benin\_GCFNAP\_biannualreport\_response\_April2020
* Response\_Readiness Review Sheet\_ IPR\_Completion Report\_BEN-RS-001 – 31March20
* 20210426\_BEN001\_IPR4\_RS\_response
* BEN-RS-001\_IPR\_Dec2020\_UNDP
* Readiness Project – Expenditure and Budget Template – 01 July-31 December 2020\_UNDP\_Benin\_PIMS 6034 final cleared 23Feb2021 (1)
* Benin\_Rapport T1 2020
* Rapport progrès T1 & PTT2 \_Avril 2021 PPNA Bonne version
* Rapport T3 et plan de travail T4 2019 BENIN
* Rapport progrès T3 & PTT4 \_Septembre 2020 PPNA VF
* Readiness Project – Expenditure and Budget Template – 01 July-31 December 2020\_UNDP\_Benin\_PIMS 6034 final cleared 23Feb2021
* A draft report on modelling frameworks, methodologies and application, sector-level impacts and economy-wide impacts
* Combined Delivery Report 2019, 2020, 2021 (to date)

**Annexe 7: Evaluation questions matrix**

|  |  |  |  |
| --- | --- | --- | --- |
| **Critère** | **Questions d’évaluation** | **Jugement / Indicateur** | **Source d’information** |
| **• Pertinence de l’Action** | * Adéquation de la conception du projet par rapport aux objectifs identifiés * Conception du projet par rapport aux interventions financées par d’autres bailleurs * Changements de conception en cours de mise en œuvre en conditions réelles * Adéquation des thématiques et secteurs par rapport aux problématiques / priorités nationales * Pertinence pour les bénéficiaires finaux * Degré de consultation / participation d’autres parties prenantes | * Comparaison des besoins adressés avec les besoins identifiés et priorisés par le GdB lors des consultations initiales * Etablir à quel degré les propositions /besoins des institutions bénéficiaires ont été prises en compte dans la détermination des objectifs et activités à entreprendre * Déterminer les critères de choix des bénéficiaires et comparer avec les critères de vulnérabilité * Comparer l’ensemble des besoins adressés par le projet par rapport aux besoins exprimés par les institutions * Se référer aux politiques nationales du GdBen matière de politiques et stratégie de gestion de l’adaptation au CC afin de comparer la stratégie promue par le projet. | * ProDoc et politiques nationales * Entretiens PNUD, équipe projet * Entretiens équipe projet et institutions bénéficiaires * Entretiens équipe projet& politiques nationales |
| **• Efficacité** | * Taux de réalisation des activités du projet * Niveau d’adéquation par rapport aux priorités du programme de pays du PNUD / FEM * Comment les risques et les hypothèses sont-elles prises en compte lors de la mise en œuvre * Communication et visibilité y compris parties prenantes externes / bailleurs * Leçons apprises en ce qui concerne le mécanisme de mise en œuvre | * Comparer le temps de réalisation des activités par rapport au délai fixé au départ * Mesurer les indicateurs d’atteinte des objectifs par rapport aux indicateurs fixés dans le Cadre Logique * Analyse des difficultés rencontrées et les facilitations offertes à la mise en œuvre du projet * Niveau de satisfaction par rapport aux activités du projet et les bénéfices offerts des institutions bénéficiaires | * Rapports – plans annuels, entretien équipe projet * Entretiens équipe projet / rapport périodiques * Entretiens équipe projet et rapports périodiques * Entretiens institutions bénéficiaires |
| **• Efficience** | * Relation entre les ressources mobilisées et les résultats obtenus * Evaluation de l’adéquation du budget par rapport aux couts réel des activités du projet dans les délais impartis * Rapport coûts/bénéfices des activités réalisées | * Analyse de l’efficacité-coût du projet * Comparaison des coûts réels consentis par rapport au budget * Analyse de la capacité d’absorption du Projet en se basant sur le contexte du marché pour la période impartie | * Revue CDR * Entretiens équipe de projet (+ finances PNUD) |
| **• Impact** | * Changement visible selon les bénéficiaires finaux / GdB * Contribution au changement conformément aux résultats * Partenariats / synergies pour renforcer l'impact * Valeur ajoutée du projet pour les bénéficiaires * Intensité et qualité de communication sur les résultats du projet | * Identification et analyse des changements des habitudes de travail au sein des institutions ciblées / bénéficiaires * Adoption / appropriation des outils * Institutionnalisation des outils * Degré de collaboration entre interventions * Efficacité des actions de communication sur la participation au projet | * Entretiens équipe projet et institutions bénéficiaires * Entretiens responsables institutions bénéficiaires & équipe projet * Entretiens équipe projet, PNUD et institutions bénéficiaires |
| **• Viabilité ou Pérennité** | * Niveau de participation des parties prenantes nationales * Probabilité de maintien des résultats après la clôture du projet * Durabilité institutionnelle, environnementale, financière et socio-économique * Probabilité d’appropriation des résultats et autonomisation / responsabilisation | * Evaluer le niveau d’implication et de participation autorités locales et des acteurs gouvernementaux dans le projet * Evaluer le niveau d’engagement et la capacité des acteurs publics à capitaliser et protéger les acquis du projet * Evaluer le niveau d’influence des changements institutionnels, environnementaux et des conditions socio-économiques de la population sur la durabilité du projet | * Entretiens équipe projet et institutions bénéficiaires, rapports périodiques * Entretiens responsables institutions bénéficiaires & équipe projet * Entretiens équipe projet, PNUD |
| **•Transversal – genre & droits** | * Dans quelle mesure, l’équité de genre, et respect des laissés-pour-compte a-t-elle été abordée ? * Comment le projet a-t-il contribué à l’autonomisation des femmes ? | * Analyse des outils et effets potentiels sur les populations marginalisées * Implication de cadres féminins dans l’élaboration des outils / comme bénéficiaires des activités de renforcement des capacités | * Entretiens PNUD, équipe projet, bénéficiaires dans les institutions et responsables sectoriels * Entretiens consultants (formulation des outils / revues) |
| **•Additionalité GCF** | * Valeur ajoutée du GCF en tant que bailleur par rapport à la communauté des bailleurs de fonds | * Apports spécifiques du GCF (mise en œuvre, aspects thématiques, méthodologies d’intervention…) en vue de faciliter l’intégration de l’adaptation au CC | * Entretien PNUD, équipe projet, autres bailleurs |

**Annexe 8: Theory of Change**



**Annexe 9: List of projects’ studies and corresponding activities and outputs**

|  |  |
| --- | --- |
| Studies’ TORs object | Link with project document |
| TOR l: Study on the development and operationalization of models on the economic impact of climate change and / or an integrated macroeconomic model (a computerized general equilibrium model) to support budget planning | Result 1; Sub-result 1.1 and activity 1.1.1. |
| TOR 2: Meta-analysis of existing climate risk and vulnerability studies in the different sectors impacted by climate change in Benin | Result 1; Sub-result l.2 and activity 1.1.2. |
| TOR 3: Detailed studies of climate risks and vulnerability (ERCV) in the following sectors: urban planning and infrastructure, energy and forestry and identify adaptation measures and training on climate risk assessment methodologies |
| TOR 4: Study for the development of guidelines for integrating ACC into budgeting and development of a budget control and coding tool to monitor the integration of ACC into budgeting | Result 2; Sub-result 2.1 and activity 2. 1.1. |
| TOR 5: Elaboration of a Guide for integrating ACC into IAPs; Application of the Guide in 3 selected IAPs (2019 and 2020); And training on the use of the Guide for the benefit of municipalities | Result 2; sub-result  2.2 and activity 2.2.2. |
| TOR 6: Support for the issuance of a decree on the integration of ACC in planning and budgeting | Result 3; sub-result  3.1 and activity 3.1.1. |
| TOR 7: Study to strengthen the CTPNA and update the existing public platform (website) and transform it into an interactive learning tool, in order to enable it to play the role of coordinating adaptation interventions and monitoring the integration of adaptation into local and national budgeting. | Result 2; sub-result  2.1 and activity 2.1 .2. |
| TOR 8: Study for the identification of new environmental fiscal instruments (innovative financing mechanisms to improve the mobilization of resources by the FNEC | Result 3; sub-result  3.1 and activity 3.1.1. |
| TOR 9: Study for the development of a cartography  - The needs of the private sector as well as their interests and measures to respond to adaptation to climate change are carried out  - Investment constraints in adaptation to climate change and measures to remove constraints | Result 3; sub-result 3.2. and activity 3.2.1. |
| TOR 10: Development of the project "resilience of communities in the Benin border strip with Togo by setting up resilient infrastructure and protecting livelihoods with a view to boosting economic and pastoral activities | Result 3; sub-result  3.2. and activity 3.2.1. |

**Annexe 10: Brief Expertise of Consultants**

Mr Vincent Lefebvre:

([lefebvrevinc@gmail.com](mailto:lefebvrevinc@gmail.com))

* Programme management & coordination / project formulation & implementation, M&E - knowledge of PCM, logical framework & ZOPP methodologies / equipment specifications.
* MA in tropical agriculture and post-graduation in business administration
* Programme & project evaluation / technical audit / institutional appraisal: analysis of relevance / effectiveness / efficiency / social, institutional & economic impact / political, social & cultural, technological, institutional & financial sustainability / cross cutting issues (gender, AIDS, environment & institutional capacity building); questionnaires design & interviews of beneficiaries.
* Data acquisition methods for evaluations: questionnaires drafting & interviews of beneficiaries; SWOT analysis; (semi-) structured interviews, focus groups.
* Knowledge of monitoring & evaluation methodologies (incl. Management Effectiveness Tracking Tool).
* Food security / Agronomy / agro-forestry / agro-industry / agro-climate and climate mitigation - adaptation / horticulture.
* Cartography / remote sensing / mapping / GIS (Arcinfo, Mapinfo, Ilwis) / Database management systems (MECOSIG, COONGO).
* Land & water resources evaluation / crop potential analysis / participatory rural appraisals / natural resources management / mountain agro-ecosystems.
* Soil survey / soil conservation / soil fertility.
* Statistics including programming in SAS & Delphi.
* Renewable energies (wind, bio-diesel, rape seed oil).

Mr André ZOGO:

(zandre2002@yahoo.fr)

* Agricultural social economy
* Management of natural resources development projects;
* Natural resources management: soil, water, climate…
* Management of climate change adaptation projects
* Contribution to climate change communication report
* Data acquisition methods for evaluations: questionnaires drafting & interviews of beneficiaries; SWOT analysis; (semi-) structured interviews, focus groups.
* Cartography / remote sensing / mapping / GIS (Arcinfo / Database management systems.
* Land & water resources evaluation.

**Annexe 11: Evaluation Consultant Code of Conduct and Agreement Form**

**Evaluators:**

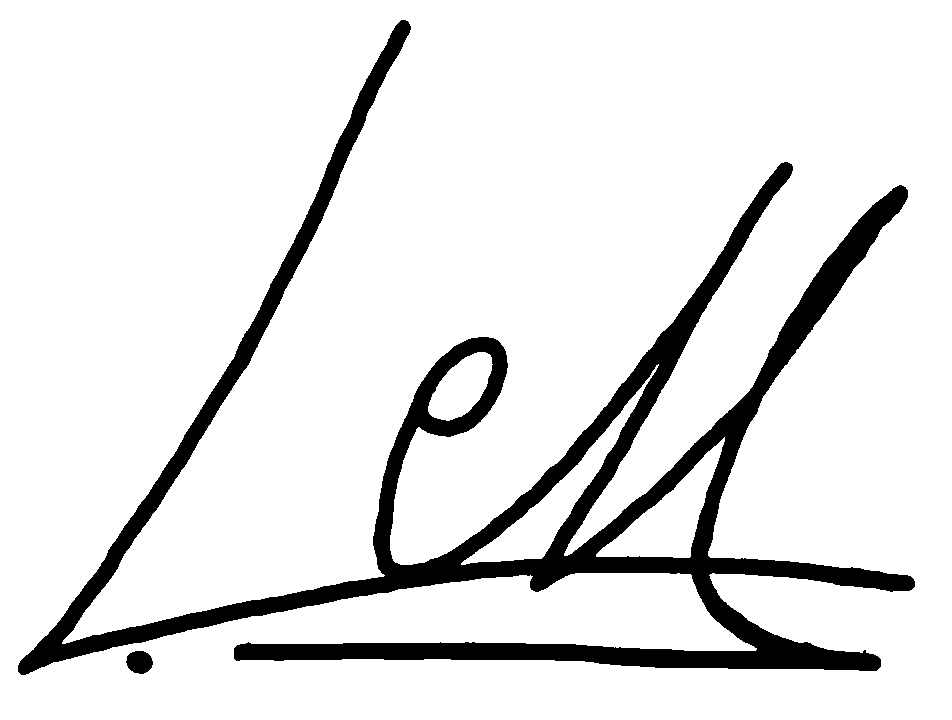
1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well-founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people’s right not to engage. Evaluators must respect people’s right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders’ dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

**Evaluation Consultant Agreement Form[[52]](#footnote-52)**

**Agreement to abide by the Code of Conduct for Evaluation in the UN System**

**Name of Consultant:** \_\_Vincent LEFEBVRE\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Name of Consultancy Organization** (where relevant)**:** \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed 29/11/2021

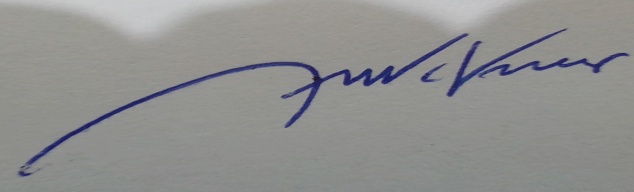
Signature: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Evaluation Consultant Agreement Form[[53]](#footnote-53)**

**Agreement to abide by the Code of Conduct for Evaluation in the UN System**

**Name of Consultant:** \_\_André Zogo\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Name of Consultancy Organization** (where relevant)**:** \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed 29/11/2021

Signature: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Annexe 12: Evaluation Report Clearance Form**

*(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)*

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Signature: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ Date: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

UNDP GEF RTA

Name: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Signature: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ Date: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Annexe 13: Audit trail**

Annexed in a separate file

1. This rating takes into account additional TRAC funding that enabled outputs finalisation after project closure. [↑](#footnote-ref-1)
2. It is assumed to be achieved for key decision-makers or covered now by Government [↑](#footnote-ref-2)
3. <https://unfccc.int/resource/docs/napa/ben01f.pdf> [↑](#footnote-ref-3)
4. <https://unfccc.int/files/documentation/submissions_and_statements/application/pdf/benin_naps_french.pdf> [↑](#footnote-ref-4)
5. <https://www.greenclimate.fund/readiness> [↑](#footnote-ref-5)
6. The first replenishment of GCF was approved only by late 2019 [↑](#footnote-ref-6)
7. <https://undg.org/wp-content/uploads/2017/06/UNDG-UNDAF-Companion-Pieces-7-Theory-of-Change.pdf> [↑](#footnote-ref-7)
8. A number of institutions within the key selected sectors would participate as beneficiaries (see ‘actual stakeholders’ participation’) [↑](#footnote-ref-8)
9. Not part of the project governance system at formulation stage [↑](#footnote-ref-9)
10. Although in this particular project, the project was DIM-run, hence, a usually swift operationalisation process [↑](#footnote-ref-10)
11. This was over 8 months after official project start-up (project duration was 18 months!) [↑](#footnote-ref-11)
12. Interviews showed that for the entire project team, time was viewed as one of the main critical factors to ensure project success and that it may have put excessive workload (and stress) on individuals [↑](#footnote-ref-12)
13. Example: requesting official data for a vulnerability study would take months through regular channels because of Government shutdown during COVID lockdown; in some cases, laboratory staff would have to be innovant and bypass the system through direct informal requests to key Government staff or in other cases, their report would show significant data gaps and not be validated by the technical group that would provide more insight/data but require redrafting. [↑](#footnote-ref-13)
14. This may be due to two factors: COVID, methodological issues for capturing private sector viewpoints on CCA [↑](#footnote-ref-14)
15. The GCF had received donor pledges when established but lacked effective funding for its Readiness Programme at formulation time and requested the fund to be split in two; the first replenishment of GCF took place in 2019 [↑](#footnote-ref-15)
16. The original budget ventilation was per semester in the PRODOC; it was adjusted on a yearly basis with the formal project starting date (GCF agreement of PRODOC) [↑](#footnote-ref-16)
17. In this case, there is no independent project bank account run by MCVDD; all fin. requests are channelled from the project team to UNDP country office with official DGEC endorsement [↑](#footnote-ref-17)
18. Many activities had to be implemented at the same time after easing the Benin COVID lockdown [↑](#footnote-ref-18)
19. It provides some comments on the situation at project’s official closure in June 2021 (many outputs had not been finalised) and also at the end of the evaluation in November 2021 [↑](#footnote-ref-19)
20. Using GAMS [↑](#footnote-ref-20)
21. Interviews showed women participated to training but their low number reflects the gender structure within the public institutions (in relation to the relevant responsibilities) [↑](#footnote-ref-21)
22. Ex1 Energy : integration of the petroleum products, biomass, renewable energy sub-sectors in addition to electricity following up discussions with sector stakeholders in the vulnerability study during validation workshops, Ex2 Infrastructures: integration of the Benin Spatial Agenda for land development in the sectoral NAP following up discussions with ANAT so that ACC infrastructures are congruent with land use planning – e.g. SDAC at municipal level -; Ex3 Forestry: (i) request for a change of approach by the sector, removing analysis by regions (North, Centre, South) and replacing them with specific studies taking into account the characteristics / types of forest environments (ii) taking into account the impacts of CC in the forests; Ex4 Tourism: reframing the working approach to integrate the sub-sectors (e.g., seaside, cultural, hunting ...), taking into account exposure to CC and not arbitrary sites for vulnerability analysis… [↑](#footnote-ref-22)
23. The national NAP was co-drafted together with PAS PNA (GIZ funding) [↑](#footnote-ref-23)
24. This 1st generation of NAP was established for 5 years; this may be too short to match a long-term programmatic approach based on vulnerability assessments [↑](#footnote-ref-24)
25. The project "Resilience of communities in the Beninese border strip with Togo through the establishment of resilient infrastructures and the protection of livelihoods in order to boost economic and pastoral activities [↑](#footnote-ref-25)
26. Many outputs were neither achieved with the projects engaged funds (project’s end by June 2021) not with anticipated committed funds; however, by the time of the final evaluation (November 2021), most were due to additional TRAC funding. If the rating was to take into account only project delivery with committed funds, the rating should be Moderately Satisfactory. [↑](#footnote-ref-26)
27. <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Benin%20First/CDN_BENIN_VERSION%20FINALE.pdf> pg18 [↑](#footnote-ref-27)
28. <https://unfccc.int/files/focus/long-term_strategies/application/pdf/benin_long-term_strategy.pdf> Pg3 [↑](#footnote-ref-28)
29. <https://benin.un.org/sites/default/files/2018-11/UNCT-BJ_Plan-d-Action-UNDAF-2014-2018.pdf> [↑](#footnote-ref-29)
30. 2019-2023 UNDP Country Programme Document pg29 [↑](#footnote-ref-30)
31. From February (project start-up) to December 2019 [↑](#footnote-ref-31)
32. From October (team installation) to December 2019 [↑](#footnote-ref-32)
33. COVID19 by March [↑](#footnote-ref-33)
34. As of May 2021 [↑](#footnote-ref-34)
35. HS if taking into account additional Government and UNDP support to finalise most if not all remaining unfinished activities [↑](#footnote-ref-35)
36. Options include: (i) programme on fauna and flora development and preservation, (ii) management of tangible cultural heritage safekeeping and restauration, (iii) valuing rivers and water bodies through mainstreaming CC and (iv) mainstreaming CC into the tourism industry development [↑](#footnote-ref-36)
37. Interviews showed this is still far from achieved with very few staff within Government institutions exposed to the project, indicating extensive sensitisations should remain a priority to start moving to more climate-friendly project and programme formulations [↑](#footnote-ref-37)
38. Pour avoir des idées de stratégies et techniques novatrices et participatives concernant le suivi et l'évaluation, veuillez consulter le document [*UNDP Discussion Paper: Innovations in Monitoring & Evaluating Results*](http://www.undp.org/content/undp/en/home/librarypage/capacity-building/discussion-paper--innovations-in-monitoring---evaluating-results/)*,* 5 Nov 2013. [↑](#footnote-ref-38)
39. Pour faire participer plus activement les parties prenantes au processus de suivi et d'évaluation, consultez le document du PNUD [Guide de la planification, du suivi et de l'évaluation axée sur les résultats du développement](http://www.undg.org/docs/11653/UNDP-PME-Handbook-(2009).pdf), chapitre 3, page 93. [↑](#footnote-ref-39)
40. *Quel est le lien entre le projet et les principaux objectifs du domaine d'intervention du FVC et les priorités en matière d'environnement et de développement aux niveaux local, régional et national ?* [↑](#footnote-ref-40)
41. *Dans quelle mesure les résultats attendus et les objectifs du projet ont-ils été atteints ?* [↑](#footnote-ref-41)
42. *le projet a-t-il été mis en œuvre de manière efficiente, conformément aux normes et standards internationaux et nationaux ?* [↑](#footnote-ref-42)
43. *Y a-t-il des indications que le projet a contribué ou permis des progrès vers une réduction des vulnérabilités environnementales et / ou une amélioration de l'état écologique ?* [↑](#footnote-ref-43)
44. *dans quelle mesure y a-t-il des risques financiers, institutionnels, sociopolitiques et / ou environnementaux pour le maintien des résultats à long terme du projet ?* [↑](#footnote-ref-44)
45. *comment le projet a-t-il contribué à l’égalité des sexes et à l’autonomisation des femmes?* [↑](#footnote-ref-45)
46. Outcomes, Effectiveness, Efficiency, M&E, I&E Execution, Relevance are rated on a 6-point rating scale: 6 = Highly Satisfactory (HS), 5 = Satisfactory (S), 4 = Moderately Satisfactory (MS), 3 = Moderately Unsatisfactory (MU), 2 = Unsatisfactory (U), 1 = Highly Unsatisfactory (HU). Sustainability is rated on a 4-point scale: 4 = Likely (L), 3 = Moderately Likely (ML), 2 = Moderately Unlikely (MU), 1 = Unlikely (U) [↑](#footnote-ref-46)
47. Le recrutement des consultants devra se faire à la lumière des directives relatives au recrutement des consultants dans le POPP: <https://info.undp.org/global/popp/Pages/default.aspx> [↑](#footnote-ref-47)
48. <https://intranet.undp.org/unit/bom/pso/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20Interest%20and%20Submission%20of%20Financial%20Proposal.docx> [↑](#footnote-ref-48)
49. <http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc> [↑](#footnote-ref-49)
50. Le rapport ne devra pas excéder *40* pages au total (sans compter les annexes). [↑](#footnote-ref-50)
51. [www.undp.org/unegcodeofconduct](http://www.undp.org/unegcodeofconduct) [↑](#footnote-ref-51)
52. www.unevaluation.org/unegcodeofconduct [↑](#footnote-ref-52)
53. www.unevaluation.org/unegcodeofconduct [↑](#footnote-ref-53)